

Public Document Pack



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| MEETING: | Cabinet |
| DATE: | Wednesday, 11 January 2017 |
| TIME: | 10.00 am |
| VENUE: | Reception Room, Barnsley Town Hall |

AGENDA

1. Declaration of pecuniary and non-pecuniary interests
2. Leader - Call-in of Cabinet decisions

Minutes

3. Minutes of the previous meeting held on 14th December, 2015 (Cab.11.1.2017/3) *(Pages 5 - 6)*

Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.11.1.2017/4) *(Pages 7 - 10)*

Petitions

5. Petitions received under Standing Order 44 (Cab.11.1.2017/5)

Items for Decision/Recommendation to Council

Communities Spokesperson

6. Proposal to introduce both Housing Benefit and Board payments as part of the allowance paid to Shared Lives carers (long term placements) - Consultation Outcome (Cab.11.1.2017/6) *(Pages 11 - 34)*
7. Proposal to Consult on a Pilot Selective Licensing Scheme for Houses in Multiple Occupation (HMOs) (Cab.11.1.2017/7) *(Pages 35 - 54)*
8. Proposal to implement a new charging structure for the mandatory licensing of Houses in Multiple Occupation (HMOs) (Cab.11.1.2017/8) *(Pages 55 - 68)*

Corporate Services and Place Spokespersons

9. Housing Revenue Account - Draft Budget 2017-18 and Housing Capital Investment Programme 2017-2022 (Cab.11.1.2017/9) *(Pages 69 - 84)*
RECOMMENDATION TO FULL COUNCIL ON 2ND FEBRUARY, 2017

Corporate Services Spokesperson

10. Strategic Risk Register Review (Cab.11.1.2017/10) *(Pages 85 - 106)*
11. Council Tax Base Report (Cab.11.1.2017/11) *(Pages 107 - 114)*
12. Business Rates - Calculation of the Authority's Local Share (Cab.11.1.2017/12) *(Pages 115 - 122)*

Place and Communities Spokespersons

13. Principal Towns Investment Programme (Cab.11.1.2017/13) *(Pages 123 - 146)*

Place Spokesperson

14. Pontefract Road, Barnsley - Traffic Regulation Order Objections
(Cab.11.1.2017/14) *(Pages 147 - 156)*
15. Better Barnsley Regeneration - Metropolitan Centre Business Case
(Cab.11.1.2017/15) *(Pages 157 - 196)*
16. Barnsley Town Centre Plan and Site Development Appraisals (Cab.11.1.2017/16)
(Pages 197 - 332)
17. Exclusion of Public and Press
It is likely that the public and press will be excluded from this meeting during consideration of the items so marked because of the likely disclosure of exempt information as defined by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, subject to the public interest test.

Place Spokesperson

18. Better Barnsley Phase 2 (Cab.11.1.2017/18) *(Pages 333 - 410)*
Reason restricted:
Paragraph (3) Information relating to the financial or business affairs of any particular person (including the authority holding that information)
19. J36 Strategic Business Park - Proposed Acquisition of HCA land at Rockingham Hoyland (Cab.11.1.2017/19) *(Pages 411 - 438)*
Reason restricted:
Paragraph (3) Information relating to the financial or business affairs of any particular person (including the authority holding that information)

To: Chair and Members of Cabinet:-

Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Gardiner, Howard, Miller and Platts

Cabinet Support Members:

Councillors Cherryholme, Franklin, Frost, David Griffin, Lamb and Saunders

Chair of Overview and Scrutiny Committee

Chair of Audit Committee

Diana Terris, Chief Executive

Rachel Dickinson, Executive Director People

Matt Gladstone, Executive Director Place

Wendy Lowder, Executive Director Communities

Julia Burrows, Director Public Health

Frances Foster, Director Finance, Assets and Information Services

Andrew Frosdick, Director Legal and Governance
Alison Brown, Service Director Human Resources
Katie Rogers, Communications and Marketing Business Partner
Anna Morley, Scrutiny Officer
Ian Turner, Service Director, Council Governance

Corporate Communications and Marketing
Labour Group Room – 1 copy

Please contact Ian Turner on 01226 773421 or email governance@barnsley.gov.uk

Tuesday, 3 January 2017

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| | |
|-----------------|------------------------------------|
| MEETING: | Cabinet |
| DATE: | Wednesday, 14 December 2016 |
| TIME: | 10.00 am |
| VENUE: | Reception Room, Barnsley Town Hall |

MINUTES

Present Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Gardiner, Howard, Miller and Platts

Members in Attendance: Councillors Cherryholme, Franklin, Frost, David Griffin, Lamb and Saunders

142. Declaration of pecuniary and non-pecuniary interests

There were no declarations of pecuniary or non-pecuniary interests.

143. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 30th November, 2016 had been called in.

144. Minutes of the previous meeting held on 30th November, 2016 (Cab.14.12.2016/3)

The minutes of the meeting held on 30th November, 2016 were taken as read and signed by the Chair as a correct record.

145. Decisions of Cabinet Spokespersons (Cab.14.12.2016/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the weeks ending 25th November and 2nd December, 2016 were noted.

146. Petitions received under Standing Order 44 (Cab.14.12.2016/5)

RESOLVED that the report notifying the receipt of the following petitions be noted and the recommended actions for responding to them be endorsed:-

- (a) Containing 104 signatories, in respect of a request to remove speed retarders/bumps on Aldham House Lane, Wombwell, Barnsley.

The traffic calming scheme on Aldham House Lane was introduced in 2002 as part of the safer villages and safer residential areas programme, following a public consultation exercise in the form of a questionnaire to residents and a 2 day public drop-in session held at Hudson Haven.

One of the main concerns expressed by residents at the time was the speed of vehicles using Aldham House Lane. Removal of the speed humps will undoubtedly have an adverse effect on vehicle speeds and may well result in future concerns from residents for the speed of vehicles.

It is recommended that the Service Director, Environment and Transport write to the lead petitioner informing them that the road humps will not be removed and explain the reasons why.

Corporate Services and Place Spokespersons

147. Housing Revenue Account 2016/17 Mid Year Review (Cab.14.12.2016/6)

RESOLVED:-

- (i) that the revised Housing Revenue Account 2016/17 estimates, as detailed in the report now submitted, be approved;
- (ii) that the increase to the Berneslai Homes Management Fee of £0.225m be approved; and
- (iii) that approval be given to carry forward any underspend on the Berneslai Homes mobile working project.

Place Spokesperson

148. Jobs and Business Plan 3 Year Review (Cab.14.12.2016/7)

RESOLVED:-

- (i) that the performance of the Jobs and Business Plan 2014-17, as set out in the report submitted, be noted and that the refreshed set of priorities for 2017-20 be endorsed; and
- (ii) that it be noted that the release of the 2017/18 funding will form part of the 2017/18 budget process.

149. Residents Permits for Household Waste Recycling Centres (Cab.14.12.2016/8)

RESOLVED that approval be given to the introduction of a Residents only Permit Scheme for Household Waste Recycling Centres, as detailed in Option 3, Section 5 of the report now submitted.

.....
Chair

BARNSELY METROPOLITAN BOROUGH COUNCIL

CABINET SPOKESPERSONS' DECISIONS

Schedule of Decisions taken for weeks ending 9th and 16th December, 2016

| <u>Cabinet Spokesperson</u> | <u>Item</u> | <u>Decisions</u> | <u>Contact Officer</u> |
|------------------------------------|---|---|-------------------------------|
| 1. Place | Better Homes Barnsley – Revision of the Inter Authority Agreement to Allow Wakefield Council to join the Better Homes Yorkshire Framework | (i) that the proposed amendments to the Inter Authority Agreement be approved; and (ii) that the Director of Legal and Governance be authorised to revise the terms of the Inter Authority Agreement and to executive the Inter Authority Agreement. | C. Miskell Tel. 772798 |
| 2. Place | Section 106 Allocations – Goldthorpe Railway Project | that £40,000 of Section 106 monies be allocated towards the proposed Goldthorpe Railway Environmental Improvement project. | P. Clifford Tel. 775772 |
| 3. Place | Section 106 Allocations – St John's Primary, Penistone | that £108,872 of Section 106 monies be allocated towards the phased increase of capacity of Penistone St John's Primary School. | P. Clifford Tel. 775772 |
| 4. Place | Section 106 Allocations – St Paul's Church, Brierley | i) that £10,000 of Section 106 monies be allocated towards the replacement of the heating system at St Paul's Church, Brierley; and ii) that it be noted that the allocation will help to support a Heritage Lottery Fund Grant for Places of Worship Scheme application at a value of £209,700 facilitating a wider package of improvement works at the church. | P. Clifford Tel. 775772 |

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BARNSELY METROPOLITAN BOROUGH COUNCIL

CABINET SPOKESPERSONS' DECISIONS

Schedule of Decisions taken for week ending 6th January, 2017

| <u>Cabinet Spokesperson</u> | <u>Item</u> | <u>Decisions</u> | <u>Contact Officer</u> |
|------------------------------------|------------------------------------|--|-------------------------------|
| 1. Place | Selection of Berneslai Homes Chair | that the appointment of Paul Hayes as Chair of the Berneslai Homes Board from January 2017 to December 2019 be approved. | P. Spurr Tel. 787537 |
| 2. Place | Green Space Strategy Update | that the update to the Green Space Strategy be approved in order to support submission of the Local Plan. | M. Gladstone Tel. 772001 |

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BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

Report of the Executive Director - Communities

Consultation Outcome - Proposal to introduce both Housing Benefit and Board payments as part of the allowance paid to Shared Lives carers (long term placements)

1. Purpose of report

The purpose of this report is to inform cabinet of the outcome of the consultation that with Shared Lives service users, Shared Lives Carers and Family carers (CR399 27th July 2016) regarding the proposal to introduce Housing Benefit and Board Payments.

2. Recommendations

- a) That Cabinet approve the introduction of both Housing Benefit and Board payments as part of the allowance paid to Shared Lives carers (long term placements).
- b) That this change is introduced from 3rd April 2017.
- c) That the Council adopts the least impactful approach to the collection of both Housing Benefits and Board payments so that the manner in which the Shared lives cares allowance is currently paid remains unchanged.

This final recommendation is proposed due to the extension of Universal credit due to take place in June 2017 for Barnsley. We are aware that people that are currently in receipt of Housing Benefit (known as legacy claims) will transfer over to universal at credit at some point up to 2020 to be determined by DWP.

This means that all benefits including housing benefit will be paid directly to the claimant (Service user).

In order to minimise the impact upon Shared Lives carers this will require the Council to invoice the service user for both their board and housing benefit, whilst the Shared Lives carer remains as the service users landlord.

The shared lives team will support service users to make housing benefit claims and assessment and care management teams continue to have responsibilities for and that service user statutory reviews, ongoing care co-ordination and reviews including financial reviews to ensure that service users maximise their benefits.

3. Introduction

The Barnsley Shared Lives scheme is a BMBC provider service that supports vulnerable adults within a family based model of support.

The carers attached to the scheme complete a robust assessment process and a training package. All Shared Lives carers are self-employed and provide support in their own homes ensuring that the people they support are part of their family and included in community life.

The scheme currently supports all available options and levels of support including long term placements, respite, day care and sessional support.

Barnsley Shared Lives current allowance rates, paid to carers. (Long term placements) is as follows;

High rate £504.30 per week
Middle rate £416.78 per week
Low rate £361.86 per week

This is wholly funded through Adult Social Care.

If this proposal is introduced it will reduce the allowances to the following rates (Local authority contribution to the allowance) as follows.

High rate £397.72 per week
Middle rate £310.20 per week
Low rate £255.28 per week

Therefore, equalising the approach with regards to other forms of supported housing across the borough and reducing the costs to Adult Social Care.

4. Proposal and justification

It is proposed that the funding of shared lives placements is changed from a wholly social care funded model to the following:

- d) That Cabinet approve the introduction of both Housing Benefit and Board payments as part of the allowance paid to Shared Lives carers (long term placements).
- e) That this change is introduced from 3rd April 2017.
- f) That the Council adopts the least impactful approach to the collection of both Housing Benefits and Board payments so that the manner in which the Shared lives cares allowance is currently paid remains unchanged.

This final recommendation is proposed due to the extension of Universal credit is due to take place in June 2017 for Barnsley. We are aware that people that are currently in receipt of Housing Benefit (known as legacy claims) will transfer over to universal at credit at some point up to 2020 to be determined by DWP.

This means that all benefits including housing benefit will be paid directly to the claimant (Service user).

In order to minimise the impact upon Shared Lives carers this will require the Council to invoice the service user for both their board and housing benefit, whilst the Shared Lives carer remains as the service users landlord.

4.1 Rationale for the change:

The Shared Lives Scheme is currently not fully compliant with Shared Lives Plus national guidance (see Glossary for explanation), and ensuring that individuals have the right to claim housing benefit entitlement.

Shared Lives Plus guidance also states that the monetary payment will come from a number of sources which include housing benefit for the rent of the room, a contribution from the service user towards their board and a contribution from the local authority for the support provided from the Shared Lives Carer. The contribution from the local authority should be uplifted annually and be linked to an accepted annual inflation indicator such as the Retail Price Index (RPI) or Consumer Price Index (CPI).

This option and approach is common practice in all local authorities, and whilst it will not be a popular option it represents a fair and equitable approach and redresses the financial balance with service users who are supported by other forms of support for example people supported in a residential care model will contribute a significant amount of their overall income, and in supported living all will be responsible for all their daily living and household expenditure, such as food and household bills, this is over and above their fairer charge.

4.2 Summary feedback from the consultation:

An analysis of the Shared Lives carer consultation & the outcome of the consultation with Shared lives service users and families are available as background papers.

Carers responses:

Carers had the opportunity to respond to the consultation from the 8th September to the 4th November 2016.

The main concern for carers was the receipt of their allowances in a timely manner, and collection of both Housing benefit and Board payments from service users.

The response rate to the questionnaire was poor reflecting only a 13% response rate. Therefore 87% of carers declined to comment or complete the feedback form.

Attendance at the sessions with managers (18 of the 58 carers) indicates a 31% attendance rate, this session took place prior to the feedback form going out, so a number of carers declined to complete the feedback form following the session.

All carers were given an opportunity to comment and or attend the session with managers; the majority declined following receipt of the information provided by managers therefore the information provided within this compilation report is based upon the views and opinions of a small group of carers (13%)

Service Users and Families responses:

Consultation with service users and their relevant others (families, relatives and carers) was undertaken on an individual bespoke basis, all current service users in long term placements (45) were seen at a venue of their choice, with two representatives from the Shared lives Team and or a representative from Inclusions North, this took place from 3rd October 2016 to 4th November 2016.

All parties involved were provided with an accessible copy of the presentation and a feedback form.

- Most people are happy to claim for housing benefits and pay this to their Shared Lives carers.
- Most people are unhappy about being asked to pay board payments on top of their existing fairer charge rate. They feedback that the extra payment will have detrimental impact on their live and will not leave them with not enough money to spend on the things that keep them active in the week.
- People say they need clear information and support on their individual situations and benefits. For example support with questions like -
 - What is my poverty line?*
 - Will the extra payment push me below this?*
 - How will adult social care make up the shortfall?*
 - How will I spend my time if I cannot afford my weekly activities?*
 - What support can I get to challenge this?*
- *The personal and financial situations of the Shared Lives service users are all very different. The feedback suggests they will need support if the proposed changes are put in place to help support 45 individuals to*
 - Navigate the process,*
 - Apply for the housing benefit application*
 - Support the person and their appointee to understand implications for their future finances.*
 - Support the setting up of direct payments for board to carers.*
 - Signpost to other types of benefits, financial support.*

5. Consideration of alternative approaches

Option one: Do nothing

This is not an option as the scheme will continue to be not compliant with Shared Lives plus national guidance, in that service users are denied the right to claim housing benefit, and service users will not contribute to their daily living costs within the shared lives carers home.

The long term placed service users are at significant financial advantage in relation to their counterparts who may be supported in other models of care such as residential care or supported living, where either a contribution is paid or the daily living costs are met by the service user.

Option two: Introduce housing benefit claims only and not a board payment

This is a possible option and would be preferable to service users. However this will leave service users supported in the Shared lives scheme at a financial advantage over their peers in other forms of support such as residential care and supported living.

6. Implications for local people / service users

There are a number of implications dependent upon the service user's circumstances for example, people who self-fund, young people between the age of 16 to 18 years, and new referrals to the service who may have an income shortfall.

If the service user was not eligible for housing benefit then they may have to self-fund, in these cases ineligibility is usually due to the service user being over the savings threshold and in these cases the service user will be paying the full allowance and the local authority is not responsible for their funding.

In all cases with the exception of those over the savings threshold the local authority will be required to make up the shortfall.

7. Financial implications

The July 2016 Cabinet report *CR399 Proposal to introduce both Housing Benefit and Board payments as part of the allowance paid to Shared Lives carers (long term placements)* outlined the financial implications of the proposal – see appendix A. There are no additional financial implications arising from the outcome of the consultation with service users / carers.

There are currently 46 Long term placements supported by the scheme, therefore provided that all service users are eligible for Housing Benefit and are in a position to pay the £50 Board payment then the net saving is estimated at £255k per annum. This estimation is based upon current activity with constrained future costs year on year provided that Housing benefit rates remain stable.

The identified annual cost savings will contribute towards the achievement of the Council's Future 2020 plan put forward by PEOPLE directorate (see *BU2 E10 Shared Lives* key line of enquiry).

The introduction of HB and board payments will require consideration of the following financial issues / arrangements:

Invoicing

- Services are responsible for the raising of invoices. It is expected that the Shared Lives team will invoice service users for both the rent (housing benefit) and board element.
- Whether service users are invoiced directly would depend on their mental capacity and existing arrangements for managing their financial affairs. Support in this regards would be provided by the SL team;

- The impact (of creating invoices) on the service is considered minimal (given the small cohort of service users) and can be accommodated within existing business support capacity across the wider service area at no additional cost;

Debt management

- There is the financial risk of non-payment by service users and therefore increasing level of debt to the Council. The financial risk will reside in BU2; however it would be managed proactively by the SL team using debt reports provided on a regular basis by Financial Services Income Team.
- Risk of non-payment / increased debt would be minimised through regular engagement by the SL team with service users through the quality audit monitoring visit and possibly with families at reviews.
- It should be emphasised that the Council's debt policy / standard process (i.e. reminders, use of bailiffs, etc.) will apply in the same way as it does for other adult social care service users. However, risk of distress on vulnerable adults or service users would be managed on a case by case basis.
- The debt recovery process would need to make allowance for non-payment of invoices by service users due to delays (or backlogs) in processing HB / Universal Credit claims. As potentially, service users could be billed for periods where they have not yet received the HB income.

8. Employee implications

There are minimal employee implications. Current job profiles allow for officers to work with service users and carers in accordance with the agreed Shared Lives policies and procedures.

There is minimal impact to the current business support function within the service. Current job profile allow for business support officer to undertake the additional duties under the proposed change. The additional duties will be absorbed within the current function for business support; therefore no additional resources will be required.

Current employees will require training to complete housing benefit claims forms and licence agreements with service users and carers.

Time limited additional resource will be required to implement the new charges in due course of £5,035 this will be resourced via the Communities Directorate.

This will be offered as a secondment opportunity to backfill existing officer time.

9. Communications implications

Should the recommended approach be agreed then clearly this will need a clear communications plan recognising the sensitivities involved.

Negative media may arise as a consequence of this decision and the service will work with corporate communications accordingly.

The service will need to take the lead co-ordination role for this change and ensure that families and carers have a point of contact should any points of clarity or challenges with the transition occur.

10. Consultations

The consultation with Shared Lives carers, relevant family members and service users took place between 3rd October and 4th November 2016.

Inclusions North CIC supported the service user consultation and has provided an outcome report.

The following personnel have also had the opportunity to comment on the content of this report, all comments have been acknowledged and amends made to the report as required.

Executive Director, Communities
Service Director Communities
Executive Director People
Equality and Diversity lead
Business Partner HR
Service Manager Shared Lives
Strategic Finance Manager Communities
Strategic Finance Manager, People.
Head of Benefits, Taxation and Income

11. The Corporate Plan and the Council's Performance Management Framework

This proposal supports a number of elements within the Council's corporate plan and performance management framework. For example it supports a thriving and vibrant economy, through the provision of Shared Lives self-employment opportunities for the people of Barnsley. It also allows people to reach their potential by living in a family and community setting, changing the Council's relationship with people, and supporting them to do more for themselves.

Importantly, Shared Lives can help contain and reduce the Council's spend on long term residential placements, and the pressure on the Adult Social Care budget.

12. Promoting equality, diversity, and social inclusion

Shared lives Barnsley use a range of methods to enable people to achieve goals and pursue ordinary lives within their chosen families and relationships, becoming valued members of their communities. This intrinsically increases social inclusion, and reduces the risk of inequality.

An initial equality impact assessment has been carried out for this proposed change to the charging policy. The group of people affected by this policy change

is a clearly defined number of current service users plus another group of potential future service users. All service users are disabled people with varying levels of support needs as this is a key element of the eligibility criteria for the service. The proposed change to the charging policy for Shared Lives equalises the charges for this group of service users with disabled people who use other residential service options.

A Full Equality Impact assessment has been completed following the consultation exercise, Appendix B.

13. Tackling the Impact of Poverty

Shared Lives Plus recently produced a report “A Shared Life is a Healthy Life” which outlines how the Shared Lives model of care can improve health outcomes and support the role of the NHS.

14. Tackling health inequalities

Shared Lives Plus recently produced a report “A Shared Life is a Healthy Life” which outlines how the Shared Lives model of care can improve health outcomes and support the role of the NHS.

15. Reduction of crime and disorder

There are no crime and disorder implications

16. Risk management issues

Shared lives policies and procedures will need to be updated to reflect the change, including the introduction of an accessible licence agreement for people with learning disabilities. Shared Lives carers provide care on behalf of the council, this is a formal agreement (provider contract) that contains details regarding the allowances they are paid; this will need to be revised following approval of the new arrangements.

Housing Benefit is index linked and there is a risk that the amount service users are able to claim will fall therefore this will have an impact upon the Peoples directorate budgets in that the rates paid to carers will need to remain at the agreed level and short falls in Housing benefit will need to be made up.

Likewise if the service user is ineligible for Housing benefit then the full agreed allowance will need to be made up by the Council and Peoples Directorate.

Each case must be assessed individually, but carers must not be penalised for the changed arrangements.

17. Health, safety, and emergency resilience issues

There are no Health, safety, and emergency resilience issues identified, the service currently has an up-to-date Business continuity plan, and Health and a Safety portfolio that has recently been audited by the Head of Service.

18. Compatibility with the European Convention on Human Rights

The proposal does not convene the convention on Human Rights.

The Barnsley Shared Life scheme operates to the following ethos:-

Barnsley Shared lives placements are built around individuals, their strengths and potential;

The scheme promotes equality and value diversity;

The scheme is safe but supports people to take risks in pursuit of their goals;

It is cost-effective, with consistently better outcomes than alternatives.

19. Conservation of biodiversity

There is no conservation of biodiversity issues implications

20. Glossary

Shared Lives Plus - Shared Lives Plus is the UK network for family-based and small-scale ways of supporting adults. Our members are Shared Lives carers and workers, and Homeshare programmes. Shared Lives used to be known as Adult Placement.

21. List of appendices

Appendix A: Finance

Appendix B Equality Impact Assessment

22. Background papers

Appendix C: Analysis of service user & family consultation

Appendix D: Analysis of carer consultation

Appendix E: Carer sessions attendance

Appendix F: Minutes from carer sessions

Appendix G: Presentation from carer sessions

Appendix H: Carer views form

Appendix I: Carer feedback

Appendix J: Service user presentation

Appendix K: Service user feedback form

Appendix L: Service user consultation schedule

Appendix M: Service user & family feedback

Appendix N: Analysis of service user consultation

CR399 Proposal to introduce both Housing Benefit and Board payments as part of the allowance paid to Shared Lives carers (long term placements)

All background papers can be obtained from Sharon Clarke, Head of Service
sharonclarke@barnsley.gov.uk or the Shared Lives Team on (01226) 775023

Officer Contact Sharon E Clarke

Telephone No 01226 772516

Date 22nd November 2016

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Prepared on Behalf of the Director of Finance

FINANCIAL IMPLICATIONS

Proposal to introduce both Housing Benefit and Board payments as part of the allowance paid to shared lives carers (long term placements)

i) Capital Expenditure

| <u>2016/17</u> | <u>2017/18</u> | <u>2018/19</u> | <u>Total</u> |
|----------------|----------------|----------------|--------------|
| (£) | (£) | (£) | (£) |

ii) Revenue Effects

| <u>2016/17</u> | <u>2017/18</u> | <u>2018/19</u> | <u>Later</u> |
|--|----------------|----------------|----------------|
| <u>(£,000)</u> | <u>(£,000)</u> | <u>(£,000)</u> | <u>Years</u> |
| | | | <u>(£,000)</u> |
| Current Shared lives allowances costs | 1,536 | 1,536 | 1,536 |
| Proposed Shared Lives allowances net costs | 1,536 | 1,281 | 1,281 |
| Net Cost / (Savings) | 0 | (255) | (255) |

To be financed from:

Savings will contribute towards PEOPLE's directorate financial planning requirements

iii) Impact on Medium Term Financial Strategy:

The above savings will contribute towards the Council's MTFs and in particular the PEOPLE directorate efficiency requirement

Agreed by:  On behalf of the Director of Finance

22/11/16

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Equality Impact Assessment

Changes to Services – Community Impact

To identify whether a service change will impact on all sections of the local community equally and agree what action can be taken to better understand the impact and to reduce any inequalities.

About the Service

| | |
|---|---|
| Name of Service | Barnsley Shared Lives |
| Name of Officer responsible for EIA | Sharon E Clarke |
| What outcomes does this service deliver for customers or the public? | Barnsley Shared Lives is a BMBC service which provides a family based model of support for vulnerable adults and young people. The support includes long term placements, respite breaks, day support and sessional support. All provision is carried out by the Shared Lives carers within their home encompassing individuals within their family unit. The vulnerable adults that access the service have a full and active involvement in the community of which they live. |

About the Service Change

| | |
|-------------------------------------|---|
| Why is the service changing? | <p>The service is changing to enable service users to have the right to claim benefits they are entitled to and to comply with the guidance from Shared Lives Plus.</p> <p>Shared Lives Plus guidance also states that the monetary payment will come from a number of sources which include housing benefit for the rent of the room, a contribution from the service user towards their board and a contribution from the local authority for the support provided from the Shared Lives Carer.</p> |
|-------------------------------------|---|

| | |
|--|--|
| How is the service changing / likely to change? | <p>The service is proposing to</p> <ol style="list-style-type: none"> 1) Implement a Board charge to long term service users. 2) Support long term service users to claim Housing Benefit. 3) Change Shared Lives carers payments to be made up of 3 elements: care, housing benefit and board. <p>The change will only affect current and future long term placements due to the individual living in the Shared Lives Carers home full time and having an impact on the Shared Lives Carers household expenditure, the board payment is to provide a contribution to grocery shopping and living expenses..</p> |
| What will this change mean for the service's outcomes for customers / the public? | <p>The change will have a financial impact for service users who are provided with a long term placement due to currently only contributing to their care via the Fairer Charging assessment.</p> <p>The Fairer Charging assessment is completed by the Fairer Charging team within the authority for all adults who receive care services. The assessment is completed to establish an individual's financial circumstance. It identifies their incomings and outgoings to determine an individual's expendable income from which an affordable fee is set for the individual to contribute to the care services they receive.</p> <p>The change will also have an impact to Shared Lives carers who provide long term placements. Shared Lives carers receive an allowance for supporting vulnerable adults and young people, this allowance will remain the same, however Housing Benefit being linked to Consumer Price Index (CPI) which can be uplifted, reduced or stay the same in accordance with benefits and taxation. The Shared Lives carers would be responsible for collecting the board payment, and housing benefit if this is the agreed option from the service user on a weekly basis. This would be monitored by Shared Lives officers every 8 weeks.</p> |
| When will this be taking place (start and finish)? | <p>Proposing to be implemented on 01/04/2017.</p> |

What We Already Know About the Equality Impact of the Service

| | |
|--|--|
| Service feedback: | <p>The service is known for its equality, flexibility and being person centred. This information is gathered through Quality Assurances, Carer and Service User feedback and compliments.</p> |
| <p>What do you already know about the equality impact of the service? This could be from consultation, complaints / compliments, stakeholder feedback, staff anecdotal evidence etc.</p> | <p>The planned consultation will need to take account of the views and opinions of those likely to be affected by the order (looking at both positive and negative impacts). This includes, the users of the Shared Lives service, the Shared Lives carers, potential Service Users (planning for future placements) and other stakeholders.</p> <p>The consultation process for Service Users is now completed, all 46 Service Users, families/appointees were offered a one to one consultation in a place of their choice with a representative from the Shared Lives team and or Inclusions North.</p> <p>The consultation process included a presentation, this was developed by Inclusions North in an accessible format for the client group, with a feed back questionnaire for the Service User and families to complete to identify how this change may affect the Service User.</p> <p>44 Service Users, families/appointees received a consultation 1 Service User and their appointee declined and 1 Service User is under the age of 18yrs and is fully funded by Children's Services.</p> <p>Inclusions North have compiled a report based on the feed back and outcomes of the consultations. The report identifies that most Service Users did not understand the changes, those who did not understand had appointees to support with their finances and they advocated on behalf of the Service User.</p> <p>An analysis of the Service User consultation can be found at Appendix C.</p> <p>The consultation process for Shared Lives Carers is now complete, at the time of consultation there were 58 approves carers attached to the scheme. All 58 were offered to attend a number of consultation sessions which was carried out by Head of Service and Service Manager. Although there are 58 approved carers the change would have an</p> |

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| | <p>immediate impact to 39 carers due to 19 carers not providing long term care for Service users.</p> <p>An analysis of the Shared Lives carer consultation can be found at Appendix B.</p> <p>The main concern from carers related to ensuring the minimum disruption to the arrangements of how the allowances are paid and the impact the board payment may have on Service Users social inclusion which could have an impact to their health and well being.</p> |
| <p>Data:</p> <p>What evidence is available about equality impact of the service area and what does it tell you? This could be service performance monitoring data, it could demographic data (as shown in <u>ward profiles</u>), etc.</p> | <p>The change would have a direct impact on:</p> <p>1) 46 service users who are provided with a long term placement (24 male and 22 female) all 46 service users are white British, 42 have a learning disability, 2 are of ill mental health and 1 has a physical disability.</p> <p>2) 15 male/24 female Shared Lives carers (38 carers are white British/ 1 carer is Moroccan)</p> <p>This change would also effect any future long term placements.</p> |
| <p>Previous EIA's:</p> <p>Has there already been an EIA on all or part of this service before, or a related service? If so, what were the main issues and actions it identified?</p> | <p>None</p> |

Assessment of Equality Impact

Protection from unlawful discrimination is provided by the Equality Act in relation to the following characteristics:

- disability
- pregnancy, maternity, breastfeeding
- religion and belief
- age
- race
- sex
- gender reassignment
- sexual orientation

An “equal” service is one where those who **need** to use the service the most **do** use the service the most.

What do you know about the extent to which the above groups need to use your service? What do you know about the extent to which they do use your service? And is there a gap between the two? How will the service change affect this?

The service is available for people aged 16 upwards and provides support for Service Users who have a range of disabilities which include learning, mental health, older people, children in transition and other vulnerable adults. The service is designed to support a person based upon the individual needs and would encompass any needs in relation to any of the 9 characteristics, as long as a suitable carer could be matched to meet their needs.

Currently the 46 service users who access the service the statistics are;

48% are female and 52% are male

94% of the people affected have a learning disability, 5% have mental ill health and 1% has a physical disability that currently access Shared Lives for a long term placement. The service is available for any vulnerable person from the age of 16 years who have an identified assessed need.

The age profile of service users who would be affected by the proposed changes are as follows:

16yrs – 24yrs – 3 people

25yrs – 39yrs- 12 people

40yrs – 64yrs -31 people

65yrs + 0 people

There has been no research or benchmarking carried out to establish if this information reflects on other Shared Lives services or the population of Barnsley.

If the proposed changes were approved the age profile of the service users (and their individual needs) would suggest that there will be a varying impact on each individuals expendable income. For example a person’s age, capital and assets may affect their income level and entitlement to claim benefits and may have an income shortfall. This therefore needs to be considered within the decision making process and the consultation process as well. Particularly for those with lower needs, who may be more independent.

An “equal” service is one where people are equally likely to receive a **good quality of service**, and one where the service leads to **good outcomes for the customer**.

What do you know about the quality of the service people receive (eg fair decision-making, waiting times, etc)? What do you know about the outcomes your service achieves for customers or the public? How will the service change affect this?

The scheme supports service users and family members to express their views and be actively involved in making decisions about their support, whilst taking the needs of the family and carers into account. The scheme will complete Service user profiles, health care plans and agreements with the service user and their families, which reflect their individual needs, choices and preferences and all this information is passed to carers to ensure needs are met. The scheme follows guidance set by Shared Lives Plus for the matching and introduction process to carers and this is ultimately the service user's choice. Promotes independence and enable service users to progress and develop their skills by setting achievable targets. The scheme also completed quality audits with all the Service Users, Carers and Families who access our service to obtain feedback.

The outcomes achieved are based on the individual's ability, needs and preferences therefore unlikely to be equal for different groups.

Although the proposed changes would mean that there was a change in the financial contribution of those staying in long term placements this change is not intended to have an impact on the service or support that the service user receives within the home environment. This money is to be a contribution towards board (groceries) and living expenses. It is not expected that this contribution would cover everything that is provided for that person within the home and the Shared Lives staff members will be clear about this with the Shared Lives carers. These staff members will monitor this, as well monitoring the transfer of any monies, on a regular basis ensuring that they document and deal with any issues if they arise. This monitoring process should then allow for a further review of the impact and issues (if appropriate) at a later date – at which point mitigations can be identified if needed.

An “equal” service is one where people can find out about it, apply for it and use it **accessibly and independently**.

What do you know about the accessibility of the service? How will the service change affect this?

During the consultation process with the individuals affected we will be determining the financial impact the change will have on their daily life. All individuals who access the service have a fairer charging assessment completed to determine their expendable income. The fairer charging assessment ensures that the individual would not be placed on the poverty line due to the national guidance that states a single adult person below the pensionable age needs £73.10 per week to live on and a single adult person above pensionable age needs £155.60. This guidance implies that older people may be charged less than working age people for the same service as a result of national guidance.

The implementation of Housing Benefit for individuals will exercise their rights to claim the benefits they are entitled to.

If an individuals income falls below the amounts stated in the guidance or are unable to claim Housing Benefit then the deficit would be funded by the referring budget holder. If an individual is either not entitled to Housing Benefit due to their capital assets being above the maximum threshold, or they are only eligible for a proportion of the benefit because they capital over the minimum threshold (but below the maximum) then the individual would be

required to contribute towards their rent, either fully or partially depending on their individual circumstances, the threshold amount is set by Housing Benefit guidance. This would be paid directly to the Shared Lives Carer. This would therefore mean that those with capital assets great enough will potentially make a larger contribution until a time when their assets fall below the eligible threshold. For example the current rate for Housing Benefit for one room is £58.08 per week, if an individual is eligible for £50.00 per week for Housing Benefit then the individual would contribute an additional £8.08 per week.

Shared Lives service and carers would be responsible for monitoring individual's finances and at the point that the individual would be eligible would make an application to Housing Benefit for reassessment.

By implementing this change there is a potential that individuals may choose not to access Shared Lives. Consultation on the planned changes will give us an indication of the impact that the proposed changes will have and this information will be used in the decision making process.

The impact on the Shared Lives Carers would be minimal due to their weekly allowance remaining unchanged, however they would have extra responsibility to provide a clear audit account. The process for the exchange of money between Shared Lives Carers and the Individual would require extra monitoring. This would be the responsibility of the service by auditing financial information for individuals at eight weekly support visits with Shared Lives Carers. The service would audit bank statements for the individual and Shared Lives Carer to ensure the transaction is transparent, by completing this process it would mitigate the risk of fraud or financial abuse.

Upon receiving a new referral to the service for a long term placement it has been suggested that the referring budget holder would fully fund the placement for the first six weeks to allow an application to Housing Benefit and the individual to be supported to budget for the board contribution, this would also ensure the Shared Lives carer would not be at any financial disadvantage.

Upon receipt of the Housing Benefit claim the Council would recoup the back dated monies due to them funding this payment to Shared Lives carers. This may place the individual in debt to the Council for the six week period.

| Which of the following have you identified a potential inequality for? Is this currently the case, or after the service change, or both? | | | |
|--|---------|---------|---|
| Please indicate the degree of potential inequality. (H – high, M – medium, L- low, N – none) | | | |
| Group | Now | After | Details |
| Men | H/M/L/N | H/M/L/N | Low or both equal effect based on current numbers accessing the service |
| Women | H/M/L/N | H/M/L/N | Low for both equal effect based on current numbers accessing the service |
| Disabled people | H/M/L/N | H/M/L/N | All of the service users who access the service are disabled people therefore the change will have an higher impact on them. |
| BME people | H/M/L/N | H/M/L/N | None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics. |
| LGP people | H/M/L/N | H/M/L/N | None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics. |
| Trans people | H/M/L/N | H/M/L/N | None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics. |
| Young People | H/M/L/N | H/M/L/N | Med/high due to the financial impact may be greater as younger people may have fewer needs and not entitled to certain benefits therefore their income may be less. |
| Older people | H/M/L/N | H/M/L/N | Low for current service users due to no one being older than the age of 65, potentially greater impact for future referrals due to an ageing population and current service users reaching the age of 65. |
| Faith groups | H/M/L/N | H/M/L/N | None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics. |
| Pregnancy / maternity | H/M/L/N | H/M/L/N | None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics. |
| Other: Eg carers | H/M/L/N | H/M/L/N | Low for both due to minimal impact placed on carers. |

Next Steps

To improve you knowledge about the equality impact . . .

Actions could include: community engagement with affected groups, analysis of performance data, improve equality monitoring, stakeholder focus group etc.

| Action taken so far: | Lead Officer | Completion date |
|--|---------------------------------|---------------------------------|
| Team Performance Data/Current access | Debbie Anglesea | July to August 2016 |
| Consultation with Equities Business partner | Debbie Anglesea/Sharon E Clarke | June to July 2016 |
| Consultation with Service users. | | October to November 2016 |
| Consultation with carers | Debbie Anglesea/Sharon E Clarke | 8 th September 2016 |
| Involve Inclusions North to support with consultation and accessible information. | Debbie Anglesea/Sharon E Clarke | October to November 2016 |
| Consulted with people Directorate | Debbie Anglesea/Sharon E Clarke | 28 th September 2016 |
| Action we will take | | Completion date |
| Cabinet report to seek approval for proposed changes to be implemented. | SC | |
| One year after implementation to revisit each service user to investigate actual impact of changes. Consider overall impact and whether matches predicted impact and report to Cabinet on findings with recommendations for further changes to policy if required. | SC/DA | 01/04/2018 |

To improve or mitigate the equality impact . . .

Actions could include: altering the policy to protect affected group, limiting scope of service change, reviewing actual impact in future, phasing-in changes over period of time etc.

| Action taken so far: | Lead Officer | Completion date |
|--|-----------------|-----------------|
| Action plan to consult with Service Users, Families and Carers in sufficient time to enable the change to reduce the impact and enable | Debbie Anglesea | 15/01/2017 |

| individuals to prepare. | | |
|--|-----------------|-----------------|
| Completed a benchmarking exercise with neighbouring authorities to establish an average cost attached to Board payment. | Debbie Anglesea | 20/04/2016 |
| | | |
| Action we will take: | Lead Officer | Completion date |
| Propose changes to policy so as to mitigate greatest impacts on individuals if EIA process identifies these may have an impact to their life choices, health and well-being. | Sharon Clarke | 01/04/2017 |
| Review and update Policy and Procedures including Financial, Matching and Introduction, , Carer Induction and 'Who Pays For What'. | Debbie Anglesea | 01/04/2017 |
| Review and update Carer Handbook. | Debbie Anglesea | 01/04/2017 |
| Introduction of Licence agreements, and accessible licence agreements where required. | Debbie Anglesea | 01/04/2017 |
| Revised Provider contract for Shared Lives carers | Debbie Anglesea | 01/04/2017 |
| Provide training for Shared Lives to staff to support service users to make housing benefit claims. | Debbie Anglesea | 01/04/2017 |

The Public Sector Equality Duty

As a result of this EIA how have you demonstrated due regard to the need to:

| | |
|---|--|
| Eliminate unlawful discrimination, harassment or victimisation? | <p>The policy change does not affect the overall delivery of the service which is available for all eligible people regardless of any protected characteristics. The charges are not discriminatory in so far as they are applied equally to all individuals (apart from older people who may pay less as a result of national guidance). Whether the impact of the revised charging policy is likely to be non-discriminatory will be considered as part of the ongoing EIA process and in particular the consultation with individuals and carers.</p> |
| Advance equality of opportunity between people who share a protected characteristic and those who do not? | <p>The needs of the individuals accessing the service will be met no matter what protected characteristic they have.</p> <p>The impact of this policy change will affect individuals who are disabled. The Council will consider these impacts alongside other proposals which are being considered to reduce expenditure and seek to minimise impacts on this group where it is reasonable and possible to do so.</p> |
| Foster good relations between people who share a protected characteristic and those who do not? | <p>This policy proposal is not anticipated to have any impact on the relations between people who share a protected characteristic and those who do not.</p> |

Reporting and Publishing

Please summarise the main findings and next steps identified in this EIA.

The outcomes of this EIA must be summarised in the cabinet report or delegated decision report which approves the proposed service changes. You could also include the EIA as an appendix to the report or reference it as a background paper.

You must also record how you will inform all stakeholders of the outcome of this EIA. In practice this is usually best achieved when reporting the service change itself.

| | |
|--|---|
| Summary of equality impact | <p>There would be minimal impact on Shared Lives Carer other than extra responsibility to receive the payments from individuals.</p> <p>The impact on service users would be a financial implication as they currently do not contribute Housing Benefit or Board payments.</p> |
| Summary of next steps | <p>Submit Cabinet Report.</p> <p>Enter into consultation with Service Users, carers, families and People Directorate.</p> <p>Consult with BMBC legal department.</p> <p>Shared Lives team to access training for application to Housing Benefit.</p> <p>Update and review policies and procedures.</p> <p>Update and review carer handbook.</p> |
| How stakeholders will be informed | <p>Stakeholders will be informed through consultation on an individual basis by a face to face meeting.</p> |
| How Cabinet will be informed | <p>Cabinet will be informed by submitting an extensive Cabinet Report on 26th July 2016.</p> |

BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR OF COMMUNITIES

Advanced notification to consult with Tenants, Residents, Landlords and Stakeholders regarding the proposal to implement pilot Selective Licensing Scheme/s

1. PURPOSE OF REPORT

The purpose of the report is to provide cabinet with a contextual view of the emerging issues pertaining to the private rented sector (PRS) in Barnsley. More specifically, private rented properties with poor property conditions attracting issues of anti- social behaviour (ASB). The report sets out area and street specific issues under consideration.

A future Scheme proposal, detailed communications plan, Equalities Impact Assessment / due diligence statement and financial status of the project will be reviewed before Cabinet in an additional report prior to commencing the consultation process.

2. RECOMMENDATIONS

- 2.1 To approve advanced notification to seek authorisation to go out to consult on selective licensing scheme/s, following a robust consultation plan and further data analysis to implement Additional/Selective Licensing scheme/s. These are designed in law to address issues emanating from the private rented sector.
- 2.2 To give further consideration for the use of Additional Licensing as a universal scheme to address the issues in, and surrounding smaller HMO's.

3. INTRODUCTION

- 3.1 The schemes considered within this report are as follows:

- **Selective Licensing: relates to single let properties (let to a single family or individual) and aims to drive up standards.**
- **Additional Licensing: relates to smaller (HMO) properties with unrelated occupants not subject to mandatory licensing and aims to drive up standards.**
- **Mandatory Licensing: Houses in Multiple Occupation (HMO's) relates to properties of 3 or more storeys occupied by 5 or more unrelated people in 2 or more household. (This does not apply to self-contained flats).**

- 3.2 The aim of Selective and Additional licensing schemes are to address the impact of poor quality housing and poor tenant management and anti-social behaviour primarily, although not exclusively in areas of low demand. Other criteria which determines designated areas, includes low demand, poor conditions, deprivation and crime.
- 3.3 The PRS in Barnsley has continued to grow over recent years and with it a number of issues associated within the sector which are presenting challenges within our communities and the associated management tensions to the Council and other partners. Whilst the Council acknowledges the valuable housing provision provided by the private rented sector, it is acknowledged that the sector is not homogenous and standards of property, property management and tenancy conduct vary considerably between areas and sectors of the groups. Barnsley MBC has been considering various measures to improve the conditions and management of the PRS stock including smaller HMO's.
- 3.4 Many areas of Barnsley also have increasing numbers of poor quality, low value housing stock in quite densely populated streets and neighbourhoods. For many these properties are the domain of choice simply because of availability and financial pressures. To address issues emanating from these areas, the council is considering Selective licensing and/or Additional licensing schemes.
- 3.5 In 2011, the Census indicated the breakdowns of private rented property within the borough. The household survey estimated that there are 14,375 privately renting households across Barnsley MB representing 14.3% of households. By comparison the regional average for the number of private rented stock is 17.4% and England as a whole equates to 18.2%. .
- 3.6 The private rented stock is broken down as follows:
- 1426 rent furnished properties
 - 12,316 rent unfurnished properties; and
 - 633 rent tied accommodation.
- 3.7 In addition, BMBC Strategic Housing Market Assessment, commissioned the Building Research Establishment (BRE) to undertake a Health Impact Assessment (HIA) ; An evaluation of the impact poor private sector housing has on health in Barnsley was also undertaken. It examined the stock in relation to Category 1 hazards (the most serious) and the subsequent presentations to hospital; the costs of those accidents in real terms and the effect that minor repairs would have upon reducing the incidences of accidents in private rented stock.
- 3.8 The survey indicated that there were higher levels of disrepair and category 1 (the most serious) hazards in the PRS, and that terraced housing in particular had a high level of category 1 hazards. These types of accommodation were pre disposed to be in areas which aligned with ASB in low housing demand areas.
- 3.9 The areas highlighted were: Central, Cudworth Darfield, Darton East & West, Dearne, Dodworth, Hoyland Milton, & Kingstone. (*BRE, 2013, Dwellings surveyed for the*

PSHCS with Cat 1 hazards) In selected areas, an emerging trend appears to be the use of single let properties as smaller HMO style accommodation. This information is anecdotal as it cannot be confirmed by council tax. Ongoing research is being carried out to identify numbers to corroborate this information. Issues surrounding these properties were and are still of ASB being perpetrated against, and by tenants, despite many interventions. Increased numbers of incidences of fly tipping and vermin are the result of smaller properties being habited by larger numbers of people and often shared accommodation.

- 3.10 The buy to let boom of the latter years has also attributed to increases in poor quality accommodation and property ‘flipping’, (buying from auction and selling straight on) without onward investment. This has rendered many properties with conditions at the lower end of the benchmarked level considered adequate for housing under the conditions specified in the Housing Health and Safety Rating System (HHSRS) in accordance with the Housing Act 2004.

4. PROPOSAL AND JUSTIFICATION

- 4.1 Parts 2 & 3 Of the Housing Act 2004 (“the Act) sets out the scheme for discretionary and selective licensing in the private rented sector within a designated area, with the aim of improving the management and condition of these properties to ensure they have a positive impact on the neighbourhood.
- 4.2 In addition DCLG produced guidance in March 2015 for local authorities; ‘Selective Licensing in the private rented sector’ (attached above). This explains the criteria for making a selective licensing scheme and discusses the type of evidence needed to support a designation and further once a scheme is made how during the period of the designation this will be evaluated.
- 4.3 Under Section 56 of the Act a local housing authority can designate the whole or any part or parts of its area as subject to discretionary (Additional) licensing. Under Section 80 of the Act a local housing authority can designate the whole or any part or parts of its area as subject to selective licensing. Where either licensing designation is made it applies to HMO’s not covered by mandatory licensing and privately rented property in the area. A designation may be made for up to 5 years. Additional & Selective Licensing is intended to address the impact of poor quality landlords and anti-social tenants primarily, although not exclusively, in areas of low demand with poor quality housing. The other criteria include high levels of migration, deprivation and crime.
- 4.4 The LA must first identify whether the area is suffering problems that are caused by or attributable to any of the criteria for making the designation and what it expects the designation to achieve. It must then consider if there are any other forms of action it could take to deal with the relevant issues without the need for the designation to be made. This analysis should be part of the consultation process.

Only where there is no practical and beneficial alternative to a designation should a scheme be made.

- 4.5 The intention of the proposed Selective Licensing Scheme and/or where appropriate the implementation of Additional Licensing; is to drive up standards of private rented properties in the designated areas both in terms of management and conditions and one outcome could be to reduce anti-social behaviour from tenants. It is acknowledged that these schemes are not regarded as a tool for landlords to manage tenant behaviour but as a tool to educate managers and tenants regarding how they conduct themselves in the PRS. In addition, it has been shown by many authorities who have implemented such schemes; it has worked towards dealing with issues of area decline and offered support to inexperienced landlords through referral to the Accreditation scheme.
- 4.6 The scheme/s must be consulted upon with all persons affected, including landlords, residents and stakeholders for a minimum ten week period prior to a decision being taken by Cabinet members. The consultation methodology does not refer directly to numbers of those 'for' and 'against'. The decision to implement will require cabinet members to assess the merits of the proposal as the basis for public policy and to decide upon whether or not to implement all or parts of the scheme or to re-consult on specific areas of the proposal. See section 9.2 (the legal framework)
- 4.7 By introducing the additional provisions, the Government has acknowledged that the issues of poor management and facilities in an HMO are not confined to the larger HMO's (subject to Mandatory Licensing), and that single-let accommodation in some areas requires a formal provision to ensure standards are maintained. Therefore, Additional & Selective Licensing criteria addresses issue from smaller HMO accommodation and single let accommodation.

The Housing Act 2004, Part 3 Section 79; Sets out initial criteria to establish Selective licensing schemes. These were:

- Low demand housing
 - Anti- social behaviour (ASB).
- 4.8 With effect from the 1st April 2015, the Secretary of State set out a General Approval for Additional and Selective Licensing designations, with added criteria to ensure local authorities make effective licensing designations to address specific problems, albeit in whole areas or concentrations of issues in specific wards and at street level. This piece of legislation allows local authorities to be specific in their designation to address issues. However, an additional caveat was introduced in relation to percentages numbers of properties where the criterion could be applied under the general approval principle before Secretary of State approval would be required.

One of the following additional criteria which must also be satisfied:

- poor property conditions,
- migrant worker concentrations,
- deprivation and,
- crime.

4.9 *The Housing Act 2004 Part 2, Section 56 allows Local Authority (LA) to designate areas or the whole of an area within their district, as subject to additional licensing in respect of some or all HMO's in its areas that are not already subject to mandatory licensing. (To outline the current tools available: Mandatory Licensing applies to all 3 storey HMO's with five persons or more not forming a single household of which we have 85 confirmed licensed HMO's in Barnsley.)*

4.10 *Before making any designation for Additional Licensing, the LA must consider that a significant proportion of the HMOs of that description in the area are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to one or more particular problems either for those occupying the HMO's or for members of the public. These are:*

- 'Anti-social behaviour' means conduct on the part of occupiers of, or visitors to, residential premises which causes or likely to cause a nuisance or annoyance to persons residing, visiting or otherwise engaged in lawful activities in the vicinity of such premises, or
- Where it involves or is likely to involve the use of such premises for illegal purposes.
- External conditions and curtilage which adversely impact upon the general character and amenity of the area in which they are located.
- Where the internal conditions (poor amenities, overcrowding) adversely impact upon the health, safety and welfare of the occupiers and the landlords of those properties are failing to take steps to address this.
- Where there is a lack of management or poor management skills or practices are otherwise adversely impacting upon the health, safety and welfare of the residents and or impacting upon the wider community.

4.11 The areas under consideration are Goldthorpe, Elsecar, Wombwell, Measbrough Dyke.

4.12 The cost and duration of a licence is set at the discretion of the local housing authority, however in setting the fee the council must demonstrate that the fee income is solely recycled into administering the licensing arrangement such as managing and monitoring compliance. Currently, no fees have been set. They will be considered within the wider aspects of the scheme and submitted to Cabinet for approval together with full scheme documentation. It is anticipated that the fee will be collected via Barnsley MBC's on line payment system ('Pay for it'). Thus keeping administration and costs to a minimum.

4.13 The scheme fee is administered to cover officer time, carry out checks on the application and undertake inspections for each application. All properties within the designation will be accepted straight away with 6 months to apply for the license

and charges levied for incomplete or late applications. Properties after inspection which are highlighted as not meeting the required standards and conditions will be given time to effect repairs. This action is undertaken to ensure stability within the designations for all properties and tenants affected. After which time, if action is not resolved or a license not applied for enforcement action will follow.

- 4.14 Other enforcement action may be required once the applications have been processed and work or notices may be required for non-compliant landlords. For example: Temporary Exemption Notices (TEN.) There are also added issues relating to the potential need to use Interim Management Orders (IMO) for landlords who are deemed not 'fit and property' to operate a license. Where this is the case landlords will be given the opportunity to appoint a managing agent subject to approval prior to BMBC taking further action. The added resource implications cannot be effectively gauged until the scheme is implemented.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 Do nothing - use existing enforcement and regulatory controls to address the emerging issues in HMO's and the PRS. Mandatory licensing was introduced for larger HMOs, in 2004 to effectively manage amenity and room standards in larger HMO's. These were considered the most 'at risk' properties. However this alone does not address the emerging issues in respect of smaller HMO's or PR properties and therefore it has been discounted.
- 5.2 Allow self-regulation - via the landlords Accreditation scheme as a tool in managing properties. The main issues/ problem with Accreditation is that it is voluntary and offers no sanctions for non-engagement or non-compliance, which is vital to raise and maintain standards.
- 5.3 Re-engage the 'Our Streets project' - introduced as a pilot in 2014 for one year following a funded bid from DCLG. It addressed issues of ASB, housing issues and environmental issues. Operationally, the Our Street project successfully demonstrated the benefits of the proactive "estate management" of areas of high density low demand accommodation. This project was undertaken where typically crime and antisocial behaviour were much higher than the Borough average. Information from the project allowed the Council and its partners to strategically reconsider housing priorities in the context of new and emerging social pressures in an informed and evidence driven way. This scheme was resource intensive in terms of officer time and it progressed through to a strategic level, allowing an officer for each of the five areas above. This system works on a liaison basis with landlords who have a part to play within the PRS. However, it has been discounted as it is felt the prescribed mandate for standards would engender better housing conditions and address community issues. See appendix 1 Maps attached which highlight 'Hot spots' for ASB.
- 5.4 Other ongoing interventions - Currently, Strategic Housing formerly, using investment from HMR pathfinder, have invested in areas of low demand by offering

home loans to return empty properties back to use, helping to reduce the draw of ASB surrounding empty properties. A pilot thermal wrapping programme has been undertaken in certain areas of the Dearne on tenure blind properties displaying low thermal values. This vernacular of property is consistent with the outcomes of the BRE report which reflects health issues related to excess cold (category 1 hazard the most serious). The Community Safety business unit have engaged an officer fluent in three languages to assist in areas with high migrant concentrations to discuss issues they are facing in their private rented accommodation. In addition, whilst collection and waste issues are still prevalent, but not directly attributed to specific ethnicities, a leaflet has been produced in different languages detailing weekly refuse and recycling collections. The Green doctor scheme has been rolled out across the borough in conjunction with the fire service. Its remit is to deliver a programme of support to private rented homes in the Barnsley area. In particular in Welland Crescent in Elsecar. The delivery is focused on the “worst” homes and streets.

- 5.5 All of the above interventions (with the exception of the ‘Our streets project’) are currently ongoing to assist as part of the framework towards supporting a formal approach of licensing the PRS. Overall, whilst there are real improvements with the above interventions, they vary in each area, and they have a considerable part to play in engaging the PRS. It is considered that in order to achieve and maintain tangible results long term a formal tenure specific approach is required to formalise standards which are acceptable. Barnsley MBC wants to foster the good relations it has built up with many landlords and has therefore considered the legislation surrounding implementation and taken into consideration action currently being undertaken. Further consideration may also be given to delaying implementation of a scheme in a selected area pending a self-regulation project being trialled by an area group.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 The local ward councilors for each area under consideration will be consulted prior to consultation with the wider public and those directly affected by the consultation including Accreditation Scheme Members. All views will be recorded and considered post consultation. Where modifications are required as a result of the consultation/s, a decision will be made by Cabinet regarding any amendments to the current scheme proposals.

7. FINANCIAL IMPLICATIONS

- 7.1 Until consultation has been undertaken and specific numbers of properties established for each designation the costs and comprehensive charge cannot be established. This will be included in the subsequent report/s requesting either implementation of all areas under consideration or partial implementation based upon data analysis.

8. EMPLOYEE IMPLICATIONS

- 8.1 Currently the consultation and implementation of the scheme in accordance with guidance is covered by a temporary post. This may need to be reviewed where implementation runs past the current contractual date. If the scheme/s are introduced, a review of staffing will be required, to ensure a suitably qualified staff member can undertake and evaluate the scheme from inception to conclusion. Consideration should be given to enforcement and other action required once the applications have been processed; Notices which may be required for non-compliant landlords and added issues relating to the potential need to use of Interim Management Orders (IMO) for landlords who are deemed not 'fit and proper' to operate as a license holder. From an administration point of view, the applications will be undertaken online via U-engage (Pay for it). Therefore, potential final added resource implications cannot be effectively gauged until the scheme is approved and implemented.

9. COMMUNICATIONS IMPLICATIONS

- 9.1 A Communications Plan is being drafted around the significant persons who are required to be consulted and various mediums will be utilised. It is anticipated that the majority of the communication will be undertaken via the Councils e- systems portal (U-Engage). This is also the most cost effective route of engaging stakeholders. Once the scheme/s are fully approved, scheme proposal information for residents, tenants and landlords will be added to the web pages. In addition, all tenants, residents, landlords, managing agents, estate agents and solicitors surrounding the proposed schemes will be written too.
- 9.2 Under Section 80(9) of the Act, consultation is a statutory requirement and must take place before designating an area subject to Selective Licensing. It states:

Before making a designation the local housing authority must—

- (a) take reasonable steps to consult persons who are likely to be affected by the designation; and
- (b) consider any representations made in accordance with the consultation and not withdrawn.

However the Act is not prescriptive as to the form of consultation.

The guidance states that "Local housing authorities will be required to conduct a full consultation. This should include consultation of local residents, including tenants, landlords and where appropriate their managing agents and other members of the community who live or operate businesses or provide services within the proposed designation. It should also include local residents and those who operate businesses or provide services in the surrounding area outside of the proposed

designation that will be affected. Local housing authorities should ensure that the consultation is widely publicised using various channels of communication.

10. CONSULTATIONS

- 10.1 As per the above communications plan, all residents, tenants, landlords, accredited landlords and managing agents in each area will be consulted on the process via the councils U-engage scheme, including writing to all properties and known details available via Council tax. The scheme proposal including a questionnaire relating to the implementation of the scheme, maps and a proposed fee will be available on line via the Council's website.
- 10.2 The consultation plan will also include all landlords and listed Accredited Landlords, including members of the Barnsley Accredited Landlords Association. RLA, Managing Agents, local Solicitors and Estate Agents specific to the areas of designation under consideration.

Following approval to develop the scheme:

- 1 All the property owners, residents and tenants of the designated area/s will be consulted including local Stakeholders, and Ward members.
- .2 All residents and tenants and landlords will be encouraged to use the u engage system.
- .3 Followed up by a consultation event/s.
- .4 Upon approval by cabinet, post questionnaire and consultation results, the scheme will be advertised for a period of three months. (This is a statutory requirement)

11. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 11.1 It is anticipated that this scheme or combined schemes will address issues of poor housing predominantly in the PRS by putting in safeguards for the vulnerable in terms of their health and safety. The background to the license is area specific to address ASB and to drive up housing standards in the PRS through the use of the Housing Health and Safety Rating System (HHSRS), thus helping to shape better and safer communities consistent with Barnsley's Corporate Plan priorities. In addition, the proposed scheme aligns with the Council's Corporate Priorities to create a thriving and vibrant economy, support people in achieving their potential and creating strong and resilient communities by ensuring that the borough is able to offer the right mix of housing, and housing support, to address the needs of those living in the borough.

12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 12.1 EIA assessment and due diligence statement is currently being worked up to ensure all sectors of the community are considered.

13. TACKLING THE IMPACT OF POVERTY

- 13.1 None

14. TACKLING HEALTH INEQUALITIES

- 14.1 None

15. REDUCTION OF CRIME AND DISORDER

- 15.1 None

16. RISK MANAGEMENT ISSUES

- 16.1

| Risk Title | Current Assessment | Mitigations | Target Assessment. |
|--|--------------------|--|--------------------|
| RSL & Landlords threaten a Judicial Review (JR) of the proposed scheme. | MEDIUM | This has been threatened in various other boroughs who have tried to implement a scheme. To date landlords have been unsuccessful as a JR can only review the consultation process and not the decision methodology. A consultation and EIA plan will be implemented to mitigate any issues. (Currently being worked up). | MEDIUM /LOW |
| Landlords may choose to leave their properties empty thus reducing confidence in the area. | MEDIUM | Whilst properties are empty they must be granted a Temporary Exemption Notice (TEN) to ensure they are not charged for a licence. These allow 3 months subject to inspections and cat 1 hazards being present. After that time they will be required to pay for a licence. Therefore suggest risk low. However, considered extra resources | MEDIUM/ Low |

| Risk Title | Current Assessment | Mitigations | Target Assessment. |
|--|--------------------|--|--------------------|
| | | required to administer the scheme. | |
| Imposing a licence scheme may result in tenants being forced into poverty as costs are passed onto them from the landlord. Thus, leading to further sub-letting without knowledge of the landlord = overcrowding issues. Tenants may be subject to a top up fee or risk eviction for rent arrears. | HIGH /Medium | LL self- certificates to state max number of persons and room sizes. Landlords duty to manage the tenancies. However, Housing options section consulted to mitigate issues. Housing Options are being aligned with the Community safety team as part of an ongoing restructure. | MEDIUM |
| Landlord reverts property to self-contained flats. | MEDIUM/ Low | LL must obtain planning approval which is more costly than licence. Planning to highlight. £395 per unit of accommodation. (Example: Change a three bed property to 3 self-contained flats = £395 x 3 = £1185). Assuming suitable to do so! | LOW |
| May lead tenants to migrate to outer communities forcing a donut effect. Some local communities may display less tolerance for economic migration and social inclusion. | MEDIUM | Area Council officers work directly with landlords within their specific areas of the community to calm issues and tensions. EIA working document to scope out risks. | LOW |
| Once data has been sourced it may highlight a higher percentage of properties than initially anticipated. (If 20% of total PR stock) in a combined designation or single designation. This may require approval by the Secretary of State and <u>not</u> at Cabinet level. | HIGH/MEDIUM | There is currently no data to support licensing the whole PR sector. 20% of stock equates to 2875 . (Based on 2010 census figures. The most up to date data we hold). However, further consideration may be given to an intervention of this nature should data support such action. Where approval is required, the Secretary of State will make a binding decision- which cannot be challenged. | HIGH/MEDIUM |

17. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

17.1 None

18. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

18.1 None

19. CONSERVATION OF BIODIVERSITY

19.1 None

20. GLOSSARY

PRS – Private Rented Sector

ASB – Anti-social Behaviour

IMO - Interim Management Order. *Confidence in the landlord and his ability to run a property effectively allows the Council to take over the property.*

PR - Private Rented.

LA – Local Authority.

CPO – Compulsory Purchase Order

RLA – Residential Landlords Association.

TEN – Temporary Exemption Notice

LL – Landlord

EIA – Equalities Impact Assessment.

MA - Managing Agent.

NLA- National Landlords Association.

DCLG- Department for Communities and Local Government.

Comms Plan – Communications Plan

Ctax – Council Tax.

21. LIST OF APPENDICES

Appendix 1: Designation rationale.

22. BACKGROUND PAPERS

<http://barnet.moderngov.co.uk/documents/Additionallicensing>.

Opinion Research Service /Final report: Consultation on additional Licensing schemes for HMO's in Barnet.

Officer Contact: Gail Hancock for Paul Brannan. **Telephone No:**773011 **Date:** 29th Nov 2016.

Financial Implications/Consultation.....

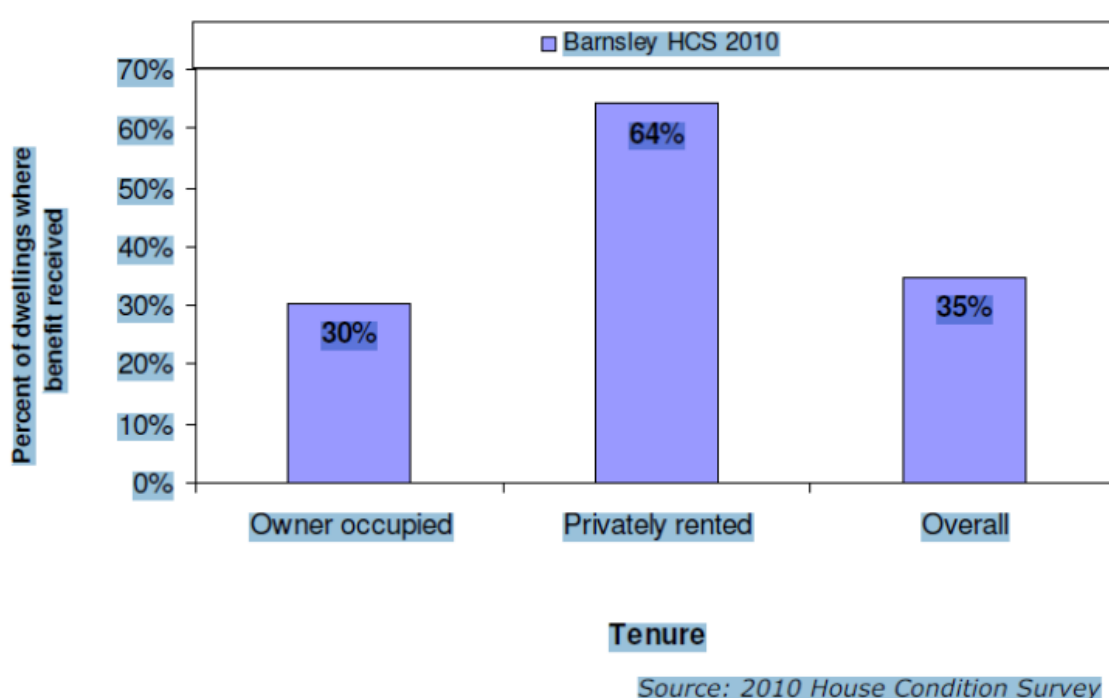


.....
(To be signed by senior Financial Services officer
where no financial implications)

Appendix 1

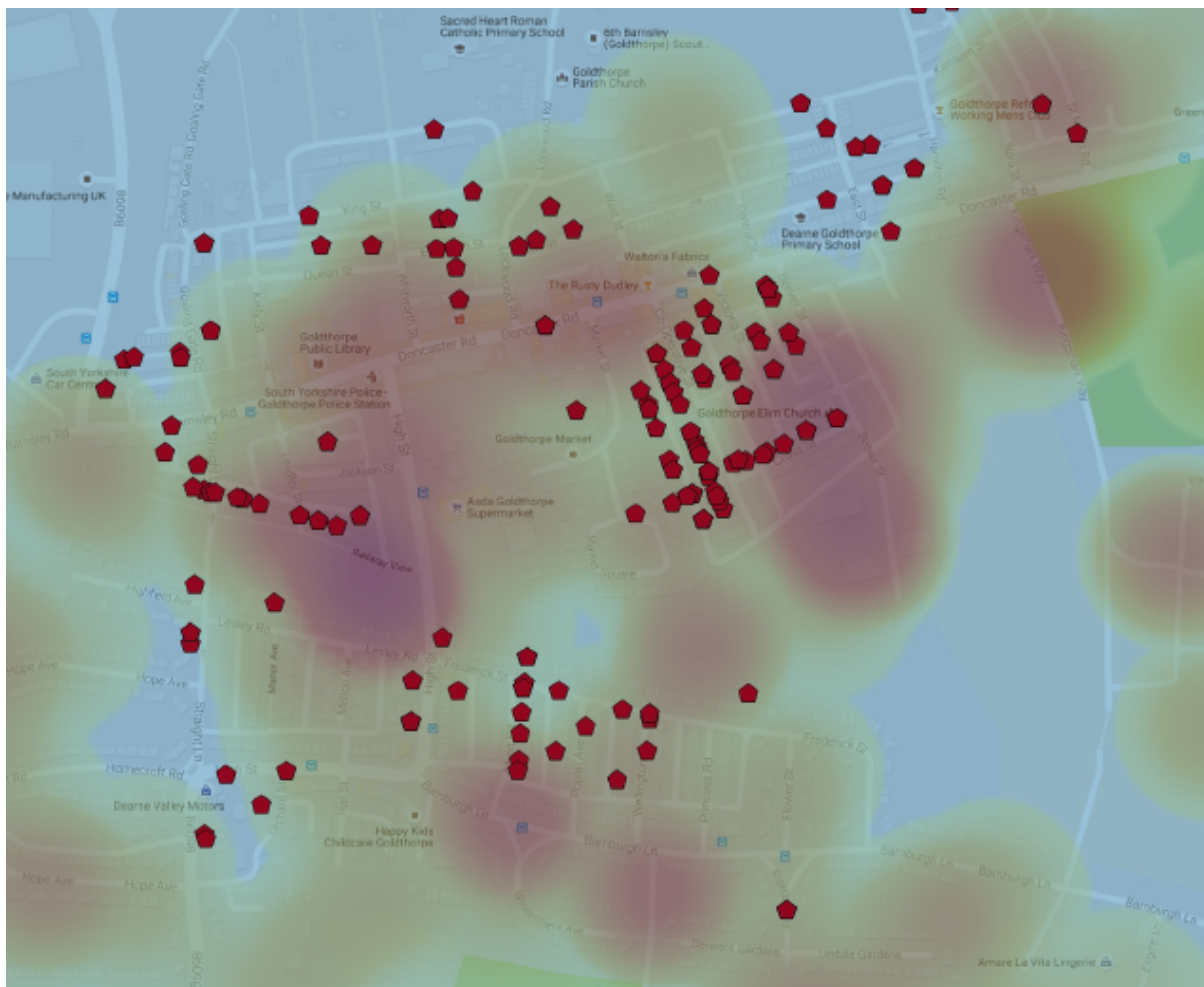
This should be read in conjunction with the report and is intended to give a brief outline of the rationale for the areas under consideration together with data to support the request for consultation.

The areas outlined have been further considered due to general complaints raised to the Community safety team for housing and other community tensions. Many of the interventions undertaken have resulted from complaints and concerns raised by tenants, residents and Councillors. The sustained interventions offered are resource intensive in both officer and partner agencies time and resources. Therefore in considering wider options available to the Council; appropriate measures have been considered to offer a regulatory medium to sustain communities rather than a series of Council and partner reactive intervention lead options.



The housing stock conditions survey 2010 and current C/ tax data has highlighted the percentage of tenure which are in receipt of benefits. Many of those are regarded to be living in some of the poorest property in terms of investment in the borough. The deprivation in these areas also aligns with incidences of ASB and disrepair. Many of those properties are habited by migrants and those in receipt of benefits as the domain of choice due to affordability. However, increasingly the PRS is also becoming an avenue for the young and vulnerable due to the financial inaccessibility of the housing market. It was anticipated that the eclectic mix of persons entering the PRS would offer a mixture of tenure to support a vibrant PR market. However, data supports information to show that whilst there may be a mix with those tenanting the PRS; There are real areas of decline where the most vulnerable and poorest standards of housing, (hard to let and sell) are significantly highlighted in terms of interventions by the Council, its partners, the Police and voluntary services. These are highlighted in the following areas under consideration, including more serious crimes.

Goldthorpe - Beaver St [(evens 2-16, (Bernaslai Homes 18-22) 24-20)],(odds 39-53) Victoria St,(evens 4-50) Odds (3-39) Cross St,(evens 2-28) (odds 3-19) Cooperative St, (evens 8-50, Bernaslai homes 20-34) (odds 1-71 No5 Bernaslai Homes) and Claycliffe Terrace (1-14).

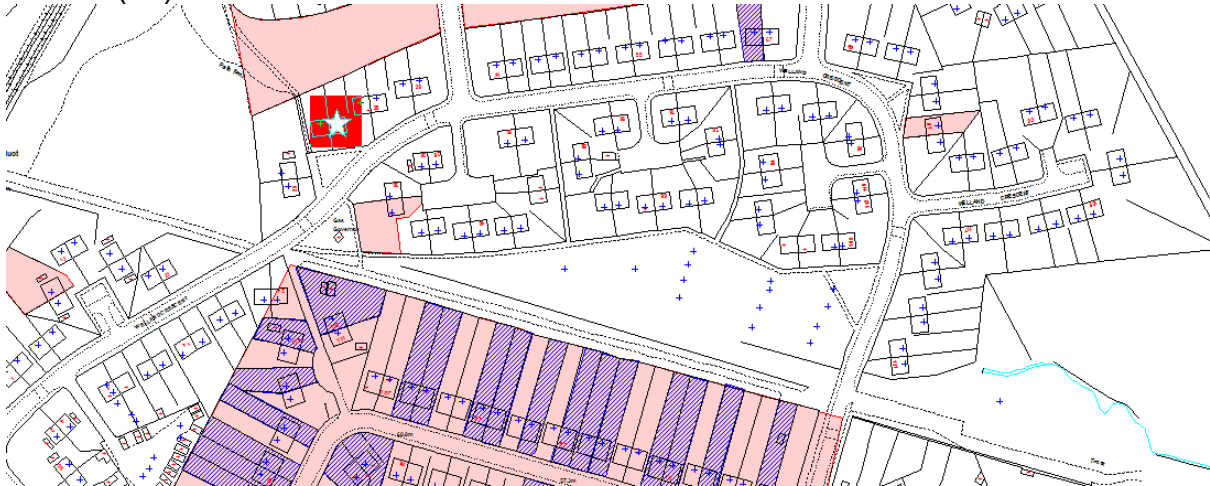


Goldthorpe's five streets have been the subject of several housing complaints and is identified as an 'hot spot' for anti-social behaviour. These details have been further evidenced by the numbers of complaints received during and ongoing from the 'Our streets' project.

Beaver street numbers 1-37 are the subject of a compulsory purchase order action (CPO), to make way for new older person single storey accommodation. The properties in and surrounding this area are terraced properties. Adjacent to the above streets a pilot scheme, funded via HMR pathfinder addressed low thermal values associated with the age of this vernacular of property. However, the scheme has not been extended to the streets in the proposed designation. Couple this with the issues of ASB, being perpetrated by and around the designation, - further identifying it as a 'hot spot'. Again the 'Our streets project' used early intervention techniques in this area identifying issues of poor property standards (measured against the HHSRS system), and ASB intervention techniques. To that end; one of the funded area officers deals directly with the community to address issues raised regarding the area as a whole.

Recent sales information over the period April 2014 - March 2016 has shown that 1 property sold in Goldthorpe's designation for £34,000 in November 2015. Over this time period and by comparison, the same types of properties in the same postal code area sold for nearly £20,000 more and continue to command higher prices for the same property, despite all the interventions in place. Whilst this cannot be regarded as an exact science in terms of sales of property, it demonstrates that like for like, streets of comparable properties are being offered at higher prices. (Data from Zoopla).

Elsecar - Welland Crescent (evens 2-112,) Berneslai Homes (30) (odds 1-131, Berneslai Homes (85)



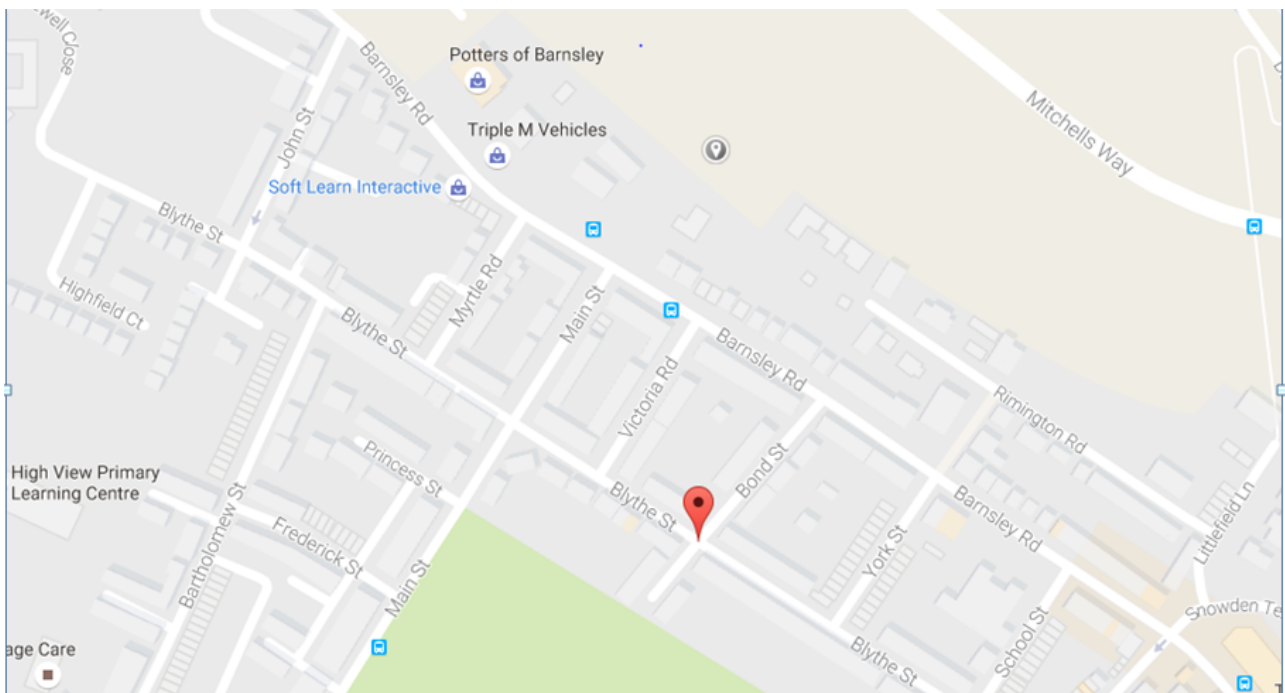
Welland Crescent is pre disposed to Wimpy 'no fines' concrete modular construction properties which exhibit poor/ low thermal values. The street itself is surrounded by new built construction and is inter- dispersed by a couple of council owned properties. Within the street, there are several PRS properties. The street itself suffers from lack of investment and serious anti-social behaviour issues being perpetrated against other tenants and other properties. These relate to fly tipping, refuse, noise and tenant damage to properties. Of those properties which are private rented, 37% (17/45) of the tenants are in receipt of benefits (source: C tax information 18.10.2016). Of the two Berneslai Homes properties 50% are in receipt of benefits.

The Green doctor scheme delivers a programme of support to private rented homes in the Barnsley area. In particular the Welland Crescent area of Elsecar. The delivery is focused on the "worst" homes and streets.

Welland Crescent in Elsecar has received a targeted approach for significant improvements and has identified significant improvements are required in some homes. A few landlords own several properties on the street, many of which require numerous improvements. Some landlords/managing agents have already begun to carry out repairs and improvements on their properties. The Green doctor scheme operates on a voluntary basis, therefore it has only garnered the attention of the most willing landlords. However, there is a lack of compliance from other landlords which, without statutory regulation will not engage with the scheme leaving repairs un-standardised in accordance with the HHSRS.

Recent enquiries have shown that housing sales in year (April 2015- March 2016) were limited to two. Current valuations show properties which were unwrapped are valued at £49,000,(usually private rented properties.) Those which have received a thermal wrapping are currently valued at £63,800 which bares a comparison to other wrapped properties within the borough of the same vernacular. Thus showing property is increasing by 1.59% on average (£68,000). Whilst Elsecar properties are roughly increasing in value by 0.22 % .

Wombwell: Blythe street, (1-167, 2-128),Main street, Bond street, Myrtle road, Victoria road, York street, Frederick street, Princes street, Bartholomew street, Barnsley road(1-99) John street, West street, Mount terrace, Western terrace, William street, School street.



This area is pre- disposed to densely populated terrace properties which are considered to offer some of the poorest thermal values. Many of these properties are being used as smaller HMO's without due regard for the numbers and relationships of tenants who are sharing. In many ways Wombwell shares many comparison to Goldthorpe in terms of ownership,(private or landlord owned) and tenure diversification.





Measbrough Dyke.- Pindar St, Sunderland Terrace, Osborne St, Ivy Terrace, Burton Terrace, Junction St and Doncaster Road (174-266).

Again, an area of terraced properties which appear to be the choice accommodation for many on low incomes and migrants. The area shares a similarity to Wombwell, in that, it has several properties which are the accommodation of choice and due to its close proximity to the town centre it offers a discreet form of multiple occupancy which is neither licensed nor appropriate for the vernacular of property. This type of accommodation appears to attract ASB in many forms: from noise, fly tipping, environmental degradation and crime.

| Area | Green Doctor | ASB- NOISE | Housing Disrepair | Environmental Enforcement | Other | ASB |
|-----------------|--------------|------------|-------------------|---------------------------|-------|-----|
| Elsecar | 24 | 2 | 2 | 5 | | 116 |
| Goldthorpe | 1 | 1 | 10 | 49 | | 66 |
| Measbrough Dyke | 0 | 3 | 3 | 97 | | 54 |
| Wombwell | 21 | 0 | 15 | 10 | | 56 |

Figures have been obtained from C tax to show those properties in the designations in receipt of Housing and other benefits. It should be noted with all of the above areas. Those in receipt of benefits would amount to many more than the numbers shown in the table below. The figures offered by C tax only refer to those properties where housing benefit is paid directly to the landlord and not those tenants who manage their own money- thus pay their own rent to the landlord via their benefit money.

| Designations | Numbers of properties in each proposed designation. (%) total ASB complaints | Total numbers of Private rented properties. (%) total of properties. {%} total migration. | Number properties in of receipt benefits. (%) in PRS | Number of POLICE reported Crimes. 1. | Numbers of ASB complaints reported to BMBC 2. | ASB reported in designation. Oct 2015-Sept 2016 (%) total ASB complaint per designation 3. |
|-----------------|---|---|---|---|--|--|
| ELSECAR | 65 (28%) | 45 (69%) | 20 (44%) | 48 | 226 | 116 (178%) |
| GOLDTHORPE | 208 (35%) | 110 (53%) {9%} | 38 (34%) | 44 | 594 | 66 (31%) |
| WOMBWELL | 528 (59%) | 256 (48%) {20%} | 114 (44.5%) | 61 | 892 | 54 (10%) |
| MEASBROUGH DYKE | 189 (39%) | 107 (57%) {35%} | 5 (4%) | 43 | 427 | 56 (33%) |
| TOTALS. | 990 | 518 | 177 | 196 | 2139 | 292 |

1. Police crimes recorded in the selected designated streets April 1st 2014 - March 31st 2015. This information outlined intervention areas.
2. Numbers of ASB complaints recorded by BMBC between October 2015 – September 2016..
3. Other ASB reported in each proposed designation between October 2015-September 2016.

Criminal offenses listed in the above table are categorized as follows:

Criminal damage-to dwellings
 Drugs-Possess (excludes cannabis on or after 1 April 2004)
 Other miscellaneous thefts not classified elsewhere.
 Assault-Occasional Actual Bodily Harm. (OAPA section 47)
 Common Assault
 Criminal damage- to vehicles
 Burglary in a dwelling
 Burglary in a building other than dwelling.
 Public order- Harassment alarm or distress (POA1986 S.5)
 Drugs-Class B Cannabis possession of a controlled drug.
 Theft of peddle cycles.
 Possessing a fire arm or imitation with the intent to cause fear of violence.
 Criminal damage – to other Buildings.
 Rape of a female under 16 years.
 Harassment
 Racial or Religious Harassment.
 Sexual activity with a female child under 16.
 Drugs- supply offer to supply.
 Handling/ receiving stolen goods
 Drugs – possess with intent to supply.

ASB reported in the whole of the proposed areas between October 2015 - September 2016.

| Area | Green Doctor a. | ASB-Noise b. | Housing Disrepair c. | Environmental Enforcement d. | Police ASB Total e. |
|-----------------|--------------------|-----------------|-------------------------|---------------------------------|------------------------|
| Central | 0 | 20 | 66 | 221 | 1534 |
| Elsecar | 37 | 5 | 4 | 18 | 226 |
| Goldthorpe | 1 | 9 | 31 | 157 | 594 |
| Measbrough Dyke | 0 | 16 | 22 | 234 | 427 |
| Wombwell | 33 | 14 | 52 | 113 | 892 |

- a. Green Doctor work undertaken and funded via the Fire service.
- b. Actual numbers of noise complaints reported to BMBC
- c. Housing disrepair complaints and enforcement work
- d. Environmental enforcement – dog fouling/ garden issues.
- e. Police reported ASB complaint.

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BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR OF COMMUNITIES

To request approval to implement a new charging structure for the mandatory licensing of Houses in Multiple Occupation (HMOs), to reflect the actual officer costs to inspect and issue a licence for each property.

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to set the rationale for implementing a new charging structure for mandatory licensed Houses in Multiple Occupation (HMOs). The report sets out a full breakdown of officer time and costs for issuing an HMO licence and the rationale for changes to the current charging structure. In addition, the report reflects on some of the additional influencing factors which support further interventions currently under consideration within the private sector realm, which will be complemented by a mandatory licensing scheme.

2. RECOMMENDATIONS

The recommendations to Cabinet are:

- 2.1 Approval to implement a new charging structure for mandatory licensed Houses in Multiple Occupation (HMOs) from 1st April 2017
- 2.2 Implement the new fee of £505 to licence a mandatory licensable House of Multiple Occupation (HMO) for a period of 5 years.

3. INTRODUCTION

- 3.1 The Mandatory licensing fee has been imposed by a legislative framework set out in the Housing Act 2004, which mandates the licensing of HMOs to fulfil the following criteria:
- Houses of 3 or more storeys occupied by 5 or more unrelated people in 2 or more household. (This does not apply to self-contained flats).
- 3.2 All local "housing authorities" have a duty to ensure that HMOs fulfilling these criteria are licensed and that the terms of the licence are checked regularly to ensure continued compliance. Licensing requirements include the following:

- The property is suitable for the number of people.
- The proposed licence holder is a “fit and proper person”.
- Management arrangements and property standards comply with HMO regulations issued within the Act.

3.3 Currently there are 85 HMO’s which are licensed within the borough. Problems emerging from the growth of the sector are obvious as typically this type of accommodation can become the domain of last resort, home to transient individuals, and people with no other choice, the vulnerable, the economically deprived and socially isolated. It is also considered that these types of properties pose the greatest risk to its occupants due to the nature of shared amenities and the diverse occupants.

3.4 There are a number of factors contributing to the growth in this type of accommodation which include:

- Welfare and housing benefit reform making shared occupation more affordable to low income individuals and families.
- Availability of comparatively low cost housing in Barnsley.
- Maximum income return for landlords and agents making HMO’s a more attractive commercial proposition.

3.5 Optimising demand for this type of accommodation is the lack of alternative housing options for some groups such as single young men. There are numerous problems and concerns associated with HMO’s ranging from poor health and safety standards, overcrowding, tensions between occupants, exploitation of tenants and leaseholders, tensions within the surrounding community, blighting and visual deterioration.

4. PROPOSAL AND JUSTIFICATION

4.1 Approval will bring Barnsley Council in line with other local authorities. The rationale for this is to address the issue of the current charging structure which does not reflect the accurate costs of officer time or workload to undertake each application. In addition, in order to ensure transparency, additional charges have been outlined to cover licence specific service requests. The additional charges are not required for each HMO licence and are therefore levied on a ‘user pays’ basis.

4.2 The cost and duration of a licence is set at the discretion of the local housing authority, however in setting the fee the council must demonstrate that the fee income is solely recycled into administering the licensing arrangement such as managing and monitoring compliance. Currently set at £335 per licence it is considered the new charge of £505 reflects the actual cost of providing a standard licence. A discount of £100 will be afforded to all BMBC formally accredited landlords

- 4.3 Barnsley's current fee is extremely low in comparison to most other regional local authority areas and has not been reviewed for a number of years. By comparison, other areas currently charge an average of £700 per HMO for a five year licence with reduction incentives common where landlords have been afforded formally accredited status. Schedules and schemes for charges vary from place to place, however typically the number of occupants and size of accommodation are considered within most other licensing regimes.
- 4.4 The new charging structure reflects the work involved in granting a typical application. The fee has been calculated to account for a standard application, see **Appendix 1**. This figure equates to £505 per standard 3 storeys, five people or more HMO property with an additional charge of £50 for each additional unit of accommodation over five. To note: HMO's over 6 bedrooms are subject to planning fees in addition to the license fee. A review of charges will be undertaken post 2020, to review officer operating costs.
- 4.5 It should be noted that the new charging structure does not make an allowance for processing the payment. This is currently being investigated through the e- design team to set up payment method via the 'Pay for it' portal, (an online payment system) operated through Barnsley Council's website.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 Current legislation requires larger HMO's to be licensed as they are considered to be the most at risk, therefore, no other alternatives are able to be considered. Upon inception of the mandatory licensing of HMO's some landlords have sought to manipulate the criteria for licensing by reducing occupancy in their properties which have previously been pre-disposed to the mandatory criteria. Whilst the Council cannot prescribe how owners use their property outside of the criteria; it is considered that many properties cannot be actively policed to ensure the criteria is not being flouted. Therefore, in order to minimise the risk of the councils reputation, all HMO's licensed and formerly unlicensed properties, will be sent out a form to self- certificate themselves to specify the number and sizes of rooms, and the occupation of the property. This will assist in identifying future breaches in legislation.
- 5.2 A consultation paper from DCLG has recently closed. It requested consideration on the viability of introducing mandatory licensing to all HMOs with five or more persons forming two or more household and sharing amenities, regardless of number of floors. The consultation document has also suggested widening the scope of properties which will be included in the criteria. However, where HMO's have less than five persons they may be the subject of other discretionary and selective licensing in designated areas. .

5.3 Other interventions currently in operation include:

Barnsley MBC's Accreditation Scheme for Landlords and Managing Agents. The scheme is designed to acknowledge and promote good property standards and good management practices. Whilst it is acknowledged that some landlords are rogue in nature and as such unlikely to engage with accreditation, the experience of running the scheme shows that a far greater number are likely to welcome the encouragement, guidance and recognition that accreditation brings. As such accreditation continues to have an important role to play in lifting standards in the private rented sector, including HMO accommodation.

A membership fee of £50 per annum is in the process of being introduced and scheme administration will shortly be handed over to Berneslai Homes; the transfer of scheme administration duties to Berneslai Homes will complement their existing Property Management Service. There are some 130 members in the Accreditation Scheme with a total property portfolio of 580 dwellings. Landlords who are members of BMB Council's Accreditation Scheme will continue to receive a £100 reduction off the charge for Mandatory Licensing. The new proposed cost for a formally Accredited Landlord is £405 per standard licence application, plus additional fees for extra rooms and planning fees where applicable.

Berneslai Homes provides a Property Management Service for private sector landlords. *Drawing on Berneslai Homes' extensive housing management experience the service aims to meet the needs of the private landlord by maximising rental income and ensuring that the scheme provides fee income for Berneslai Homes.*

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 See section 16.

7. FINANCIAL IMPLICATIONS

7.1 The new HMO licence fees are set locally and are based on actual time taken and costs incurred, the hourly rates on which they are based are considered robust enough so as not to attract legal challenges.

7.2 The new HMO licence fee detailed in Appendix 1 has been calculated at £505 for HMO properties for Landlords not in the BMBC Accreditation scheme (an increase of £170 to the previous charge of £335). For those landlords in the BMBC Accreditation scheme the licence fee charge will be £405. These new licenses apply for 5 years as they did under the previous charging regime.

7.3 Other charges calculated and detailed at Appendix 1 are as follows:

| | |
|---|------|
| Temporary Exemption Notice | £80 |
| Transfer of Licence to change of Manager (For remainder of Licence Period) | £120 |
| DBS Check (Discretionary charge) | £70 |

7.4 There are currently 85 properties in Barnsley that fulfil the HMO criteria, only 3 of these properties are currently in the BMBC Accreditation Scheme. The new licence fee will see additional income of approximately £14,480 generated over a 5 year period (average £2,900 per annum, as all the properties were not originally licensed in the same financial year). It is envisaged that the new charges will come in to force from the 1st April 2017.

7.5 Financial implications of this report are detailed at Appendix A.

8. EMPLOYEE IMPLICATIONS

8.1 N/A

9. COMMUNICATIONS IMPLICATIONS

9.1 A communications plan will be developed to ensure all key stakeholders are aware of the changes.

10. CONSULTATIONS

10.1 The new charging structure has been discussed as an outline proposal with full fee details with Strategic Housing who currently administer the Landlords Accreditation scheme. Once approval is agreed and after the formal Cabinet calling in period, the new charging structure will be posted onto the HMO webpages and changes will be made to staff procedures to accommodate the new process.

11. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

11.1 The proposed increase in fees/charges is in line with Council objectives and the desire to provide cost effective value for money services. The charges have been set in line with the Medium Financial Plan with an option to review in 2020.

12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

12.1 Consideration has been given to whether increasing the fee will adversely impact tenants who live in HMO's. It is considered that landlords may choose to reduce the numbers of tenants in a property to fall outside of the guidelines imposed for Mandatory Licensing.

- 12.2 It is not anticipated that as a result of the change in fee, tenants will be affected. However, Housing options and tenancy assistance will be available to work through issues which arise for tenants.

13. TACKLING THE IMPACT OF POVERTY

- 13.1 It is not anticipated that the landlord will pass this fee onto tenants as a top up fee against rent. However, as above Housing Options will be available to assist with tenancy and financial management for tenants through their out reach partners..

14. TACKLING HEALTH INEQUALITIES

- 14.1 None

15. REDUCTION OF CRIME AND DISORDER

- 15.1 None

16. RISK MANAGEMENT ISSUES

- 16.1 As with all changes, fee structures pose a risk to the council of alienating landlords or managing agents. However, the council must demonstrate value for money and consideration regarding mitigating risks down to an acceptable level.

| Risk Title | Current Assessment | Mitigations | Target Assessment |
|---|--------------------|---|-------------------|
| Landlords pull away from the Council's Accreditation scheme or move to the Barnsley accredited landlord scheme. | LOW | Barnsley's Residential Landlords scheme doesn't offer any discounts from the mandatory licensing scheme. Therefore, suggest impact low. | LOW |
| Formerly Mandatory Licensed HMOs revert back to single family residential properties. Thus increasing the focus onto Housing Options for homeless issues. | MEDIUM | AST retaliatory evictions. Support will be sought from Housing Options to deal with any issues relating to evictions as a result of the LL changing his property. NB> Changes of use over 6 beds' require planning consent which subsequently carries a charging structure. | MEDIUM |

| Risk Title | Current Assessment | Mitigations | Target Assessment |
|---|--------------------|--|-------------------|
| Increase in the cost of the licence may lead to overcrowding issues. | MEDIUM | LL self- certificates to state max number of persons and room sizes. Prosecutions taken under the HMO licensing regulations & Housing Act 2004. | LOW |
| Landlord reverts property to self- contained flats. | MEDIUM/ LOW | LL must obtain planning approval which is more costly than license. Planning to highlight. £395 per unit of accommodation. (Example: Change a five bed HMO to 3 self- contained flats = £395 x 3 = £1185). | LOW |
| May lead tenants to migrate to outer communities forcing a donut effect. Some local communities may display less tolerance for economic migration and social inclusion. | MEDIUM | Area Council officers will work directly with landlords within their specific areas of the community to calm issues and tensions. | LOW |

17. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

17.1 None

18. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

18.1 None

19. CONSERVATION OF BIODIVERSITY

19.1 None

20. GLOSSARY

LL – landlords

HMO- Houses in Multiple Occupation.

BMBC – Barnsley Council.

AST – Assured Shorthold Tenancy Agreement.

DCLG- Department for Communities and Local Government

DBS- Disclosure Baring Service.

21. LIST OF APPENDICES

Appendix 1: Mandatory HMO licensing charging structure.

22. BACKGROUND PAPERS

Sheffield and Doncaster's Mandatory HMO licensing fee structure
Accessed 23.09.2016

Officer Contact: Gail Hancock
Telephone No: 01226 774103
Date: 15 December 2016

Appendix 1

Barnsley HMO Licensing Cost Analysis Index of Charges and Additional Fees.

| | | |
|--|--|--|
| | Time sheets -How times for individual jobs have been calculated | |
| | | |
| | Wage costs- these are identified at technical officer level. | |
| | | |
| | Disbursements – the on costs for completion of the licensing process | |
| | | |
| | The fee calculation | |
| | | |
| | Temporary Exemption Notices are charged at a flat fee. | |
| | | |
| | Variation to a license, including significant changes to the property, additions to the threshold units, structural changes and changes to amenity will be subject to consideration for a full application. This is in addition to planning fees which are applicable. | |
| | | |
| | Transfer of licence fee during the term of licence. | |
| | | |
| | Discretionary DBS check fee. ** see Notes additional charges DBS checks. | |

| Wage Cost | | HMO Officer. |
|--|--|--------------|
| Salary and On costs per annum | | £44,588. |
| Operational Days in one year | | 209 |
| Cost per operational day | | £213.33 |
| Hourly rate charged out: (includes additional 10% for management support) | | £39.11 |
| | | |

| | Action | HMO Officer time in Hours and Minutes. |
|---|---|--|
| 1 | Enquiry received and service request entered onto the computer system. Information pack sent out. Acknowledgement letter generated and sent to applicant. Application details from the application form are entered on to the computer system. | 01:35 |
| 2 | Check that the returned application is valid with all compulsory questions completed and correct fee is enclosed. Where omissions have been made. Return the application from and chase up missing information. Including writing to property owner and follow up telephone calls. | 00:35 |
| 3 | On receipt of completed form - Check all the details are entered correctly. Examine gas safe certificates and other certificates submitted and consider the application. | 00:40 |
| 4 | Visit the property to check the license details and determine the priority for inspection (this includes travel time). | 02:00 |
| 5 | Prepare schedule of conditions and letters to all relevant parties including mortgagee and underwriter. | 03:00 |
| 6 | Re visit the property to ensure compliance with Licensing conditions and deal with representation made by interested parties i.e. Mortgagee/ Underwriter. | 02:30 |
| 7 | Prepare the licence documents and certificates of service for all interested parties including posting. | 01:30 |
| | Total | 11:50 |

| Disbursements and preparation costs per application | | |
|---|--------------------------------------|---------------|
| Land Registry search | Undertaken on each application | £4.00 |
| Transport costs | Average taken to be eight miles | £3.00 |
| Postage costs | Average 5x first class postage @ 37p | £1.85 |
| Chasing application | 2x letters and/or phone call. | £3.00 |
| Total disbursements/ application costs | | £11.85 |

| HMO licence fee per property | |
|---|------------------------------------|
| Total time charged to complete a standard application | 11 hrs 50 minutes (11.83 Hours) |
| Officer Rate | £39.11 |
| General charge to complete and administer a standard application (11.83 Hrs * £39.11) | £462.67 |
| Disbursement – fees | £11.85 |
| Total cost of completed application | £474.52 |
| Total 6% inflation over the 5 year application life (2% Equates to 0.5% increase per year at current inflation rate + 4% staff pay increase @ 1% per year). | £28.47 |
| Total | £502.99 |
| Licence fee for a five person HMO property. (Rounded to the nearest £5) | £505.00 |
| Please Note: Each additional unit of accommodation over 5 will be charged at <u>£50.00 per additional unit.</u> | |

Please Note:

Additional fees apply to:

- Temporary Exemption Notices.
- Variation Notices – Refers to changes to license holder information, changes to amenity standards and increase / decrease in unit numbers in accordance with HMO regulations.
- All changes of Owner details are treated as new applications.

Additional Charges Breakdown:

| Charges breakdown for Temporary Exemption Notices (TEN) | | |
|---|--|------------|
| To undertake property inspection, prepare paperwork and write to Mortgagee/ relevant parties. Undertake representation from interested parties. Complete and update computer the system. Revisit and complete the notice on our system. | 02:00 Hours Charged at HMO Officer rate of £39.11 | £78.22 |
| TOTAL | | £80 |

| Charges applied to administer a <u>Variation Notice to the HMO licence.</u> | |
|---|--------------------|
| Variation to a license, including significant changes to the property, additions to the threshold units, structural changes and changes to amenity will be subject to consideration for a full application. Any charges will be in addition to planning fees which are applicable.** | |
| | |
| TOTAL CHARGE FOR VARYING AN EXISTING HMO PROPERTY. (See above) | See above** |
| TRANSFER of Licence for the remainder of the licence period to a: new/change of Manager/ Management. | £120 |
| Discretionary fee, where required, for conducting a CRIMINAL RECORDS BUREAU check on a proposed Licence Holder or Manager. (Landlords may choose to undertake their own DBS check and forward the original document to this office for attention provided it is dated after any suspected breach.) <i>To Note: 13/12/16 – A consultation is currently being undertaken by DCLG, regarding whether there is a requirement for an enhanced 'fit and proper' person test. If approved the licence fee will be subject to an additional mandatory fee for a DBS check. Details will be revised post (March 2017) The table of charges will be amended to reflect this.</i> | £70 |

Prepared on Behalf of the Director of Finance

FINANCIAL IMPLICATIONS

Implementation of a New Charging Structure for the Manatory Licensing of Houses in Multiple Occupation (HMO's) - Preferred Option

| | | | | |
|--|----------------|----------------|----------------|--------------------|
| i) <u>Capital Expenditure</u> | <u>2017/18</u> | <u>2018/19</u> | <u>2019/20</u> | <u>Total</u> |
| | £ | £ | £ | £ |
| To be financed from: | | | | |
| | | | | |
| | | | | |
| ii) <u>Revenue Effects</u> | <u>2017/18</u> | <u>2018/19</u> | <u>2019/20</u> | <u>Later Years</u> |
| | £ | £ | £ | £ |
| Expenditure | | | | |
| Average Income over 5 Years based on current HMO Licensing Fees. | -5,700 | -5,700 | -5,700 | -5,700 |
| Average Income over 5 Years based on revised HMO Licensing Fees. | -8,600 | -8,600 | -8,600 | -8,600 |
| Total Savings Generated by Proposal | -2,900 | -2,900 | -2,900 | -2,900 |

To Contribute Towards:

Future Council 2020 Efficiency Proposals - Communities BU8 E1

Impact on Medium Term Financial Strategy:

There is no impact on the Medium Term Financial Strategy - The savings from this proposal have already been considered as part of the 2020 Efficiency Proposals for Communities.

Agreed by:  On behalf of the Director of Finance

14th December 2016

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BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

**Joint Report of the Director
of Finance, Assets and IS –
and the Executive Director –
Place**

**HOUSING REVENUE ACCOUNT –DRAFT BUDGET 2017/18 & HOUSING
CAPITAL INVESTMENT PROGRAMME 2017-2022**

1. Purpose of report

1.1 This report provides a summary of:-

- (i) The Housing Revenue Account HRA draft budget for 2017/2018;
- (ii) 5 Year HRA Forecast;
- (iii) Use of the Working Balance; and
- (iv) The 2017/22 proposed capital investment programme

2. Recommendations

It is recommended:-

- (i) That the Housing Revenue Account Draft Budget for 2017/2018 be approved, with any final amendments / additions being delegated to the Cabinet Spokesperson for Place and the Executive Director for Place;
- (ii) That the Service Charge Proposals for 2017/2018 as set out at Appendix D & Sections 3.15 to 3.17 be approved;
- (iii) That the 2017/18 Berneslai Homes Management Fee at section 3.26 is approved with any final amendments / additions being delegated to the Service Director, Culture, Housing and Regulation and the Executive Director Place in consultation with the Cabinet Spokesperson for Place;
- (iv) That the use of Berneslai Homes Ltd retained surplus as outlined in section 3.27 be approved;
- (v) That the investment of the 2017/18 surplus as outlined in sections 3.7 & 3.23 be approved.
- (vi) The Council Housing Capital Investment programme for 2021-22 is approved.
- (vii) The Housing Reserves Fund proposed spend as outlined at 3.22 is approved.

- (viii) That a rent reduction in line with Government's rent policy be approved; and that;
- (ix) The Board of Berneslai Homes be authorised to vary any of the approved core capital schemes subject to a maximum variation on existing budgets of £250,000, with variations above this amount carried out in agreement with the Executive Director Place and the Cabinet Spokesperson for Place.

3. Introduction

- 3.1 This reports sets out the proposed 2017/18 HRA draft budget and the 2017/22 Housing Capital Investment Programme. At section 3.4-3.8 the five year financial forecast is shown highlighting the key pressures facing the HRA over the next five years.

Rent Policy

- 3.2 On the 8th July 2015 the Government made a surprise announcement to reduce social housing rents by 1% per annum for the next four years from 2016/17. In 2016/17 this amounted to a loss of income of £3.4M rising to £13.2M by 2020/21. In 16/17 savings were identified to mitigate against the income loss. Rent income forecasts had been previously based upon a rent increase formula of CPI plus 1%.
- 3.3 The 1% rent decrease leads to an average rent decrease of £0.80p per week for 2017/18.

Five Year Forecast

- 3.4 The table below compares the savings requirements reported in last year's business plan to those currently forecast.

| | 2017/18 £M | 2018/19 £M | 2019/20 £M | 2020/21 £M | 2021/22 £M |
|---------------------------|---------------|---------------|---------------|---------------|---------------|
| Savings Required Jan 2016 | - | 0.305 | 3.112 | 2.455 | 2.133 |
| Major Changes: | | | | | |
| Debt Repayment | 0.289 | 2.110 | 2.194 | 2.282 | 2.373 |
| Bad Debts | -1.077 | -0.015 | -0.022 | 0.671 | -0.025 |
| Impairment | -1.000 | -0.500 | -0.500 | -0.500 | -0.500 |
| Interest Charges | -0.285 | -0.266 | -0.479 | -0.545 | 0.087 |
| Rent Income (inc RTB's) | 0.255 | 0.521 | 0.736 | 0.921 | 1.246 |
| Other (net) | -0.550 | -0.662 | -0.708 | -0.764 | -1.059 |
| Latest Forecast: | | | | | |
| Savings Required | - | 1.493 | 4.333 | 4.520 | 4.255 |
| Surplus | 2.368 | - | - | - | - |

- 3.5 A remodelled service offer is being developed to achieve the required savings in future years.
- 3.6 In 2017/18 one off savings in the following main areas have resulted in a surplus of £2.4M.
- Impairment Charges £1.000M – Revised statutory determinations in relation to the accounting treatment of impairment are expected this year.
 - Bad Debt Provision £1.077M – Delays in the Government’s roll out nationally of Universal Credit.
- 3.7 It is proposed to invest the £2.4M surplus in 2017/18 in developing a New Build scheme to respond to the housing needs identified within the Older Persons and Vulnerable Adults needs assessment.
- 3.8 A summary of the draft 2017/18 budget is included at Appendix A and the main variations are included at Appendix B.

2017/18 Key Budget Assumptions

- 3.9 A number of assumptions have been built into the 2017-18 budget, the key areas summarised below:
- Average housing stock of 18,521 dwellings .
 - No requirement for new external borrowing
 - 1.5% of rent income for the bad debt provision
 - 1.0% rent loss due to voids

Available HRA Working Balances

- 3.10 The table below summarises the HRA working balance position.

| | £M |
|---|-------------|
| HRA Working Balance at 31 st March 2016 | 40.9 |
| <u>Earmarked For:</u> | |
| i) Capital Programme Commitments (line 15 Appendix C) | 15.6 |
| ii) HRA Reserve Fund (see section 3.22) | 14.3 |
| iii) Welfare Reform | 3.0 |
| iv) Impairment | 2.0 |
| iv) General Contingency/Minimum Working Balance | 3.5 |
| v) Sale of High Value Voids | 2.5 |

- 3.11 The Welfare reform earmarking will be reviewed annually and released in later years subject to the full roll out of Universal Credit.

- 3.12 Revised statutory determinations are anticipated in relation to the accounting treatment of impairment. The earmarkings for impairment will be reviewed in the light of the revised determinations and released during 2017/18 if no longer required.
- 3.13 The general contingency is set at 5% of the rent income budget, this is the minimum working balance.
- 3.14 The enforced sale of high value voids is a significant risk to the HRA as outlined at sections 11.8 & 11.9 and the Government's intentions regarding scale and timescales are not clear. We will monitor the position on an ongoing basis & release the earmarked resources to support other priorities if no longer required.

Service Charge Increases/Decreases

- 3.15 It is proposed that the communal facilities charge for those in housing for older people schemes should increase from £6.85 per week to £6.96 over 48 weeks in line with projected actual costs of the services provided.
- 3.16 It is proposed that water charges in those schemes where tenants do not pay Yorkshire Water direct should increase in line with the actual costs of water consumed. The revised weekly charges based upon pooling the costs over all relevant schemes are shown in Appendix D.
- 3.17 There are 33 New Build properties with shared facilities for which service charges are levied. It is proposed to levy the weekly charges in line with estimated actual costs, the individual scheme costs are shown in Appendix D.

2017/22 Council Housing Investment Programme

- 3.18 Cabinet previously approved a five year Council Housing Capital Investment Programme 2017-22 (Cab.16.12.2015/9). Moving forward a year this report sets out the proposed investment programme for 2021/22 and new schemes identified since the original five year programme was approved.
- 3.19 The proposed 2017-22 Council Housing Investment Programme totals £137.419M. The aim of the core investment programme is to maintain the council housing stock in Barnsley at the decency standards set by the Barnsley Homes Standard. However it has also been possible to identify resources for added value schemes including new build and acquisitions. Appendix C details the five year programme and the resources available for investment.

- 3.20 The 2017-22 Barnsley Homes Standard (BHS) budget is kept at a level to keep properties from falling into non decency. This programme targets those properties where, through the passage of time, elements such as kitchens; bathrooms; heating systems; windows and external doors are worn out and need replacing.
- 3.21 The five year programme includes the main non Barnsley Homes standard budgets -replacement items, major adaptations and structural extensive works.
- 3.22 Last year savings totalling £14.3M were identified within the Council Housing capital programme (£9.3M) and from a review of the HRA working balances (£5M).The investment will be used to support the Council's priority of Housing Growth and providing affordable rented housing. The table below shows the proposed investment and profile of this budget. It is recognised that additional resources will be required to develop initiatives and fast track schemes.

| Project | 17-18 £M | 18-19 £M | 19-20 £M | 20-21 £M | Total £M |
|----------------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| Baden Street New Build | 0.275 | 0.375 | 0.100 | | 0.750 |
| Section 106 Acquisitions | 1.000 | 1.000 | 1.000 | | 3.000 |
| Other Stock Acquisitions | | 2.700 | 2.700 | 2.700 | 8.100 |
| Other Housing Growth Initiatives | | | 1.000 | 1.000 | 2.000 |
| Contingency/Capacity | 0.100 | 0.100 | 0.100 | 0.194 | 0.494 |
| Total | 1.375 | 4.175 | 4.900 | 3.894 | 14.344 |

- 3.23 It is proposed to invest the £2.4M surplus in 2017/18 in developing a New Build scheme to respond to the housing needs identified within the Older Persons and Vulnerable Adults needs assessment.
- 3.24 The proposed investment in acquisitions will enable the Council to utilise it's '1-4-1' receipts generated from the sale of Council dwellings though 'Right to Buy (RTB). These receipts can be used to invest in eligible new build schemes and acquisitions but must be spent within 3 years or be returned back to the Government. In addition the 1-4-1 contribution can only represent 30% of the total cost of the investment, the other 70% is required from other HRA capital resources.
- 3.25 Investment in further New Build and acquisitions helps to offset the stock loss and subsequent rent income loss from sales through RTB's, helping the sustainability of the HRA.

Management Fee

- 3.26 The proposed Berneslai Homes Management Fee for 2017/18 is detailed below.

| | £ | £ |
|---|----------------|-------------------|
| Original Management Fee 2016/17 | | 13,946,090 |
| <u>Variations</u> | | |
| | | |
| Salaries (1% pay award), Increments and Pension Increase (1.6%) | 168,416 | |
| Apprentice Levy | 32,024 | |
| Utility Decreases | -77,000 | |
| Digital Agenda | -78,500 | |
| Other | <u>-54,460</u> | -9,520 |
| | | |
| Updated Management Fee | | 13,936,570 |

- 3.27 It is proposed to use Berneslai Homes Retained Reserves to fund a £50,000 development in an investment to promote the digital agenda and channel shift.
- 3.28 Previously approved priorities for investing the Company's retained surplus include the following:-
- Service impacts of Welfare Reform,
 - Financial risk, including risks around the PRIP arrangement,
 - Further modernisation of the service which may be around looking at digital inclusion, e-access and the digital agenda and channel shift.
 - Support to the 2016/17 Berneslai Homes budget (time limited Development Proposals),
- 3.29 In the future there is a potential for Berneslai Homes to consider using its reserves to support housing growth by direct new build/ acquisition and the purchase of enforced high value sales from the Council. This approach would bring much needed extra affordable housing to Barnsley outside of RTB regulations. The viability of this will depend upon the scale of the sales and would require consideration and approval from the Council.

4. Consideration of alternative approaches

- 4.1 The budget has been developed with the aim of ensuring wherever possible that existing approved policies can continue to be delivered. From the many alternative approaches available the package of proposals in this report is considered to best achieve this intention.

5. Proposal and justification

- 5.1 It is proposed that individual dwelling rents be decreased in line with the Government's rent policy. In addition it is proposed that the use of Berneslai Homes Ltd retained surplus as set outlined in 3.27 be approved and that the proposed investment of the 2017/18 surplus as set out in sections 3.7 & 3.23 be approved. It is proposed that the 2017-22 capital programme (Appendix C) is approved. The programme is affordable over the five year period and consistent with the Council's approved Housing Strategy.

6. Implications for local people / service users

- 6.1 The effective management of the HRA helps to consistently drive forward service improvements for the benefit of both council tenants and the wider community.
- 6.2 The capital programme is designed to meet decency standards and has aspects within it to help reduce fuel poverty and to maximise opportunities to invest in affordable warmth initiatives. The major adaptations budget will also support the continued independence of vulnerable people.

7. Financial implications

- 7.1 In total these proposals will maintain the minimum working balance at the required level of £3.5M.
- 7.2 The total cost of the 2017/22 capital programme is £137.419M and is affordable over this five year period.

8. Employee implications

- 8.1 Any employee implications will be addressed as detailed scheme proposals are developed and approved.

9. Communications implications

- 9.1 A joint press release will be issued. Berneslai Homes will continue to communicate directly with those tenants who will be directly affected by the proposed capital works in a timely manner.

10. Consultations

- 10.1 Discussions have taken place with the Director –Finance, Property & Information Services and the Executive Director – Place.
- 10.2 Consultations with local members on the Barnsley Homes Standard and on any other major capital schemes in their area will continue to take place.
- 10.3 Consultations on the Council Housing Capital Investment Programme have and will continue to take place with Planning and Highways, NPS, Legal Services and Internal Audit where appropriate.

11. Risk management issues

- 11.1 In preparing the draft budget for 2017/18 a number of risks have been identified which will require attention during the financial year. Risks have been identified where they would have a significant impact on the ability of the Council and Berneslai Homes to achieve the stated objectives and to ensure a balanced budget at the year-end.

(1) Welfare Reform

- 11.2 Rent collection rates in the first 6 months of 2016/17 continue to remain strong at 98.27%. This can be attributed to the excellent efforts in the rent collection team, the delay in Universal Credit being rolled out to a wider client group, our flexible approach in supporting tenants to downsize in order to reduce their financial commitments and the team being proactive in helping tenants to claim grants and benefits including discretionary housing payments.
- 11.3 Welfare Reform continues to be a major risk to our Business Plan, in particular the reduced benefit cap implemented from November 2016 and the eventual full roll out of Universal Credit (UC) when working age claimants receive their rent included as part of their monthly benefit rather than paid directly to the landlord in the form of Housing Benefit. The Department for Works and Pensions (DWP) have just published its transitional roll out schedule for the full UC service for all claimant types. Barnsley is scheduled for rollout in July 2017. After this roll out is complete the DWP will begin moving all remaining existing benefit claimants to the full UC service. In September 2016 we are aware of 103 tenants who are in receipt of UC and in total £45,076 is owed by 88 tenants, this equates to an 82% collection level. There is a specific provision in the HRA working balance of £3M to mitigate against this risk.
- 11.4 The annual provision for Bad Debts within the Business Plan has been reviewed in light of the delays in the roll out of Universal Credit. The budget has been set at 1.5% of rental income in 2017/18 rising to 3% in 2018/19 to 2020/21 reducing to 2% thereafter. This reflects the potential roll out of Universal Credit and a return to more normal levels after.

(2) Treasury Management

- 11.5 With the introduction of self financing the HRA exposure to treasury management risk has significantly increased as the protection from increased interest rates provided by the previous Housing subsidy system has ceased. The Council's approach to managing treasury management risk is set out in the Treasury Management Strategy agreed annually as part of the budget process. The types of risk which are most relevant to the HRA are interest rate risk and refinancing risk.
- 11.6 In the 2017/18 budget variable rate loans previously included at 2% have been reduced to 1.2% rising to 1.7% in 2018/19 and 2.5% for later years. This does increase the interest rate risk and will need to be monitored closely.

(3) Right to Buy

- 11.7 The level of sales through the 'Right to Buy' is greater following Government changes which have made the scheme more attractive through increases to the amount of discount which tenants receive. The actual sales for 2015/16 were 148 compared to 40 sales in 2011/12. The estimate for 2016/17 is 200 and 2017/18 is 225. The first call against the receipt from each **additional** sale is to meet the debt for that property taken on under the self financing regime. Yet increased sales through 'Right to Buy' still places a burden on the 30 year plan due to the loss of economies of scale, difficulties in downsizing to match new lower income levels and potential restructuring costs. Maintaining stock levels by taking advantage of acquisition and new build opportunities will mitigate against this risk and provide homes for people in housing need.

(4) High Value Sales

- 11.8 The Housing and Planning Act 2016 introduced the 'Right to Buy' for Housing Association tenants. To fund this scheme and compensate Housing Associations for the loss of their housing stock the government plans to introduce an annual levy on Local Authority HRA's. The levy is payable regardless of any high value stock actually becoming vacant or being sold.
- 11.9 In 2015/16 HRA final accounts report (cab.15.6.2016/9) approval was given to earmark savings to mitigate against the impact of the Sale of High Value Voids avoiding the need to sell around 30 dwellings. The date of implementation of the levy and the scale of the levy are unknown although the Government has recently confirmed that a payment will not be required in 2017/18.

12. **Glossary**

CIPFA – Chartered Institute of Public Finance and Accountancy

CLG – Department for Communities and Local Government

Delivery Plan - This document sets out Berneslai Homes' priorities, planned outputs and targets for the coming year and is agreed with the Council.

HRA – Housing Revenue Account

Working Balance - The accumulated surplus (excess of income over expenditure) on the Housing Revenue Account

Earmarked Working Balance - Working Balance which is set aside to meet planned future expenditure

Unallocated Working Balance - Working balance which is not set aside and is potentially available to fund priority additional expenditure items

PRIP - Property Repairs and Improvement Partnership

MRR - Depreciation Charges to the HRA are transferred to the Major Repairs Reserve pending their use to fund capital schemes

RSL - Registered Social Landlord, for example a housing association

Impairment Charges -. these are made to reflect reductions in the value of assets due to changes in the physical condition of the property over and above normal wear and tear and reductions due to changes in market conditions. These charges can first be made against the revaluation reserve of the asset (if one exists). Charges in excess of the revaluation reserve have to be made to the income and expenditure statement.

13. **List of appendices**

Appendix A - Housing Revenue Account Draft Budget 2017/18

Appendix B - Major Variations

Appendix C - Housing Capital Investment Programme 2017-22

Appendix D –Proposed 2017-18 Service Charge Increases

14. **Background papers**

14.1 Welfare and Work Act 2016

14.2 Housing and Planning Act 2016

14.3 Budget working papers containing exempt information - not available for inspection.

Officer Contact: Director of Finance, Property & Information
Services Tel No: 773101
Executive Director – Place
Tel No: 772001
Date December 2016

Housing Revenue Account - Draft Budget 2017/18

| | 2016/17 | | 2017/18 |
|---|-----------------------|----------------------|--------------------|
| | Original £ | Revised £ | Draft £ |
| <u>INCOME</u> | | | |
| 1 Dwellings Rent | 71,104,130 | 71,204,130 | 69,843,580 |
| 2 Non Dwellings Rents | 391,480 | 376,480 | 371,480 |
| 3 Heating Charges | 644,180 | 544,180 | 574,780 |
| 4 Other Charges for Services and Facilities | 788,670 | 928,930 | 886,560 |
| 5 Contributions towards Expenditure | 517,920 | 837,510 | 512,220 |
| | 73,446,380 | 73,891,230 | 72,188,620 |
| <u>EXPENDITURE</u> | | | |
| 6 Repairs and Maintenance (including fees) | 18,058,620 | 18,470,620 | 18,294,990 |
| 7 Supervision, Management & Special Services | 16,677,430 | 16,784,930 | 16,612,130 |
| 8 Rents, Rates, Taxes and Other Charges | 171,800 | 194,000 | 201,300 |
| 9 Increased Provision for Doubtful Debts | 1,066,560 | 750,000 | 1,047,650 |
| 10 Depreciation & Impairment of Fixed Assets | 13,027,970 | 12,527,970 | 12,027,970 |
| 11 Debt Management Costs | 94,580 | 94,580 | 94,580 |
| | 49,096,960 | 48,822,100 | 48,278,620 |
| 12 Net Cost of Services | -24,349,420 | -25,069,130 | -23,910,000 |
| 13 Interest Payable and similar charges | 11,678,770 | 11,578,770 | 10,635,600 |
| 14 Amortised Premiums and Discounts | 77,570 | 77,570 | 77,570 |
| 15 Investment Income | -134,560 | -146,000 | -107,230 |
| 16 Net Operating Expenditure | -12,727,640 | -13,558,790 | -13,304,060 |
| Appropriations | | | |
| 17 Transfer to/from Major Repairs Reserve | 8,272,170 | 8,272,170 | 8,907,170 |
| 18 Revenue Contribution to Capital | 14,185,180 | 6,841,350 | 7,819,640 |
| 19 Debt Repayment | 2,304,980 | 1,950,520 | 2,028,530 |
| 20 Base Budget | 12,034,690 | 3,505,250 | 5,451,280 |
| 21 Use of (-) / Contribution to Working Balance | -12,034,690 | -3,505,250 | -7,819,640 |
| 22 Additional New Build | 0 | 0 | 2,368,360 |
| 23 Surplus (-) / Deficit to be Financed | 0 | 0 | 0 |

Housing Revenue Account - Draft Budget 2017/18

| ITEM | £ | £ |
|---|------------|------------------|
| 1 2016/17 BUDGET | | 12,034,690 |
| 2 ADD VARIATIONS | | |
| 3 Reduction in Revenue Contribution to Capital | -6,365,540 | |
| 4 Reduction in Interest Charges due to loans maturing and no requirement to borrow | -1,043,170 | |
| 5 1% Rent Decrease | 1,260,550 | |
| 6 Deletion of Impairment | -1,000,000 | |
| 7 Increase in the transfer to the major repairs reserve re depreciation in line with the Self Financing Settlement | 635,000 | |
| 8 Debt Repayment in line with approved Council Debt Repayment Policy | -276,450 | |
| 9 Repairs & Maintenance 1% inflation | 166,870 | |
| 10 Increased back funding Pension cost | 150,000 | |
| 11 Increase in RTB Admin Income due to higher RTB forecasts | -130,000 | |
| 12 Housing & Planning Act 'Enforced Sales' Administration Costs | 100,000 | |
| 13 Increase in Renewable Heat Incentive Income | -105,500 | |
| 14 Lower Heating Charge Income based on previous year outturns | 69,400 | |
| 15 Other Variations | 55,430 | |
| 16 TOTAL VARIATIONS | | -6,583,410 |
| 17 2017/18 DRAFT BASE BUDGET | | 5,451,280 |

Housing Capital Investment Programme 2017-22

| | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | TOTAL |
|---|---------------|---------------|---------------|---------------|---------------|----------------|
| | £M | £M | £M | £M | £M | £M |
| Expenditure: | | | | | | |
| Core Programme: | | | | | | |
| 1 Barnsley Homes Standard | 14.499 | 14.923 | 15.264 | 14.176 | 18.369 | 77.231 |
| 2 Heating Works | 1.166 | 1.044 | 1.070 | 1.096 | 1.124 | 5.500 |
| 3 Replacement Items | 1.995 | 1.869 | 1.939 | 1.987 | 2.036 | 9.826 |
| 4 Major Adaptations | 1.900 | 1.953 | 2.007 | 2.097 | 2.150 | 10.107 |
| 5 Structural Extensive Works | 1.214 | 1.250 | 1.347 | 1.324 | 1.358 | 6.493 |
| 6 Other | 0.326 | 0.315 | 0.323 | 0.331 | 0.339 | 1.634 |
| Added Value Investment: | | | | | | |
| 7 Housing Reserve Fund | 1.375 | 4.175 | 4.900 | 3.894 | 0.000 | 14.344 |
| 8 New Build | 2.575 | 1.528 | 0.000 | 0.000 | 0.000 | 4.103 |
| 9 Acquisitions | 2.323 | 1.163 | 1.163 | 1.164 | 0.000 | 5.813 |
| 10 New Build Bungalows (2017-18 Surplus) | 1.184 | 1.184 | 0.000 | 0.000 | 0.000 | 2.368 |
| 11 Total Expenditure | 28.557 | 29.404 | 28.013 | 26.069 | 25.376 | 137.419 |
| Resources: | | | | | | |
| 12 Major Repairs Reserve | 18.490 | 19.043 | 19.938 | 20.311 | 24.662 | 102.444 |
| 13 Capital Receipts | 0.675 | 0.689 | 0.702 | 0.700 | 0.714 | 3.480 |
| 14 1-4-1 Capital Receipts | 0.360 | 1.163 | 1.163 | 1.164 | 0.000 | 3.850 |
| 15 Revenue Contribution to Capital * | 6.445 | 3.122 | 1.310 | 0.000 | 0.000 | 10.877 |
| 16 HRA Reserve Funding | 1.375 | 4.175 | 4.900 | 3.894 | 0.000 | 14.344 |
| 17 2017/18 Revenue Surplus | 1.184 | 1.184 | 0.000 | 0.000 | 0.000 | 2.368 |
| 18 Other | 0.028 | 0.028 | 0.000 | 0.000 | 0.000 | 0.056 |
| 19 Total Resources | 28.557 | 29.404 | 28.013 | 26.069 | 25.376 | 137.419 |

* £4.691M RCCO's forecast to be utilised in 2016/17

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Proposed 2017/18 Scheme Water Charges

| Property | Current Charge £ | Proposed Charge £ |
|-----------------|-----------------------------|------------------------------|
| Bedsit | 3.14 | 2.63 |
| 1 Bed | 3.87 | 3.24 |
| 2 Bed | 4.59 | 3.85 |
| 3 Bed | 5.44 | 4.56 |

Proposed 2017/18 New Build Service Charges

| Location | Current Charge £ | Proposed Charge £ |
|-----------------------------------|-----------------------------|------------------------------|
| Vernon Crescent | 2.63 | 2.70 |
| Lidgett Close | 5.47 | 6.02 |
| Halifax Street | 7.99 | 4.53 |
| Roy Kilner Road | 2.66 | 2.66 |
| Huddersfield Road – Flat 1 | 0.93 | 0.93 |
| 39 Huddersfield Road Flats 2-5 | 1.17 | 1.17 |

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CABINET – 11th January 2017

STRATEGIC RISK REGISTER – Full Review October 2016

1. Purpose of the Report

- 1.1 The Strategic Risk Register (SRR) contains those high level risks which are considered to be significant potential obstacles to the overall achievement of the Council's corporate objectives.
- 1.2 Like all risk registers, it is important that the SRR remains up to date and is reviewed regularly in order to accurately reflect the most significant risks to the achievement of corporate objectives and facilitate timely and effective mitigations of those risks.
- 1.3 Following a review of the SRR in March 2016, a further review of the SRR was undertaken in October 2016. The outcomes of that review are detailed in the body of this report.

2. Recommendation

2.1 It is recommended that:

- i. **Cabinet confirms that the high level strategic risks articulated within the SRR fully reflect the current position of the Council; and,**
- ii. **Cabinet considers the content of this report, and continues to commit to support the Corporate Risk Management process and the embedding of a Risk Management culture within the organisation.**

3. Introduction and Background

- 3.1 The Introduction and background to the SRR is now included as Appendix One to this report. This details:
 - The context of the SRR in relation to the broader governance arrangements in place;
 - The importance of the SRR in relation to embedding Risk Management within the Council;
 - The management of the SRR;
 - The content of the SRR; and,
 - The review process to ensure the SRR remains a vibrant and dynamic document;

4. Risk Profile

- 4.1 The table below sets out the distribution of the SRR risks across the six concern rating classifications:

| Risk Concern Rating | Number of Risks (as at Oct 2016) | Percentage (as at Oct 2016) | Number of Risks (as at Mar 2016) | Percentage (as at Mar 2016) | Number of Risks (as at Oct 2015) | Percentage (as at Oct 2015) |
|---------------------|----------------------------------|-----------------------------|----------------------------------|-----------------------------|----------------------------------|-----------------------------|
| 1 | 0 | 0% | 0 | 0% | 0 | 0% |
| 2 | 4 | 20% | 3 | 16% | 2 | 12% |
| 3 | 6 | 30% | 7 | 37% | 6 | 35% |
| 4 | 9 | 45% | 8 | 42% | 8 | 47% |
| 5 | 1 | 5% | 1 | 5% | 1 | 6% |
| 6 | 0 | 0% | 0 | 0% | 0 | 0% |
| Total | 20 | 100% | 19 | 100% | 17 | 100% |

- 4.2 The total number of risks logged in the SRR has increased by one since the last review in March 2016 (risk 3842 - Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe). This risk is detailed further in section 5.2.4 of this report.

The current review identified two risks that have had their risk concern rating reduced:

- Risk 3024 ('Lack of educational attainment') – was concern rating '3', now logged as concern rating '4': Reflects improvements to GCSE results in Barnsley, that are now above the national average for the first time; and,
- Risk 3034 ('Failure to deliver the MTFs - 'Failure of Future Council to achieve the required level of savings') – was concern rating '3', now logged as concern rating '4': Reflects improved confidence to identify and deliver a sustainable financial strategy.

- 4.3 Details of the average risk category score for the SRR, from the 'zero-based' review in March 2013 are detailed below:

| | Period | | | | | | | |
|-----------------------------|-----------|-----------|-----------|-----------|----------|-----------|-----------|-----------|
| | Mar 2013 | Oct 2013 | Feb 2014 | Sept 2014 | Feb 2015 | Oct 2015 | Mar 2016 | Oct 2016 |
| Average Risk Concern Rating | 3.70 ➔ | 3.47 ↓ | 3.47 ➔ | 3.35 ↓ | 3.5 ↑ | 3.47 ↓ | 3.37 ↓ | 3.35 ↓ |

- 4.4 The slight variance in the average concern rating is directly attributable to the identification of risk 3842, detailed in section 5.2.4 of this report.

5. Outcomes of the March 2016 Review

- 5.1 The significant outcomes that are detailed in this document focus on:

- Significant / 'Red' Risks; and,
- New / Emerging Risks.

5.2 Significant / 'Red' Risks:

- 5.2.1 Risk 3026: Failure to achieve a reduction in health inequalities within the Borough:

| Risk: | Risk Owner: |
|---|---------------------------|
| Risk 3026 – Failure to achieve a reduction in health inequalities within the Borough. | Director of Public Health |

| |
|--|
| Consequences: |
| Health inequalities persist. Life expectancy in Barnsley remains well below the national average. Such health inequalities challenge not just the health and social care services but every one interested in the future prosperity and well-being of the borough. <i>For more information, see Appendix Eight.</i> |

As per previous reports, this risk is currently logged as having a 'Concern Rating' of 2. It is important to note that despite this risk having been allocated a 'red' concern rating, it is recognised that population based outcome measures are often slow and difficult to change.

The Risk Mitigation Actions for this risk focus on:

- Developing the Public Health distributed Model to include sector led improvement recommendations;
- Developing the governance arrangements regarding the Public Health Strategy to ensure Service Directors are held to account for public health outcomes vested with Business Units;
- Identification of priority areas regarding the use of the Public Health Grant; and,
- Developing options regarding innovative commissioning and partnership working with the CCG regarding pooled budgets.

5.2.2 Risk 3792: Failure to be prepared to assist in the event of an emergency resilience event in the region:

| | |
|---|---|
| Risk: | Risk Owner: |
| Risk 3792 – Failure to be prepared to assist in the event of an emergency resilience event in the region. | Director, Human Resources, Performance and Communications |
| Consequences: | |
| Recent emergencies relating to industrial actions and flooding proves there is still an inappropriate reliance on the increasingly limited resources of the HS&ERS to manage and lead on the management of emergency events. <i>For more information see Appendix Eight.</i> | |

The Risk Mitigation Actions for this risk focus on:

- Providing SMT with improvement opportunities to consider in terms of resourcing and pump-priming;
- Working with Information Services to assist in identifying IT related business continuity issues within individual Business Units; and,
- Liaison with colleagues within Environment and Transport regarding community flood resilience plans.

5.2.3 Risk 3793: Failure to ensure that appropriate disaster recovery arrangements are in place to ensure the Council is able to recover in the event of a business continuity threat or incident:

| | |
|---|----------------------------------|
| Risk: | Risk Owner: |
| Risk 3793 – Failure to ensure that appropriate disaster recovery arrangements are in place to ensure the Council is able to recover in the event of a business continuity threat or incident | Director, Finance, Assets and IS |
| Consequences: | |
| In the event of a business continuity threat the Council will be unable to recover in an effective manner resulting in lost time and resources. Inability for customers to be able to access services and a lack of access to IT systems to enable employees to undertake their duties effectively. | |

The Risk Mitigation Actions for this risk focus on:

- Working with the Health, Safety and Emergency Resilience Unit to assist in identifying IT related business continuity issues within individual Business Units;
- Formalising and testing plans; and,
- Developing agreements for out of hours support.

5.2.4 Risk 3842: Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe:

| Risk: | Risk Owner: |
|---|------------------------|
| Risk 3842 – Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe | Director Public Health |
| Consequences: | |
| Poor quality of services affecting customers health and missed identification of issues and concerns by professional employees resulting in a breach of safeguarding arrangements affecting wellbeing of customers; Increased likelihood of HR disputes resulting in potential strike action; The transition of the service has unfortunately created a one off pressure of £0.442M which has been subsumed within the overall plan; <i>For more information see Appendix Eight.</i> | |

5.3 New / Emerging Risks:

Details of risk 3842 ('Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe') have been detailed within section 5.2.4 of this report.

- 5.4 Details of the risks logged on the SRR that have improved since the last review are logged in Appendix Two to this report.
- 5.5 There are no risks logged on the SRR that that have worsened since the last review of the SRR.
- 5.6 There are no risks logged on the SRR that are proposed to be closed since the last review of the SRR.
- 5.7 Details of all SRR risk concern ratings, including a direction of travel indicator to provide details of the 'trend' of the SRR risk profile are included as Appendix Three to this report.

6. Risk Mitigation Actions

- 6.1 Appendix Four details the completed risk mitigation actions following the October 2016 review.
- 6.2 There are no risk mitigation actions logged on the SRR that have been allocated a 'red' status following the October 2016 review.
- 6.3 Appendix Five details those risk mitigation actions that are new following the October 2016 review.

7. Other Significant Changes to the SRR

- 7.1 Other significant changes to the SRR have been highlighted in bold text, and included within Appendix Six of this report.

8. Assurance

- 8.1 This report and the SRR (which is attached to this report as Appendix Six) itself will be submitted to the Audit Committee at their meeting of 7th December 2016, in order to provide assurances that these significant risks are being managed appropriately.
- 8.2 The Audit Committee have expressed a clear interest in receiving assurance from Cabinet that appropriate challenge and scrutiny of corporate risk management arrangements take place, and engagement with significant risks through reports on the SRR will be a key source of assurance. The Audit Committee will be informed of the outcomes of Cabinet's consideration of the SRR.

9. Future Review of the SRR

- 9.1 Future review of the SRR are now programmed with other governance related reports such as those relating to Corporate Finance and Performance Management in order for Cabinet to receive and consider these governance related reports as a broad suite of documents.

10. Delivering Corporate Plan Ambitions

- 10.1 The SRR lists those significant risks which could impact upon the delivery of the Council's priorities and objectives, as set out in the Council's Corporate Plan. Risks within the SRR are directly linked to the Corporate Plan in order to ensure that the register is focused upon those risks which are considered to be significant potential obstacles to the achievement of corporate objectives.

11. Risk Management Issues

- 11.1 The report focuses on the further development of the SRR and the contribution this will make to the embedding of a risk management culture throughout the Council.
- 11.2 Failure to develop the SRR will present a significant risk to the successful implementation of the required Risk Management culture within the Council.

12. Financial Implications

- 12.1 There are no specific financial implications arising directly from this report, although there is often a cost in taking (or not taking) specific action that was identified through the risk management process. Most individual Cabinet Reports have financial implications and so the application of good risk management practices is vital to ensure the most effective use of resources.

13. Appendices

| | |
|------------------------|---|
| Appendix One: | SRR Introduction and Background |
| Appendix Two: | Improved SRR Risks |
| Appendix Three: | Direction of Travel / Trend Report |
| Appendix Four: | Completed Risk Mitigation Actions |
| Appendix Five: | New Risk Mitigation Actions |
| Appendix Six: | Full SRR as at October 2016 |

14. Background Papers

- 14.1 Various papers and electronic files and risk registers are available for inspection at the Westgate Plaza One offices of the Council.

Contact Officer: Risk and Governance Manager
Telephone: 01226 77 3119
Date: 9th December 2016

1. Introduction

- 1.1 The embedding of a culture where Risk Management is considered a part of normal business process is crucial to the delivery of the Risk Management Policy and Strategy and the implementation of good governance arrangements.
- 1.2 A robust and dynamic SRR sets the culture and tone for Risk Management across and throughout the Council. The engagement of the Senior Management Team (SMT) in the Risk Management process through their ownership and review of the SRR demonstrates a strong commitment to lead and champion Risk Management 'from the top' and to further reinforce the continuing development of a Risk Management culture.
- 1.3 The risks in the SRR are owned by SMT, with the management of individual risks being allocated to a Risk Manager (a member of SMT) and measures to mitigate risks allocated to Risk Mitigation Action Managers (being those senior managers best placed to take responsibility to drive the implementation of those actions).
- 1.4 SMT is also responsible for ensuring that the SRR continues to express those high level risks which have a significant bearing upon the overall achievement of corporate objectives and that they are being appropriately managed.
- 1.5 In order to provide assurances that the SRR is being appropriately managed, reviews of the register are facilitated by the Risk and Governance Manager on a six monthly cycle. The results of these reviews are then presented to the Council's Directorate Risk Champions, and reported to SMT for further consideration and challenge. The outcomes of these processes are then reported to the Audit Committee, and subsequently, Cabinet.
- 1.6 This report provides a summary to Cabinet of the recent review, and highlights specific issues and actions for consideration. This ensures Senior Elected Members are aware of the SRR and can contribute to its development. The consideration of the SRR by Cabinet also contributes towards the role of Elected Members in assisting in the development of strategy and contributing to the identification of high level strategic risks, rather than simply monitoring the management of the Risk Management process.

2. Background and Context to the March 2016 Review

- 2.1 The review that has recently been completed is the fifth review of the SRR, which was significantly refreshed, following a 'zero-based' review of the SRR in March 2013.
- 2.2 The current review included:
 - **Consideration of the current expression of the Risk:**
Risk Owners are encouraged to consider risks in terms of Event > Consequence > Impact, and these are logged within the 'Risk Title' and 'Risk Consequences' fields.
 - **Consideration of links between Corporate Priorities, Outcomes and Risks:**
Each Risk is clearly linked to a Corporate Priority, and these are logged in the 'Priority' field.

Clear links between Corporate Outcomes and Risks have been identified and logged in the 'Existing Control Measures' field, to demonstrate the relevance of risks to the Council's performance management framework.

▪ **Consideration of the level of 'Concern' for each Risk:**

Clearly, all risks logged in the SRR are significant. A 'traditional' quantitative risk assessment of all SRR risks has been undertaken, and all of the risks logged in the SRR have been assessed as being 'red' due to their high rating in terms of probability and / or impact.

Whilst risk mitigation actions are in place, and efforts are being made to ensure the intended benefits of such risk mitigation actions are realised, the actual positive impact of these mitigations can often be hard to express in terms of the risk assessment itself, and ultimately, what are contextually small positive impacts on such significant risks may simply result in the *maintenance* of the assessment, rather than actually *improving* it.

As part of the 'zero-based' review of the SRR in March 2013, the use of a 'Concern Rating' was implemented. This qualitative assessment gives the Risk Owner, or SMT collectively, the opportunity to consider the following dynamic elements of the risks, rather than focusing on the traditional probability and impact based assessments:

| Concern Rating | Description |
|------------------|--|
| 1 - Red | Little confidence the Risk can be improved; Unachievable Objective; Difficult to Influence; or, Out of Tolerance. |
| 2 - Red | Concern is between Rating 1 and Rating 3. |
| 3 – Amber | Some confidence the risk can be improved; Moderately achievable Objective; Possible to Influence; or, Barley Tolerable. |
| 4 – Amber | Concern is between Rating 3 and Rating 5. |
| 5 – Green | Confident the Risk can be improved; Achievable Objective; Easily Influenced; or, Tolerable. |
| 6 – Green | Concern Rating is less than 5. |

▪ **Consideration regarding *existing* Risk Mitigation Actions, as well as consideration of any *new* Risk Mitigation Actions:**

Each risk mitigation action is allocated a red, amber or green rating, on a similar basis as the Risk Concern rating. Risk mitigation action owners are asked to provide an assessment as to the overall progress and achievement of each of these actions. Of note is the fact that some risks may be logged as being 'amber' or in some circumstances, 'red' in terms of the overall 'Concern Rating', but risk mitigation actions may be logged as 'green'. The implication of this is that the actions being taken are on track, but due to factors such as the 'long-tail' nature of some risks, the action may be something that is aimed at *maintaining* the risk, rather than *improving* it.

Similarly, some risks may be logged as having a 'Concern Rating' of 'green', with actions logged as being 'amber' or in some circumstances, 'red'. This reflects that whilst the risk itself may be acceptable, the actions themselves may be less so. In these circumstances, attention should be given to ensuring the action is resourced to ensure it is able to deliver the intended outcomes. This is in addition to the '% complete' field which is included within the register.

- **Consideration of Future Council Activity:**

As part of the current review, SRR Risk Owners were asked to consider the implications of the transition to the Future Council model, in terms of the ownership and positioning of the risk, along with any issues arising that may affect the delivery of risk mitigation actions.

- 2.3 Consideration was also given during each update meeting with Risk Owners regarding any new or emerging risks that should be considered, or any risk areas that may be developing that could influence the consideration of exiting risks.

Appendix Two: Improved SRR Risks

| Risk Number | Risk Name | Reason for Improvement |
|-------------|--|---|
| 3024 | Lack of educational attainment | This decrease from concern rating '3', to concern rating '4' reflects improvements to GCSE results in Barnsley, that are now above the national average for the first time. |
| 3034 | Failure to deliver the medium Term Financial Strategy ('Failure of the Future Council to deliver the required level of savings') | This decrease from a concern rating of '3' to '4' reflects improved confidence to identify and deliver a sustainable financial strategy. |

Appendix Three: Direction of Travel / Trend Report

| Risk Number | Risk Title | Oct 2016 | Mar 2016 | Sept 2015 | Feb 2015 | Sept 2014 | Feb 2014 | Oct 2013 | June 2013 |
|-------------|---|-------------|-------------|-------------|-------------|-----------|----------|----------|-----------|
| 3021 | Failure to build the Economy of Barnsley | Closed - | Closed - | Closed - | Closed - | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 - |
| 3022 | Inability to direct Corporate Strategy | 3 ⇕ | 3 ⇕ | 3 2 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 - |
| 3023 | Failure to engage with Stakeholders | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ↑ | 2 ↓ | 3 ⇕ | 3 ⇕ | 3 - |
| 3024 | Lack of Educational Attainment | 4 ↑ | 3 | 3 ↓ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ↑ | 3 - |
| 3025 | Failure to Safeguard Vulnerable Service Users | 3 ⇕ | 3 ↑ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 - |
| 3026 | Failure to achieve a reduction in health inequalities within the Borough | 2 ⇕ | 2 ⇕ | 2 ⇕ | 2 ⇕ | 2 ⇕ | 2 ⇕ | 2 ⇕ | 2 - |
| 3027 | Failure to manage Organisational Change ('Risk of destabilisation of the Organisation') | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 - |
| 3028 | Workforce planning issues | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ↓ | 4 - |
| 3029 | Failure to Safeguard Information | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ↑ | 3 ⇕ | 3 ⇕ | 3 ↓ | 4 - |
| 3030 | Failure to be prepared for an emergency response or business continuity threat | Closed - | Closed - | 2 ⇕ | 2 ⇕ | 2 ↓ | 3 ⇕ | 3 ↓ | 4 - |
| 3031 | Strategic Performance, Governance or Compliance failure | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 - |
| 3032 | Failure of Partnership Working / Supply Chains | Closed - | Closed - | Closed - | Closed - | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 - |
| 3033 | Failure to adapt the Authority into a sustainable organisation ('Failure to maintain current Services) | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 ↑ | 3 ⇕ | 3 ⇕ | 3 ↓ | 4 - |
| 3034 | Failure to deliver the Medium Term Financial Strategy ('Failure of the Future Council to be able to deliver the required level of savings') | 4 ↑ | 3 ↓ | 4 ↓ | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 ⇕ | 5 - |
| 3035 | Loss of assets and resources as a result of one-off incident of fraud / corruption / bribery or a sustained or widespread occurrence | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ↓ | 4 ⇕ | 4 ↓ | 5 - |
| 3047 | Failure to protect the population from preventable health threats | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 - |
| 1630 | Equal Pay Claims | Closed - | Closed - | Closed - | 3 ⇕ | 3 ⇕ | 3 ⇕ | 3 ↑ | 2 - |
| 3514 | Failure to be able to deliver the ambitions and outcomes associated with the Customer Service Organisation (CSO) Programme | 4 ⇕ | 4 ⇕ | 4 ⇕ | 4 - | - | - | - | - |
| 3543 | Failure to ensure the adequate supply of land for housing and commercial property growth | 4 ⇕ | 4 ⇕ | 4 ↑ | 3 - | - | - | - | - |
| 3699 | Failure to ensure the Council's commercial / trading arm is effective in its operations, and is a well governed organisation | 4 ⇕ | 4 ⇕ | 4 - | - | - | - | - | - |
| 3792 | Failure to be prepared to assist in the event of an emergency resilience event in the region | 2 ⇕ | 2 - | - | - | - | - | - | - |

| Risk Number | Risk Title | Oct 2016 | Mar 2016 | Sept 2015 | Feb 2015 | Sept 2014 | Feb 2014 | Oct 2013 | June 2013 |
|-------------|---|----------|----------|-----------|----------|-----------|----------|----------|-----------|
| 3793 | Failure to ensure that appropriate disaster recovery arrangements are in place to ensure the Council is able to recover in the event of a business continuity threat or incident | 2 ↕ | 2 - | - | - | - | - | - | - |
| 3794 | Failure to ensure the governance arrangements underpinning and controlling the emerging City Region Deal Devolution Deal enable an appropriate blend of risk and reward for the Council | 4 ↕ | 4 - | - | - | - | - | - | - |
| 3842 | Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe | 2 - | - | - | - | - | - | - | - |

Appendix Four: Completed / Closed Risk Mitigation Actions

| Risk Number | Risk Name | Risk Mitigation Action |
|-------------|--|--|
| 3543 | Failure to ensure the adequate supply of land for housing and commercial property growth | Quarterly Developer Forums (16/17) |
| 3024 | Lack of educational attainment | Children and Younger Peoples Plan 2016 – 2019: Being refreshed to adoption by TEG and Cabinet with aspirational targets Revised approach to assessing performance in schools developed and now requires embedding |
| 3025 | Failure to safeguard vulnerable service users | (11) Anti-Poverty: Anticipating significant impacts following CSR in Autumn 2015; development of a Community Supermarket - reports drafted and partners committed to project. Need to unpick issues regarding Community Asset transfer. (8) Stronger Barnsley Together: Programme infrastructure is to be updated, and will include a different approach, standing down and rationalising some structures and rebranding as 'Community Wellbeing', Actions Plan to be considered by OSC prior to Cabinet in September 2015. Consolidation of Adults Social Care peer review Action Plan - reported to Members on progress and outstanding actions Refresh of 'Making Safeguarding Personal' programme |
| 3026 | Failure to achieve a reduction in Health inequalities within the Borough. | Investigation into issues raised by CCG regarding pooled budgets and the potential impact on vulnerable groups such as 0-5 services, health visitors and substance misuse services as a result of funding voids - developing options regarding innovative commissioning and partnership working |
| 3023 | Failure to engage with stakeholders | Refresh of Health and Wellbeing Strategy to improve Health and Wellbeing Board governance arrangements Review of engagement and participation arrangements as part of the Health and Wellbeing Strategy refresh |
| 3793 | Failure to ensure that appropriate disaster recovery arrangements are in place to ensure the Council is able to recover in the event of a business continuity threat or incident | Development of a formalised agreement for out of hours support for areas such as Helpdesk |
| 3029 | Failure to safeguard information | Phase 2 of Information Security Programme - roll out of guidance and training to partners such as BH, Bull, NPS etc. - BH and Bull completed, NPS and Norse in development - phishing training now in place and is mandatory for all employees Risk based Action Plan developed (following review of IT architecture) being delivered (all 'red' actions complete) Consideration of Cloud based infrastructure (on a case by case basis) to progress and enable a proportionate Electronic Content Management System - |

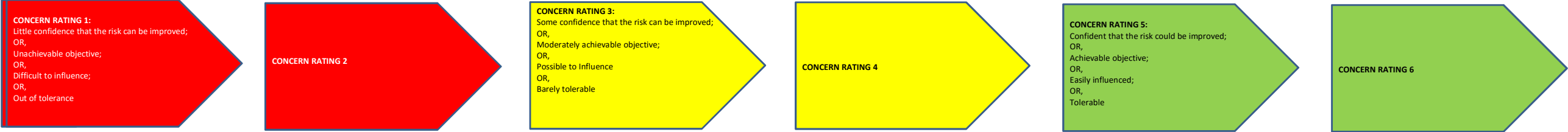
| Risk Number | Risk Name | Risk Mitigation Action |
|-------------|--|---|
| | | paper to SMT approved and SharePoint is preferred supplier - SMT Sponsor (ED Place) confirmed |
| 3514 | Failure to be able to deliver the ambitions and outcomes associated with the Customer Services Organisation Programme (CSO) | <p>Restructure and consolidation of programme resources into permanent structure completed 01/04/2015 as part of Future Council implementation. Two year fixed term Programme Management resource agreed at Board - to be recruited to support delivery of next phases. IT Projects support to be committed from within wider ICT envelope of resources following transfer of TCL staff back to the Council.</p> <p>Seek assurances regarding the review by services / business units as to how they intend to adopt and embed Customer Services activities within their individual business units - business planning cycle now complete - BLT to undertake challenge and identify significant issues that may arise before 2021</p> |
| 3699 | Failure to ensure the Council's commercial / trading arm is effective in its operations, and is a well governed organisation | <p>Consideration of pump-priming opportunities to ensure the right resources and infrastructure is in place to sustain meaningful commercial / trading activities</p> <p>Development of processes to enable the support services recharges to be clear and transparent within future bids or tenders that may be made by the trading company</p> |

Appendix Five: New Risk Mitigation Actions

| Risk Number | Risk Name | Risk Mitigation Action |
|-------------|--|---|
| 3025 | Failure to safeguard vulnerable service users | Stronger Community Partnership includes Anti-Poverty sub-group which benefits from Delivery Action Plan which is reportable and accountable to the Health and Wellbeing Partnership 16/17 |
| | | Stronger Community Partnership (multi agency) established to deliver improvements in early intervention and prevention 16/17 |
| | | Adults Safeguarding - development of outcome based Performance Framework |
| | | Second review of TOM - phase 2 action plan in development |
| 3023 | Failure to engage with stakeholders | Refresh of Community Engagement Strategy that underpins Stronger Communities Partnership and Community Safety Partnership (council, not multi-agency) |
| 3793 | Failure to ensure that appropriate disaster recovery arrangements are in place to ensure the Council is able to recover in the event of a business continuity threat or incident | Development of a formalised agreement for out of hours support for areas such as Helpdesk |
| 3022 | Inability to direct corporate strategy | Monitor and review the implementation and effectiveness of revised Contract Procedure Rules to deal with commissioning of internal services from Area Council budgets (16/17) |
| 3028 | Workforce Planning issues | Refresh of Corporate Plan to align it to 2020 outcomes - will also include a review of the Future Council Strategy which will join up the Future Council Strategy to the Workforce Development Strategy and also ensure the Future Council Improvement and Growth Strategy is more aligned to resourcing and financial influences |
| 3029 | Failure to safeguard information | Removal of Citrix from personal computers due to PSN constraints - due July 2017 |
| | | Review of IG Toolkit - aiming for L3 compliance in 2017/18 |
| | | ICT systems access system access, review policy and simplify process for new starters, movers and leavers |
| | | Information flow mapping activities to ensure compliance with General Data Protection Regulations 2018 |
| 3514 | Failure to be able to deliver the ambitions and outcomes associated with the Customer Strategy Implementation Programme | Delivery of Customer Strategy Implementation Programme, including the appropriate consideration of risk at project level, and the escalation of significant risks to the CSI Delivery Group and subsequently the FC Improvement and Growth Board (16/17) |
| 3794 | Failure to influence the governance arrangements underpinning and controlling the emerging City Region | Ensuring that the Authority is able to learn from its experiences in terms of conflicts that may have arisen and identifying areas of potential improvement in |

| Risk Number | Risk Name | Risk Mitigation Action |
|-------------|---|---|
| | Deal Devolution Deal enable an appropriate blend of risk and reward for the Council | terms of how conflict are identified, handled and addressed (16/17) Focused de-brief following significant interaction with CA i.e. J36 development (including BLT development sessions) |
| 3842 | Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe | Refer to detailed risk mitigations within the Risk Register for BU 10 (Public Health) (16/17) |

Strategic Risk Register - as at October 2016



| Priority | Risk No | Risk Title | Risk Consequences | Risk Owner | Existing Control Measures | Feb-15 | Oct-15 | Mar-16 | Oct-16 | Risk Mitigation Action | Owner | % comp | Review Date | Recovery Plan |
|------------------------------|---------|--|---|------------|--|--------|--------|--------|--------|---|----------------|--------------|-------------|---------------|
| THRIVING AND VIBRANT ECONOMY | 3543 | Failure to ensure the adequate supply of land for housing and commercial property growth | <p>There are some important opportunities that Barnsley needs to exploit in order to ensure that it continues to meet its economic growth aspirations. These include the delivery of good quality and affordable housing and a range of commercial property. Underpinning this includes the potential offered through the delivery of superfast broadband, the use of low carbon technology and the scope to improve the area's visitor economy through better operation of its cultural assets (to attract visitors and spend) which will add to the overall viability of such housing and commercial schemes.</p> <p>In order to address the challenges and to maximise these and other opportunities, it will be essential to work in partnership with a variety of stakeholders to deliver a suite of priorities and key interventions, complete major regeneration projects, target both housing growth and business development and growth, and link new and existing jobs more effectively to local people.</p> <p>There are financial pressures making the delivery of the Local Plan difficult, but the positioning in two city regions (Leeds and Sheffield) provides opportunities to identify and maximise funding from these sources.</p> | SMT SMT | <p>Local Plan Working with Sheffield City Region regarding SCRIF funding to facilitate the development of Strategic Business Park infrastructure; Housing Strategy 2014 - 2033 outlines the Council's ambitions for regeneration and building in the region and relies on the Local Development Plan to identify and obtain land, and SCR and LCR to assist in building developments; SY Superfast Broadband programme which is intended to improve the infrastructure in the Borough, to benefit both commercial and residential stakeholders; Property Investment Fund set up to facilitate the identification of land to build speculative developments to aid commercial growth; Enterprising Barnsley schemes focusing on attracting inward investment, investing in infrastructure, growing existing businesses and encouraging higher activity start ups; Skills Plans completed; Other strategies in place include Jobs and Business, Transport and Employment and Skills that aim to make the Borough a thriving and unique place to live, work, visit and trade; Local Plan consultation extended, due to the inclusion of new development sites, and is due to be reported back to Cabinet in September 2015; Positive approach to planning applications for housing on sustainable non-Green Belt sites that are yet to be allocated; Overview and Scrutiny Task and Finish Group considered Skills and Jobs in 2016/17; Planning applications being dealt with in appropriate timescales contributing to strong relationship with Planning Board; Quarterly Developer Forums in place;</p> <p>Outcomes: Create more and better jobs and good business growth (GREEN)</p> <p>Increase skills to get more people working (AMBER)</p> <p>Develop a vibrant Town Centre (AMBER)</p> <p>Strengthen our visitor economy (AMBER)</p> <p>Create more and better housing (AMBER)</p> <p>Protecting the Borough for future generations (AMBER)</p> | 3 | 4 | 4 | 4 | <p>Progression of Devolution Deal - development of deal, consideration of impacts, strategic planning and governance issues and the duty to engage constructively, actively and on an ongoing basis in relation to planning of sustainable development - BMBC signed Devolution Agreement and was considered by Full Council in March 2016. Likely to be devolved funding opportunities and extra powers in respect of land development opportunities - also need to consider whether there are any benefits in developing a regional 'LDF' to sit above BMBC's borough-wide LDF</p> <p>Development of SCR infrastructure plan - to be signed by CA which will begin infrastructure commissioning processes</p> <p>Refresh of Local Plan and approval by Cabinet in March 2016 (this will confirm the allocation available for the Goldthorpe scheme) - Consultations complete with a further report to Cabinet in November 2016 followed by consideration by Planning Inspectorate in December 2016 which will then identify a date for public examination (likely to be March 2017)</p> <p>Delivery of 3 year SCRIF programme (2015-18) : J36 BP- Business Plan in place, funding agreement to sign, Tenders ready; J37 BP- Impact Assessment to be submitted May 16, viability work ongoing, pinchpoint scheme completed; Goldthorpe: Impact Assessment approved, awaiting on Local Plan allocation</p> | ED Place | 75% Amber | 31/03/17 | |
| | 3024 | Lack of educational attainment | <p>Negative impact on pupils and parents in terms of health, economic, employment and life choices; Negative OFSTED inspection findings; Failure to meet DfE targets for educational attainment; Damage to reputation through poor performance in published league tables compared to the national average, and in poor inspection outcomes; Reputational damage from press; Potential adverse Annual Performance Assessment; Intervention by DfE;</p> | SMT SMT | <p>Performance Management Framework; CYPF Policies and Strategies; Close monitoring of Government grade boundaries to ensure the Authority remains aware of changing or improving performance targets; Barnsley Alliance established and reports to DMT and SMT; Work with the Barnsley Governors Association to ensure strong governance within schools; School Evaluation Team works to monitor, challenge and intervene in schools to improve standards and outcomes; Children and Younger People's Plan 2016 - 19 being refreshed and will be adopted by the TEG and Cabinet; As at April 2016 the gap has narrowed with national Early Years, Primary and Secondary settings; Looked-After children's attainment included as part of central OFSTED inspection; Corporate Parenting role; Overview and Scrutiny consider Educational Attainment on an annual basis; Children and Younger People's Plan 2016 - 2019 refreshed and adopted by TEG and Cabinet with aspirational targets; Revised approach to assessing performance in schools developed and embedded; GCSE results in Barnsley above national average for first time ever;</p> <p>Outcomes: Every child attends a good school and is successful in learning and work (AMBER) Reducing demand through improving access to early help (AMBER)</p> | 4 | 3 | 3 | 4 | <p>Barnsley Alliance Plan being developed prior to submission to Cabinet in November 2016</p> <p>Development of SEND strategy to meet the Council's accountability requirements - to be discussed at TEG - strategy in final stages of development</p> <p>Corporate Parenting Panel - delivery of Service Improvement Plan which is monitored by the Safeguarding Governance Board and reported to Education Steering Group chaired by Cllr Cheetham - governance structures for 'virtual school' in place - monitor and review arrangements 16/17</p> | ED People | 95% Green | 31/03/17 | |
| | 3025 | Failure to safeguard vulnerable service users | <p>The risk of not safeguarding vulnerable children, adults and families who are either known or not known to the service; The risk is greatly enhanced due to a 98% increase in referrals within the Borough in recent years which is affecting the ability to properly manage cases, which could result in a significant case being missed;</p> <p>Changes in demographics mean there are more 'older-older' people which means an increased demand for services; As increased pressure mounts to reduce budgets / spending, there will be a likely increase in demand for assistance, intervention and help from service users who are also under significant financial pressure; Better care at an young age for those with physical or other forms of disability means life expectancy increases which puts further pressure on Adult Services;</p> <p>Arrangements are not sufficient to keep children and young people safe from harm, abuse or neglect; National and local child abuse enquiries affecting public confidence and reputation of local authorities and other agencies; The risk is compounded by whether or not the children at risk are known to the service; The system that delivers to children, young people and families is increasingly complex. Complexity arises from a number of factors; the number of partners with responsibilities for commissioning and/or delivering services to vulnerable children; the changing legislative, policy and financial landscape; the different mechanisms for partnership working to align delivery and test the effectiveness of services; the potential for changes within the workforce at operational levels and strategic levels;</p> | SMT SMT | <p>Adults Safeguarding Board; Barnsley Safeguarding Children Board; Service Delivery Plans / Business Plans; Risk enablement built into Personalisation – management of Personalisation / Personal Care packages that require less regulated services, makes better use of commissioning resources and ensures people are better placed to look after themselves; Service Improvement Plan (Children's) developed to deliver OFSTED Safeguarding Recommendations; Sign-posted Universal Information and Advice; Safeguarding Scrutiny Committee formed May 2015 (was Children's Services Scrutiny Board) with workplan in place; Monitoring of Barnsley Safeguarding Children Board and Adults Safeguarding Board Risk Registers; Improved Ofsted judgement; Review of 'Front door'; Promotion of use of CAF/Early Help Assessments; Safeguarding Board includes CSE Strategic Group which reports directly to the Safeguarding Board; Opportunities to undertake Lessons Learnt reviews are fully exploited by the Safeguarding Board (including regional and joint learning); Action Plan developed using OFSTED inspection framework; Restructuring for Future Council complete; Stronger Communities Programme in place; Governance arrangements in place which includes the overseeing of the Executive Group being overseen by H&WB Board; Continuous Service Improvement Framework developed; Implementation and management of Personal Budgets programme, including building 'risk-enablement' into services users in place; Analysis of national guidance issued and full review now complete and new operating model is in place; Local Welfare Scheme established; Early Help for Adults delivery group in place; Peer review regarding Early Help completed - Early Help Action Plan monitored through Early Help Strategic Group; SY Safeguarding Procedures and production of Annual Report; Performance Quality Management Framework in place; Member briefings for Children's and Adults; Implemented JA recommendations regarding Casey improvements; Safeguarding Scrutiny Committee - annual topics; Private Member briefings in place; Refresh of Adults Safeguarding Board arrangements and sub-structures including Annual Reporting arrangements and production of Business Plan; Review of Target Operating Model (TOM); Adults Social Care Peer review - outstanding actions consolidated into Business Plan; Making Safeguarding personal programme - outstanding actions consolidated into Business Plan;</p> <p>Outcomes: Children and Adults are safe from harm (AMBER)</p> | 4 | 3 | 3 | 3 | <p>Stronger Community Partnership includes Anti Poverty sub-group which benefits from Delivery Action Plan which is reportable and accountable to the Health and Wellbeing Partnership 16/17</p> <p>Stronger Community Partnership (multi agency) established to deliver improvements in early intervention and prevention 16/17</p> <p>Adults Safeguarding - development of outcome based Performance Framework</p> <p>Second review of TOM - phase 2 action plan in development</p> | ED Communities | 60% Green | 31/03/17 | |

| Priority | Risk No | Risk Title | Risk Consequences | Risk Owner | Existing Control Measures | Feb-15 | Oct-15 | Mar-16 | Oct-16 | Risk Mitigation Action | Owner | % comp | Review Date | Recovery Plan |
|----------|---------|--|--|------------|---|--------|--------|--------|--------|---|---|-----------|-------------|---|
| | 3026 | Failure to achieve a reduction in Health inequalities within the Borough. | Health inequalities persist. Life expectancy in Barnsley remains well below the national average and varies between different parts of the borough. Although life expectancy has increased, the gap between Barnsley and the rest of the country has continued to widen. Such health inequalities challenge not just the health and social care services but every one interested in the future prosperity and well-being of the borough. It is unacceptable that people's health and quality of life varies so much with the sort of work they do or where they live. The cost of health inequalities is borne not just by health and social care services and, of course, parents, carers and children, but by employers and the local economy. Good health is essential to the borough's economic regeneration. Healthy people are less likely to be socially excluded and more likely to be in work. Healthy children are more likely to do well at school. All the available evidence shows that health is closely associated with people's standard of living, occupation, level of education and where they live - there are significant differences in terms of average life expectancy depending on where in the Borough one resides; Reduced 'Healthy Life Expectancy' (a population health measure that combines age-specific mortality with morbidity or health status to estimate expected years of life in good health for persons at a given age in the Borough); | SMT SMT | Director of Public Health in post to provide leadership; Liaison with Clinical Commissioning Group (CCG) and GPs to ensure that the right services are being commissioned; Joint Strategic Needs Assessment (JSNA) undertaken to ensure an appropriate understanding of the requirements of the population of Barnsley; Health and Wellbeing Strategy identifies six key objectives - and within these, it is acknowledged that it is impossible to 'try and do everything' - the objectives and key deliverables identify the significant areas of concern; Oversight of Health and Wellbeing Strategy provided by partnering organisations and agencies that are best placed to deal with the issues (health - hospital, alcohol - police etc); Six-monthly reports to Health and Wellbeing Board; Structure and procedures in place - need to assess impacts / benefits to identify effectiveness; H&WB Board established JSNA undertaken and programme boards now in place; Public Health now integrated into BMBC - Public Health Development Programme established; Public Health Strategy agreed; Outcomes: People are happier, healthier, independent and active (RED) | | | | | Public Health Strategy and Implementation Plan developed to enable DPH to hold Service Directors to account regarding health outcomes that are now vested with service areas - Strategy developed and presented to SMT, H&WB Board and Cabinet - now developing action plans and key milestones in terms of delivery - 3 key action plans in draft format with developing governance arrangements - been considered by H&WB Board - now being progressed and references Sustainability Transformation Plan (STP) - Tobacco and Alcohol prevention plans link to STP and the local Barnsley Plan feeds into this also | Director Public Health | 30% Green | 31/03/17 | Revisions to policy - liaise with Leader, PH spokesperson and Chief Executive - consideration of 'call to action' |
| | | | | | | 2 | 2 | 2 | 2 | Delivery of Public Health 'distributed model' including the monitoring and reviewing of impacts and outcomes on Future Council - distributed model to include sector led improvement recommendations which are to be considered by SMT - needs some further refinement in 2016 | Director Public Health | 40% Green | 31/03/17 | |
| | | | | | | | | | | Internal governance and assurance arrangements for the use of the Public Health Grant across the Council are necessary to assure PH England and the Department of Health that the grant is being used to improve public health outcomes – indicators in place and agreed across Directorates. Priority areas for PH grant being identified and developed. | Director Public Health | 50% Green | 31/03/17 | |
| | 3047 | Failure to protect the health of the population from preventable health threats. | Failure to protect health and population against preventable disease by ensuring appropriate levels of vaccination, immunisation and screening. | SMT SMT | Liaison with NHS regarding large scale response; Health Protection Agency Framework in place; Maintenance of World Health Organisation targets; Overview and Scrutiny Task and Finish Group considered vaccination, immunisation and screening issues during 2014/15; Currently Barnsley has above average coverage regarding public health related screening; Use of NHS England website and resources; Health Protection Assurance paper to Cabinet 12/02/2014; Health Protection Board established; Transition into BMBC complete; BMBC DPH is co-chair of Local Health Resilience Partnership; | | | | | Monitoring of Health Protection Board (HPB) to ensure any system issues associated with working with CCG and partners are identified and addressed - ongoing discussions with CCG regarding Health Protection arrangements. HPB established – good engagement from partners and proportionate systems are in place. Emerging links with Emergency Planning developing. | Director Public Health | 50% Green | 31/03/17 | |
| | | | | | | 3 | 3 | 3 | 3 | Liaison with Public Health Communicable Disease representative - need to update key plans and report these to the Health Protection Board | Public Health | 25% Amber | 31/03/17 | |
| | 3023 | Failure to engage with stakeholders | Non ability to explain Authority's position and / or public relations. Failure to communicate effectively with community stakeholders. Lack of proper engagement with stakeholders, at the right level, and at the right time. Loss of confidence in ability to deliver services or respond to problems. Lack of community support which prevents and / or hinders improvement or effective implementation of change. High expectation of service delivery and resource availability despite budget reductions. Poor engagement with regard to Future Council Activity could result in legal challenge; Increased community tensions as a result of Brexit decision resulting in a loss of community cohesion and increased incidents of hate crime; | SMT SMT | Revised Governance Arrangements regarding Area Councils and the changing role of Elected Members; Use of key partners and LSP to coordinate wider communication activity; Review of Community Engagement Strategy borough-wide; Resourcing agreed to support the review and development of the Community Engagement Strategy; Review of approach to engaging with CCG; Increasing use of social media to assist with engagement; Introduction of Barnsley 'Help'; Conclusion of voluntary, community and social enterprise infrastructure review; One Barnsley Consultation taking place - seeking views and aspirations as to what Barnsley should be like in 2025; Outcomes: People volunteering and contributing towards stronger communities (GREEN) | | | | | Refresh of Community Engagement Strategy that underpins Stronger Communities Partnership and Community Safety Partnership (council, not multi-agency) | ED Communities | 25% Green | 31/03/17 | |
| | 3792 | Failure to be prepared to assist in the event of an emergency resilience event in the region | Recent emergencies relating to industrial actions and flooding proves there is still an inappropriate reliance on H&S&ERU to manage and lead on the management of emergency events; The emerging risk environment is increasingly making continuity or 'resilience' a significant focus for all organisations. Reduced employee numbers, service rationalisation, third party service delivery models and on-going budget cuts may challenge the Authority's ability to fulfil its Civil Contingencies Act 'Category One' responder duties to an extent expected by residents and their political representatives. In addition, the transition to Future Council will lead to established emergency response arrangements no longer reflecting the Council's operational structure. Compounding this is a lack of engagement by employees to volunteer for emergency response duties that will mean that currently expected responses in relation to flooding cannot at present be delivered. The extent of the transition to Future Council necessitates in many cases the complete review of Business Unit and Service Business Continuity Plans to reflect revised structures and resources if they are to be able to continue to deliver critical functions in the event of a business interruption. Recent emergencies relating to industrial actions and flooding proves there is still an inappropriate reliance on the increasingly limited resources of the H&S&ERS to manage and lead on the management of emergency events. | SMT SMT | Business Unit/Service Business Continuity Plans developed using the template provided; Corporate Resilience Plan and supporting specific plans; Ongoing liaison with SMT regarding aspirations and expectations during emergency events; Formal on-call arrangements by the Health, Safety and Emergency Resilience Service (bronze/operational) and BLT (strategic/gold); Multi-agency working across the Local Resilience Forum; Operational Services role as 'Lead Local Flood Authority'; Corporate emergency plans appear robust and are well delivered - concern raised regarding the management of those incidents that occur 'out-of-hours'; Business Case developed for Humanitarian Assistance role; Ward Alliances encouraged to consider and develop Community Flood plans - Dodworth, Darfield and Penistone visited; Corporate Resilience Plan reviewed following transition to Future Council; Business Unit level plans reviewed with Internal Audit; Overview and Scrutiny Task and Finish Group to look at flooding in 2016/17; Extra resource in place within Health &Safety and Emergency Resilience Unit; | | | | | Report to SMT which identifies a number of improvements to the Council's emergency resilience arrangements based on analysis undertaken against SOLACE Best Practice - Action Plan approved and now delivering against this | Director of Human Resources, Performance and Communications | 25% Green | 31/03/17 | |
| | | | | | | N/A | N/A | 2 | 2 | Top 5 service Business Continuity Plans passed to IS to identify IT implications and requirements - met with IT managers - Head of System Management dealing with broad resilience arrangements. Head of Code Green dealing with service related resilience | Director of Human Resources, Performance and Communications | 25% Green | 31/03/17 | |
| | | | | | | | | | | Await feedback from SD BU 6 following analysis of Community Flood Plans by Head of H&S | Director of Human Resources, Performance and Communications | 35% Amber | 31/03/17 | |
| | 3793 | Failure to ensure that appropriate disaster recovery arrangements are in place to ensure the Council is able to recover in the event of a business continuity threat or incident | In the event of a business continuity threat the Council will be unable to recover in an effective manner resulting in lost time and resources; Inability to process customer queries resulting in dissatisfaction, complaints and possible issues regarding safeguarding and vulnerable customers; Lack of support to employees such as that provided to lone workers as a result of IT and telephony systems being unavailable for significant lengths of time; Inability for customers to be able to access services; Lack of access to IT systems to enable employees to undertake their duties effectively; | SMT SMT | Working with H&S&ERU; Data Centre located at Beever Court; Working with Business Units to understand their requirements; Informal testing programme in place; SMT report approved May 2016 to support removal of out of hours support for service desk; Power supplies tested on a weekly basis; | | | | | Analysis of top 5 service Business Continuity Plans which have been passed to Information Services to identify IT implications and requirements from H&S - initial analysis undertaken which suggests that the level of detail required is lacking - feeding back to H&S&ERU | Director of Finance Assets and IT | 25% Amber | 31/03/17 | |
| | | | | | | N/A | N/A | 2 | 2 | Undertake weekend (minor incident) testing, and undertake annual (major incident) testing of IT resilience - currently mapping priority disaster recovery systems against BMBC Resilience Plans - currently in progress | Director of Finance Assets and IT | 10% Amber | 31/03/17 | |
| | | | | | | | | | | Formalise testing plans that will focus on systems and people / behaviour | Director of Finance Assets and IT | 0% Amber | 31/03/17 | |
| | | | | | | | | | | Business Continuity Plan in draft format, corporate Business Continuity Plan being investigated. Disaster Recovery Plan being investigated | Director of Finance Assets and IT | 10% Amber | 31/03/17 | |

| Priority | Risk No | Risk Title | Risk Consequences | Risk Owner | Existing Control Measures | Feb-15 | Oct-15 | Mar-16 | Oct-16 | Risk Mitigation Action | Owner | % comp | Review Date | Recovery Plan |
|----------|---------|---|---|------------|---|--------|--------|--------|--------|---|---|-----------|-------------|--|
| | 3022 | Inability to direct corporate strategy | The Authority may be challenged by internal friction between Elected Members and appointed leadership, especially with regard to challenging decisions with significant political consequences or local repercussions; Increased commissioning activity in 16/17 will means there is a greater exposure to challenge and friction; | SMT SMT | Council Constitution; Local Code of Corporate Governance; Community Strategy for Barnsley (2011-2015); Corporate Plan; In the event of Constitutional dispute, role of Monitoring Officer to adjudicate as and when tensions arise; Area Council Arrangements in place, with supporting documentation in the form of 'Area Governance Handbook', 'Ward Alliance Governance Handbook', 'Ward Alliance Community Representative Handbook', 'Consulting and Engaging our Communities through Neighbourhood Networks' and 'Working with you to support your Community'; Purple Cabinet meetings used as a forum to discuss sensitive and confidential issues; SMT meetings and processes to ensure leadership is able to keep in touch with regard to pressures; Area Chairs meet each other on a regular basis to ensure cooperation and consensus; Member information session held regarding Conduct and Commissioning; Revisions to Contract Standing Orders (CSOs) to enable flexibility; Officer Working Group in place to support commissioning and procurement activity; Area Council Officer Coordinating Group to unpick issues relating to Area Governance - developing Member Protocol to deal with potential tensions within Ward Alliances in place and working effectively; Area Council Commissioning Group to unpick issues relating to procurement and commissioning in place and working effectively; Area Council Chairperson Group to encourage cooperation and consensus amongst Area Councils in place and working effectively; | 3 | 3 | 3 | 3 | <div>Monitor and Review Area Council activity (in terms of Area Council Coordinating Group, Area Council Commissioning Group and Area Council Chairperson Group) (16/17)</div> <div>Monitor and review the implementation and effectiveness of revised Contract Procedure Rules to deal with commissioning of internal services from Area Council budgets (16/17)</div> | Director - Legal & Governance | 50% Green | 31/03/17 | Refer matter to Monitoring Officer for adjudication. |
| | 3027 | Failure to manage organisational change - 'Risk of Destabilisation of the Organisation' | Significant budget cuts are driving the 'Future Council' programme. This change programme is dramatically transforming the organisation's business model. For example, delivering services and outcomes through mixed economy partnerships and outsourced contracts. Infrastructure transformation initiatives, process re-engineering and organisational change programme and projects may be challenged by cost over-runs and failure to meet expectations. | SMT SMT | HR Policies; Council Constitution; Service and Financial Planning Process; Service Delivery Planning Process; Partnership Governance Framework; Corporate Complaints Policy; Risk Management Policy; New Models of Business - departments and services considering and implementing new Trading Models; Changes to Employee Terms and Conditions; Employee Relations Forum with Trade Unions; Talkabouts Sessions with CX and Middle Manager Conference; BLT and SMT sessions to assist in communication; Restructure of Communications Division now with ACE HR, P&P and Comms; Investor in People accreditation; Future Council Steering Group being led by HR; Future Council Programme Board being led by CX; Programme and Project Management issues now being identified and mitigated at Directorate level; 'Excellence' achieved by Corporate Equalities Group; Communications Strategy revised in 2015; 'Tell Us What You Think' Month September 2015; All Business Plans in place prior to April 2016; Talkabout sessions delivered in May 2016; Staff Survey 2016 - 2020 (including employee preference questionnaire); Social Media policies in place; | 5 | 5 | 5 | 5 | <div>Consideration of organisational change requirements following the development of the Council's MTFS (16/17)</div> <div>Talkabout sessions being developed for November 2016 with Chief Executive and Leader</div> | Chief Executive | 50% Green | 31/03/17 | |
| | 3028 | Workforce planning issues | The Authority is currently undergoing tremendous organisational change. This will create significant workforce issues around having the right skills, people and employee capacity. The Authority will require employees to have different skill sets that underpin a transformed business model. Operationally, risks inherent in organisational down-sizing initiatives will include: - Increasing workforce productivity; - Getting the balance right between cost and benefit; - Need to reduce deficit reductions; - Balancing the impact of reducing the workforce and the economic impact on the community; and, - Maintaining morale in the remaining workforce. | SMT SMT | HR Policies; Council Constitution; Equalities and Diversity Policy; Risk Management Policy; Management and monitoring of 'Future Council' / KLoE activity; PULSE Survey to measure progress in key areas since the last full employee survey in 2011; Development of Adobe Forms to assist management processes; As at October 2013 37% of employees benefit from a current PDR; HR Reorganisation completed; As at 31/03/2015 81% of employees benefit from a current PDR; Corporate Plan 2015 - 2016; Organisational Development Strategy monitoring reports to Scrutiny; Regular progress reports against Future Council characteristics to SMT; As at 26/03/2016 65.9% of employees benefit from a current PDR; NW Employers session - workforce planning now a more important element of Business Planning processes; | 3 | 3 | 3 | 3 | Refresh of Corporate Plan to align it to 2020 outcomes - will also include a review of the Future Council Strategy which will join up the Future Council Strategy to the Workforce Development Strategy and also ensure the Future Council Improvement and Growth Strategy is more aligned to resourcing and financial influences | Director of Human Resources, Performance and Communications | 0% Green | 31/03/17 | |
| | 3029 | Failure to safeguard information | The Council is increasingly managing, storing and maintaining personal data and information as part of the delivery of services. With data held in a vast array of places and transferring between supply chain partners, it becomes susceptible to loss, protection and privacy risks. Loss of personal and financial information held by Council employees and systems; Financial and non-financial penalties from Information Commissioners Office; Loss of public confidence in the ability of the Council to store sensitive information, possibly resulting in a reduction in the use of public self-service facilities; Failure to maintain PSN compliance leading to the suspension of the Councils connection to the government secure network; Non compliance with Data Protection Act and Freedom of Information Act; Non compliance with Payment Card Industry Data Security Standards (PCI DSS) leading to the inability to process payment card transactions; Failure to ensure that unwanted data is cleared and disposed of, leading to non-compliance with DPA requirements; Inability to gather data from other agencies to strengthen and benefit the Council's activities; Failure to have appropriate data sharing agreements with agencies and partners leading to vicarious liability in the event they lose or misplace sensitive information; Inability to ensure that partners that we share data with are in themselves compliant with appropriate guidance and legislation; | SMT SMT | Information Management and Governance Policies; ACX (Legal and Governance) has taken on the role of Senior Information Risk Officer (SIRO); Information Security and Computer Usage Policy in place; Information Governance Team in place to provide advice, guidance and training; PSN compliant; Records Management Team in place to provide advice, guidance and training; Information Governance Board refreshed and re-established and engaged in corporate risk management arrangements; Technical Architect role filled; Some initial actions have been taken as a result of IT Health Check to control, and restrict access: • Reduced permissions • Deactivated USB ports • Deactivated removable media options • Implemented temporary changes to homeworking solutions. The Council's core infrastructure has benefitted from: • Patching • Protection. Caldicot guardians in place within Communities and People Directorates; Communities and Public Health have IG Steering Groups in place; Review of technical architecture completed and action plan identified; BMBC Cabinet agreed to endorse the requirement to achieve Baseline Personnel Security Standard (BPSS); IT business plan been through 'Check and Challenge' process; Information Governance Board confirmed engagement will be undertaken with DMTs to ensure actions arising from the IG Toolkit are completed; IT Business Plan produced and presented to 'check and challenge' session - analysis of other business plans to identify IT requirements and resourcing complete; Implementation of EGRESS secure email solution completed; Majority of IG Framework now in place; Proactive Phishing campaign to identify risk areas; Proactive approach to PSN compliance - addressing lower risk issues that may become bigger in future years; Sharepoint being rolled out across Council during 2016/17; | 4 | 4 | 4 | 4 | <div>Programme of activity to assist in achieving Baseline Personnel Security Standard (BPSS) - 2015 round of BPSS compliance included 1500 employees - specification moving - full time developer in place to work on scheme for 6 months</div> <div>Removal of Citrix from personal computers due to PSN constraints - due July 2017</div> <div>Review of IG Toolkit - aiming for L3 compliance in 2017/18</div> <div>ICT systems access system access, review policy and simplify process for new starters, movers and leavers</div> <div>Information flow mapping activities to ensure compliance with General Data Protection Regulations 2018</div> | Director of Human Resources, Performance and Communications | 85% Green | 31/03/17 | Enable revisions to infrastructure that will allow limited communications. |

ONE COUNCIL

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| Priority | Risk No | Risk Title | Risk Consequences | Risk Owner | Existing Control Measures | Feb-15 | Oct-15 | Mar-16 | Oct-16 | Risk Mitigation Action | Owner | % comp | Review Date | Recovery Plan | |
|----------|---------|--|---|------------|--|--------|--------|--------|--------|---|--|-----------------------------------|-------------|--|--|
| | 3031 | Strategic Performance, governance or compliance failure | Budgetary pressures to minimise back office functions may drive the Authority to downgrade the focus on meeting proper governance standards and ultimately, remaining 'safe'. The implementation of the Area Council Arrangements has required the Council's Constitution to have been significantly reviewed to ensure Area Council governance and Ward Alliance governance issues are included. | SMT SMT | Council Constitution; Local Code of Corporate Governance; Information Management and Governance Policies; ToR for Audit Committee; ToR for Scrutiny Committees; Internal Audit; Risk Management Policy; Performance Management Arrangements including revised Corporate Plan Performance Report and 'We Will Statements'; Terms of reference for all Overview and Scrutiny Committees reviewed; Scrutiny Committee workplans are now aligned to Corporate Priorities; Briefing for Elected Members relating to Performance Management of Area Council activity; Revised AGR process for 14/15; Analysis of Casey Rotherham Safeguarding Report undertaken - report to SMT in February 2015 including recommendations for Internal Audit activity; | 4 | 4 | 4 | 4 | Monitoring and reviewing of revised governance arrangements - further review 2014/15 identified positive activity regarding commissioning but at Ward Alliance level, some Members are still doing things in the 'old' way and monitor and reviewing for 16/17 in light of increased commissioning activity at Ward Alliance level in future years and the implementation and effectiveness of revised Contract Procedure Rules to deal with commissioning of internal services from Area Council budgets (16/17) | Director - Legal & Governance | 50% Green | 31/03/17 | Refer matter to Audit Committee / External Audit for consideration. | |
| | | | | | | | | | | Monitoring of AGS Action Plan which includes the improvement requirement regarding the recording of Officer decisions 16/17 | Director - Legal & Governance | 75% Green | 31/03/17 | | |
| | 3033 | Failure to adapt the Authority into a sustainable organisation - 'Failure to maintain current services' | The need to balance the books, gain efficiencies and meet new demands could lead the Authority into drastic measures that could increase long-term risks and costs, both to the organisation as well as to the community. The Authority runs the risk of moving away from addressing problems with long-term solutions, such as capital investment projects essential to meet social and area-based economic challenges. 'Short-termism' could potentially lead to decaying infrastructure and an inability to develop long-term economic vitality. Need to ensure that the Authority has the right people to ensure sustainable opportunities are being exploited to their maximum. Development of City Region Devolution Deal which while fiscally neutral, will provide more opportunities to strengthen the sustainability of the organisation by transferring a number of powers and policy levers from central Government to local leaders, including skills, employment, business support, transport and housing; | SMT SMT | Council Constitution; Performance Management Framework; Growing Barnsley's Economy (2012-2033) - Economic Strategy; Customer Services Organisation project; Integrating areas of work and consideration of new Service Delivery models such as traded services or social enterprise; Consideration of joint commissioning opportunities; Two year Medium Term Financial Strategy approved and agreed by Full Council in February 2016; Contract for Leadership and Management training for all 4th tier and above officers agreed with IODA Training completed. Second wave of leadership training underway; Corporate Plan 2015 - 2018 developed; All Business Plans submitted prior to April 2016; Director of Public Health recruited to post – all other Service Director posts are filled, or recruitment is underway; | 4 | 4 | 4 | 4 | Development of new Corporate Plan 2017 - 2020 | Chief Executive | 25% Green | 31/03/17 | | |
| | | | | | | | | | | Refresh of Future Council Strategy and Workforce Development Plan to align them to the Corporate Plan 2017 - 2020 (will include merging FC Strategy and FC Workforce Development Plan) | Director of Human Resources, Performance and Communication | 0% Green | 31/03/17 | | |
| | | | | | | | | | | | Development of Talkabout sessions for Chief Executive and Leader regarding MTFS, Service and Financial Planning and Business Plans - November 2016 | Chief Executive | 50% Green | 31/03/17 | |
| | | | | | | | | | | | Consideration of organisational change requirements following the development of the Council's MTFS | Chief Executive | 50% Green | 31/03/17 | |
| | 3034 | Failure to deliver the MTFS - 'Failure of Future Council to achieve the required level of savings' | Risks relating to the MTFS fall into two main areas: - Agreeing a three year plan with Directorates and Members; and, - Ensuring delivery against the agreed plan, managing variances and areas of over / under spend to enable the budget to be balanced. Adverse effect on the Council's reserves / prudential borrowing / Treasury Management activities; Council's reserves falling below minimum working balance levels; Impact on service delivery and council policies; Adverse External Audit report / opinion; Government intervention; Inability to undertake robust planning in terms of Future Council activity; Non-achievement of KLoE savings and consequences on future years programmed or planned savings; Inability to develop and implement a 'Plan B' or contingency plan in the event of further savings being required; | SMT SMT | Budget Monitoring and Reporting; Financial Regulations; Corporate Debt Strategy; SAP / EBP / Financial Systems Procedures; Treasury Management Policy; Forecasting of expenditure and resources; Service Delivery Planning and Service and Financial Planning Processes; Prudential Borrowing Strategy and Indicators; Budgetary Control / Budget Monitoring Processes; Annual Governance Review Framework; Ongoing development of SAP; Management of Assumptions and Constraints within MTFS; Horizon Scanning in terms of changing legislation and policy that may affect MTFS; A range of budget saving options (KLoEs) have been developed and agreed to enable Future Council scenarios for 13/14 and 14/15 to be reflected in 15/16 budget; Asset Management Disposal Report approved by Cabinet; First £15 million of budget savings identified, and agreed by Cabinet (now need to monitor delivery); 2 year financial plan now set - now need to monitor delivery against this; Monitoring of political situation following Election 2015 - Comprehensive Spending Review and Autumn Statement; Current MTFS has been considered and approved by Members and included a number of savings that will not be required; Balanced Budget in place for 17/18; | 5 | 4 | 3 | 4 | Use of BPC Business Objects by Executive Directors and Service Directors (16/17) | Director of Finance Assets and IT | 75% Green | 31/03/17 | Re-negotiate with Cabinet to seek an agreed budget. | |
| | | | | | | | | | | MTFS (17/18) - budget savings agreed, need to refer back to Members for final approval | Director of Finance Assets and IT | 0% Green | 31/03/17 | | |
| | | | | | | | | | | | Financial Monitoring (16/17) to ensure delivery is in line with plan - overspends being identified and picked up with relevant SD | Director of Finance Assets and IT | 75% Green | 31/03/17 | |
| | | | | | | | | | | | Full review of MTFS to be undertaken - to ensure relevance, materiality and appropriateness, including assumptions regarding the Council's Financial and Capital Plan to feed into 17/18 4 year plan (16/17) | Director of Finance Assets and IT | 75% Green | 31/03/17 | |
| | | | | | | | | | | | Monitoring of the situation regarding Business rates which links to the broader discussions regarding the regional devolution deal - BMBC well placed due to SIGOMA influence (16/17) | Director of Finance Assets and IT | 75% Green | 31/03/17 | |
| | 3035 | Loss of assets and resources as a result of a one-off incident of fraud / corruption / bribery or sustained or widespread occurrences. | Occurrence or incidents of sustained and / or widespread and / or one off / big bang occurrence of Fraud and Corruption leading to financial loss, loss of income, property and other assets; Fraudulent transactions, contracts / payments and the like perpetrated by employees and / or third parties; External Audit public interest report; Loss of management time in undertaking investigations, be they 'real' incidents, or vexatious claims; The consequences of this risk will greatly depend on the context of the individual incidents, and will be greatly influenced by both the scale of the incident, and the position of the perpetrator within the Organisation; Negative impact on employee morale either through actual incidents, or suspicions of incidents being perpetrated; Tensions and issues with morale within groups / teams as a result of changes within and to the organisation; Increased opportunities to commit fraud due to management attention being distracted by change programmes and increased workloads; Losses arising from officers not doing their jobs properly, or not expending the amount of effort that may have been normal previously, due to morale and motivation issues; Increased risk of third party IT attacks on BMBC systems such as hacking for personal data, general mischief and disruption or to facilitate the transacting or processing of false documents; Negative impact on BMBC's reputation through the actions of partners and the perception that BMBC could be guilty by association; | SMT SMT | Anti Fraud, Corruption and Bribery Policy which is developed and refined following analysis of the Annual Fraud Risk Self Assessment (FRSA); Anti Money Laundering Policy which is developed and refined following analysis of the FRSA; Whistleblowing Policy which is developed and refined following analysis of the FRSA; Prosecutions Policy in place to ensure the Authority is open regarding censure relating to inappropriate behaviour; Council Constitution; Local Code of Corporate Governance; Member and Officer Codes of Conduct; Police involvement / criminal investigations; Annual Fraud Self Risk Assessment; NFI Data Matching; Membership of NAFN; IT usage policies and procedures; IA for CA and other major organisations; Corporate Fraud Team in place; Fraud and Corruption included in AGR process; BOLD Elearning modules in place; | 3 | 3 | 3 | 3 | A) Develop governance arrangements around Area Councils and Ward Alliances - Audit delivered which covered procurement arrangements 16/17 - now delivering recommendations | Director - Legal & Governance | 75% Green | 31/03/17 | Escalate matter to HR, Police etc. Undertake full systems review of affected area(s). | |
| | | | | | | | | | | B) Ensure there is an adequate and appropriate relationship between IA, HR, Legal and the Police to respond to any incident - to be refreshed as part of the establishment of the new BMBC Anti Fraud Team, led by the Corporate Anti-Fraud Team within IA - development of Anti-Fraud Group terms of reference | Director of Finance Assets and IT | 25% Amber | 31/03/17 | | |
| | | | | | | | | | | | C) Review corporate training programme utilising corporate PDR information and further development of BOLD training | Director of Finance Assets and IT | 50% Green | 31/03/17 | |
| | | | | | | | | | | | D) Fundamental review of all corporate anti-fraud and corruption policies, procedures and guidance as part of the work of the Corporate Fraud Team | Director of Finance Assets and IT | 50% Green | 31/03/17 | |

| Priority | Risk No | Risk Title | Risk Consequences | Risk Owner | Existing Control Measures | Feb-15 | Oct-15 | Mar-16 | Oct-16 | Risk Mitigation Action | Owner | % comp | Review Date | Recovery Plan |
|----------|---------|---|---|------------|--|--------|--------|--------|--------|--|---|-----------|-------------|---------------|
| | 3514 | Failure to be able to deliver the ambitions and outcomes associated with the Customer Strategy Implementation Programme | Leading to... Failure to ensure customers are at the heart of the organisation; Lack of growth regarding our digital service which will be unable to encourage a channel shift in terms of customers interact with the Council resulting in customers not changing their behaviour and not undertaking greater levels of self-service; Unable to resource certain elements of the programme such as ICT technical development to deliver smarter and more efficient processes; Lack of efficient and effective services; Services becoming unsustainable following the Council's journey to Future Council and future financial pressures facing local government; Savings target of £450K to be delivered in 2016/17 (£400K delivered 2015/16 by BensTax service improvements); Directorates / Business Units not embracing the objectives of the agreed Customer Services Design Principles and associated objectives; No 'changing relationship' between the Council and its stakeholders; Issues regarding the capacity and time frame to deliver and concern regarding over promising and under delivering leading to 'work-around' arrangements that are unsustainable; Currently concerns raised regarding capacity with BU11 to provide required level of support to deliver programme; | SMT SMT | Responsibility for Programme delivery now aligned to SD Customer Services; BU7 - new structure and resources; Head of Customer Support and Development in place; Business design, IT technical resources agreed; Lessons Learnt from other significant change programmes such as SAP; Phase One and Two completed; Lessons learnt from previous Phases embedded; Previous CSO Strategy approved by Cabinet; Now transitioning to new stage with concept testing being undertaken with will include the consideration of dependencies and enablers, along with a period of redesign and testing; Cabinet Report detailed 'what' can be done, papers being prepared for SMT and CSO Board to detail 'how' the agreed activities will be implemented; New website in place; Overview and Scrutiny Task and Finish Group considered the Customer Services Strategy during 2015/16; New governance arrangements underpinning programme - Customer Strategy Implementation (CSI) Delivery Group reports to the Future Council Improvement and Growth Board; SMT have agreed and approved the CSI programme of work in September 2016; External Programme Manager in place; Specific work request in place with IT to ensure this activity is 'outside' of their day to day IT workstreams, and therefore should be adequately resourced; Co-produced plan with BU7 and BU11; Funding agreed and allocated - £1.1M Outcomes: Customers can contact us easily and use more services online (RED) | 4 | 4 | 4 | 4 | Delivery of Customer Strategy Implementation Programme, including the appropriate consideration of risk at project level, and the escalation of significant risks to the CSI Delivery Group and subsequently the FC Improvement and Growth Board (16/17) | Executive Director Communities | 50% Green | 31/03/17 | |
| | | | | | | | | | | Customer Care / Customer Contact training to be provided to employees who have a high level of contact with the public linking to organisational-wide OD training 16/17 - offer in place using elearning and face to face training - some employees booked into course - awaiting final sign off by CX | Director of Human Resources, Performance and Communications | 15% Green | 31/03/17 | |
| | 3699 | Failure to ensure the Council's commercial / trading arm is effective in its operations, and is a well governed organisation | Reputational damage if the BMBC is not seen as a good business to trade with; Lost time and wasted resource in setting up the organisation, completing tenders, submissions and other commercial activities; Lost income which may have been used to avoid service cuts in future years resulting in lost jobs and employment opportunities; Legal / compliance failures if commercial / trading arm is not well controlled and governed; | SMT SMT | Trading organisations to date: - HR Services; - ILAHS; - Financial Services / Audit Services BMBC Legal Services providing oversight and advice regarding company constitution; In terms of the availability of commercial and trading skills, it is acknowledged the Council is working from a low starting point; Consideration of new skills in terms of commerciality, trading and innovation within the Future Council structure; Scheduled governance review to assist in determining the effectiveness of existing governance arrangements; Elements of company being wound up including Barnsley HR Services and Barnsley Financial Services; | N/A | 4 | 4 | 4 | Increase the availability of commercial skills and awareness within BMBC Workforce including the skills and organisational discipline to vet Business Cases - Leadership Programme includes consideration of Commercial skills and the development of a 'Commercial Acumen Toolkit' and some courses offered via BBIC | Director of Human Resources, Performance and Communications | 25% Green | 31/03/17 | |
| | | | | | | | | | | Development of internal control mechanisms to ensure that the correct roles are filled by appropriate employees, that good quality company governance is in place, that information is able to properly flow throughout the organisation and that commercial and financial reporting structures are in place - Director training being arranged for 2016 | Board of Directors | 25% Amber | 31/03/17 | |
| | 3794 | Failure to influence the governance arrangements underpinning and controlling the emerging City Region Deal Devolution Deal enable an appropriate blend of risk and reward for the Council | Conflict of interest for a number of Council Services that provide support to internal functions within the Council, as well as external relationships such as Legal Services who provide legal support to the Council and the CA; Increased officer time required to support both organisations; Increased risks regarding project activities, where the CA may be unwilling to underwrite risk on behalf of constituent Councils; Increased reliance of CA funding; | SMT SMT | Development of protocols for dealing with potential conflicts of interest; Escalation of issues through Chief Executives; | N/A | N/A | 4 | 4 | Ensuring that the Authority is able to learn from its experiences in terms of conflicts that may have arisen and identifying areas of potential improvement in terms of how conflict are identified, handled and addressed (16/17) | Director - Legal & Governance | 75% Green | 31/03/17 | |
| | | | | | | | | | | Focused de-brief following significant interaction with CA i.e. J36 development (including BLT development sessions) | Director - Legal & Governance | 75% Green | 31/03/17 | |
| | 3842 | Failure to ensure the transfer of 0-19 services that are coming back into Council control ensure customers remain safe, there is continuous service and that during and after the transition period customers remain safe | Poor quality of services affecting customers health; Missed identification of issues and concerns by professional employees; Lack of safeguarding arrangements affecting wellbeing of customers; New activities for the Council to deliver and subsequent exposures including health related service specifications, new treatments, prescribing risks and medical activities; Litigation and clinical risk; Legacy issues regarding cost of estates - CCG are to transfer funding regarding estate liabilities to BMBC; Financial issues making transfer unfeasible; Employee issues resulting in a diminished workforce who may not have the capacity or skills to deliver the expected outcomes; Information brochures resulting in censure by ICO and possible litigation; Current general lack of engagement by SWYPFT regarding IT provision may affect ability to access necessary information; Increased likelihood of HR disputes resulting in potential strike action; | SMT SMT | Governance arrangements developing - BMBC now commissioner and provider; Liaison with Performance Improvement Officer to ensure performance and governance arrangements are being picked up; Meetings and liaison with BMBC (BU 10 and 15) and SWYPFT - SWYPFT unwilling to share risk registers regarding activities that are transferring; Likely to TUPE around 120 employees (2 managers, 118 operational employees); BMBC are intending to procure the same IT system in use by SWYPFT; Legal Services involved in TUPE discussions; Legacy issues regarding estate liabilities - CCG to transfer funding to BMBC - leases to be changed and a number of disposals to be agreed and arranged (BMBC looked at 17 SWYPFT sites - reduced to 9); Agreement regarding the transfer of contents and equipment from CCG to BMBC to be concluded - BMBC to assess whether market value is appropriate; SWYPFT will be retaining IT and BMBC will have to buy back the equipment that is necessary to support 120 agile workers; Working through the scanning of records and files - liaison with Principle Records & Information Manager (BMBC); DBS / Safeguarding checks being undertaken by HR/PH for all 130 employees going through TUPE - there are no specific Safeguarding roles within the 120 employees TUPEing (there were a number of Safeguarding roles identified earlier); BMBC Head of H&S met with SWYPFT H&S lead to ensure issues such as continuity planning, incident reporting and general safe systems of work are being picked up; The service was given responsibility and specific funding for the provision of 0-5 services from October 2015, and the single service 0-19 Years Healthy Child Programme transferred from SWYPFT to BMBC on the 1st October 2016; The transition of the service has unfortunately created a one off pressure of £0.442M which has been subsumed within the overall plan; | N/A | N/A | N/A | 2 | Refer to detailed risk mitigations within the Risk Register for BU 10 (Public Health) (16/17) | Director Public Health | 25% Amber | 31/03/17 | |

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BARNSELY METROPOLITAN BOROUGH COUNCIL

Cabinet: 11th January 2017 Report of Director of Finance, Assets and IT

CALCULATION OF COUNCIL TAX BASE 2017/18

1. Purpose of Report

- 1.1 This report sets out the criteria to be taken into account in setting the 2017/18 Council Tax Base.

2. Recommendations

2.1 It is recommended that: -

- The report of the Director of Finance, Assets & IT for the calculation of the Council's Tax Base for the year 2017/18 be approved;
- The Council Tax Base for the year 2017/18 shall be 62,346.89. This figure has been calculated in accordance with the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012;
- Calculated in accordance with the above regulations the Council Tax Base for the year 2017/18 in respect of each Parish is as follows:-

| Parish Area (by Area Code) | Band D equivalent chargeable properties | 95% of Band D equivalent chargeable properties |
|-------------------------------------|---|--|
| Penistone | 4,247.10 | 4,034.75 |
| Billingley | 99.10 | 94.15 |
| Great Houghton | 653.00 | 620.35 |
| Little Houghton | 181.80 | 172.71 |
| Shafton | 959.30 | 911.34 |
| High Hoyland | 70.40 | 66.88 |
| Hunshelf | 169.10 | 160.65 |
| Langsett | 107.40 | 102.03 |
| Cawthorne | 613.30 | 582.64 |
| Dunford | 246.70 | 234.37 |
| Gunthwaite and Ingbirchworth | 286.70 | 272.37 |
| Thurgoland | 750.30 | 712.79 |
| Tankersley | 588.80 | 559.36 |
| Wortley | 294.40 | 279.68 |
| Oxspring | 465.00 | 441.75 |
| Silkstone | 1,201.60 | 1,141.52 |
| Stainborough | 165.20 | 156.94 |
| Barnsley and other Non-Parish areas | 54,529.10 | 51,802.61 |
| Total | 65,628.30 | 62,346.89 |

3. Introduction/Background

- 3.1 The Local Government Finance Act 1992 requires the Authority to calculate its Council Tax Base, before 31 January each year, in accordance with the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012.
- 3.2 The Valuation List dated 1 April 1993 shows domestic properties within the Borough subject to Council Tax and places each of them into a valuation band between A to H dependent upon a valuation as at an antecedent date of 1 April 1991.
- 3.3 The Council Tax Base is expressed in terms of band D equivalent properties and represents the estimated full year number of chargeable dwellings in the area after allowing for disabled persons relief, discounts and other statutory adjustments.

4. Consideration of Alternative Approaches

- 4.1 The calculation of the Council Tax Base is a statutory requirement and therefore there are no alternative approaches to consider.

5. Proposal and Justification

- 5.1 It is proposed that the Council Tax Base for the year 2017/18 shall be **62,346.89**
- 5.2 The relevant calculations for each Parish or district are calculated by applying the following formula: -

$$(H + J) \times \frac{F}{G}$$

where:

H is the estimated number of chargeable dwellings in the area and band after taking into account the effect of exemptions and discounts.

J is the amount of any adjustments in respect of changes in the number of chargeable dwellings or discounts calculated by the authority for 2017/18 (see notes at 5.3 below).

F is the number appropriate to each band as set out in Section 5(1) of the Act.

G is the number appropriate to band D as set out in Section 5(1) of the Act. In all cases for 2017/18 this is 9.

- 5.3 In determining the figure used at point J of the calculations the following aspects have been taken into account: -
 - i) a full survey of the properties within authority's tax base was carried out at the commencement of council tax in 1993 to identify those properties entitled to discounts and/or exemptions. Each year further checks are made to ensure that the Council Tax database remains accurate;

- ii) Each claimant's eligibility for discounts/exemptions is thoroughly investigated prior to being awarded, and an ongoing programme to survey present recipients is undertaken;
- iii) local knowledge has been used to identify which Parish will see an increase/decrease in the number of properties. This information is then used to obtain the revised number of band D equivalent properties that are in that particular area.

Example of Calculation – Penistone Town Council

5.4 By way of example using the formula in paragraph 5.2 above, the table below shows the calculated tax base for the Penistone Town Council area.

PENISTONE

| BAND | A- | A | B | C | D | E | F | G | H | TOTAL |
|--------------|------|----------|--------|--------|--------|--------|--------|--------|-------|----------|
| H = | 1.71 | 1,204.85 | 872.10 | 902.36 | 759.87 | 468.56 | 216.53 | 124.25 | 1.000 | 4551.23 |
| J = | | | | | 108.00 | | | | | 108.00 |
| F = | 5 | 6 | 7 | 8 | 9 | 11 | 13 | 15 | 18 | |
| G = | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | |
| (H+ J) x F/G | 1.00 | 803.20 | 678.30 | 802.10 | 867.90 | 572.70 | 312.80 | 207.10 | 2.00 | 4,247.10 |

Council Tax Base for Penistone 4,247.10 x 95% = **4,034.75**

Tax base for 2017/18

5.5 Appendix A shows the relevant amount for each area and the total of the relevant amounts for 2017/18 for each of the valuation bands is summarised as follows: -

| <u>Property Value</u> | <u>Band</u> | <u>Ratio</u> | <u>Band D equivalent chargeable properties</u> |
|---------------------------------------|-------------|--------------|--|
| Up to £40,000 with disabled reduction | A- | 5/9 | 119.50 |
| Up to £40,000 | A | 6/9 | 29,618.80 |
| £40,001 to £52,000 | B | 7/9 | 11,630.50 |
| £52,001 to £68,000 | C | 8/9 | 10,134.00 |
| £68,001 to £88,000 | D | 9/9 | 7,060.20 |
| £88,001 to £120,000 | E | 11/9 | 4,110.10 |
| £120,001 to £160,000 | F | 13/9 | 1,928.60 |
| £160,001 to £320,000 | G | 15/9 | 979.60 |
| More than £320,000 | H | 18/9 | 47.00 |
| | | | 65,628.30 |

5.6 The regulations require the authority to adjust the total relevant amount by a proportion which reflects the following: -

- i) Total amounts expected to be paid to the authority under the Local Government Finance Act 1992 less the total of any Council Tax Reductions for the year.
- ii) Total of amounts in respect of Council Tax Reductions pursuant to directions under Section 98(5) and 98(4) of the 1998 Act.

- 5.7 It is estimated that the appropriate proportion in this respect is 95% and that the Estimated Council Tax Base for the 2017/18 financial year is therefore:-

$$\underline{65,628.30 \times 95\% = 62,346.89}$$

- 5.8 The collection rate is relatively prudent but takes into account the impact that the LCTS scheme has on overall collection rates. Moreover, any surplus over and above the target collection rate, falls into the Council's Collection Fund and is used to support front line Council services.

6. Delivering Sustainable Community Strategy Ambitions and Local Area Agreement Outcomes

- 6.1 None directly

7. Long Term Sustainability of the Proposal

- 7.1 None

8. Impact on Local People

- 8.1 None.

9. Compatibility with European Convention on Human Rights

- 9.1 None.

10. Promoting Equality and Diversity and Social Inclusion

- 10.1 None

11. Reduction of Crime and Disorder

- 11.1 None.

12. Conservation of Biodiversity

- 12.1 None.

13. Risk Management Issues

- 13.1 The Tax Base is a key variable in determining the resources estimated to be available to fund Council Services. Consequently, the risk of variations to the Tax Base have been factored into the 2017/18 Service & Financial Planning process as far as is possible. In addition, the Tax Base will be subject to robust monitoring throughout the 2017/18 financial year to identify at an early stage any differences likely to make a material difference to the Council's spending plans.

14. Financial Implications

- 14.1 The estimated Tax Base of 62,346.89 is used to determine the total Council Tax yield available to support the 2017/18 budget.

15. Employee Implications

15.1 None.

16. Glossary

16.1 None.

17. List of Appendices

- Appendix A – Summary of relevant amounts

18. Background Papers

- The Local Government Finance Act 1992
- The Local Authorities (Calculation of Council Tax Base) Regulations 1992
- The Local Authorities (Calculation of Council Tax Base) SI 3012 (2003)

Office Contact: Frances Foster –Director, Finance, Assets & IT

Telephone No: 773101

Date: 16th December 2016

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Appendix A**SUMMARY OF RELEVANT AMOUNTS**

| | A- | A | B | C | D | E | F | G | H | TOTAL |
|------------------------|---------|-----------|-----------|-----------|----------|----------|----------|---------|--------|-----------|
| PENISTONE | 1.000 | 803.200 | 678.300 | 802.100 | 867.900 | 572.700 | 312.800 | 207.100 | 2.000 | 4,247.10 |
| BILLINGLEY | 0.000 | 0.700 | 5.400 | 5.100 | 8.500 | 17.100 | 30.000 | 32.300 | 0.000 | 99.100 |
| GREAT HOUGHTON | 1.300 | 334.300 | 113.200 | 107.900 | 77.400 | 10.900 | 7.200 | 0.800 | 0.000 | 653.000 |
| LITTLE HOUGHTON | 1.500 | 123.300 | 17.500 | 8.700 | 19.200 | 6.900 | 1.400 | 3.300 | 0.000 | 181.800 |
| SHAFTON | 0.900 | 347.400 | 222.200 | 177.900 | 176.800 | 29.000 | 2.600 | 2.500 | 0.000 | 959.300 |
| HIGH HOYLAND | 0.000 | 0.000 | 2.700 | 10.200 | 5.500 | 10.700 | 10.500 | 30.800 | 0.000 | 70.400 |
| HUNSHELF | 0.000 | 1.900 | 11.400 | 12.000 | 29.900 | 41.800 | 54.200 | 17.900 | 0.000 | 169.100 |
| LANGSETT | 0.000 | 3.000 | 5.200 | 16.900 | 10.300 | 31.800 | 25.300 | 12.900 | 2.000 | 107.400 |
| CAWTHORNE | 0.000 | 5.500 | 39.900 | 69.500 | 65.900 | 152.800 | 97.400 | 158.300 | 24.000 | 613.300 |
| DUNFORD | 0.000 | 35.800 | 35.000 | 36.900 | 28.500 | 43.400 | 36.800 | 28.300 | 2.000 | 246.700 |
| ROTHWAITE & BIRCHWORTH | 0.000 | 8.000 | 19.400 | 62.100 | 51.000 | 85.600 | 42.300 | 18.300 | 0.000 | 286.700 |
| IRGOLAND | 0.000 | 109.100 | 88.500 | 72.200 | 102.400 | 192.700 | 129.100 | 56.300 | 0.000 | 750.300 |
| KERSLEY | 0.700 | 165.000 | 46.300 | 60.700 | 60.000 | 176.000 | 67.200 | 12.900 | 0.000 | 588.800 |
| WORTLEY | 0.000 | 11.400 | 27.100 | 30.300 | 51.200 | 58.600 | 70.400 | 45.400 | 0.000 | 294.400 |
| OXSPRING | 1.000 | 36.200 | 73.800 | 78.300 | 59.700 | 90.800 | 72.300 | 52.900 | 0.000 | 465.000 |
| SILKSTONE | 0.000 | 94.500 | 151.200 | 163.500 | 247.000 | 250.700 | 225.600 | 67.100 | 2.000 | 1,201.60 |
| STAINBOROUGH | 0.000 | 6.100 | 27.400 | 12.000 | 24.000 | 40.600 | 36.800 | 16.300 | 2.000 | 165.200 |
| SUB TOTAL | 6.400 | 2085.400 | 1564.500 | 1726.300 | 1885.200 | 1812.100 | 1221.900 | 763.400 | 34.000 | 11,099.20 |
| OTHERS | 113.100 | 27,533.40 | 10,066.00 | 8,407.70 | 5,175.00 | 2,298.00 | 706.700 | 216.200 | 13.000 | 54,529.10 |
| TOTAL | 119.500 | 29618.800 | 11630.500 | 10134.000 | 7060.200 | 4110.100 | 1928.600 | 979.600 | 47.000 | 65,628.30 |

95% Collection Rate **62,346.89**

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BARNSELY METROPOLITAN BOROUGH COUNCIL

Cabinet: 11th January 2017

Report of the Director of Finance Assets & IT

2017/18 BUSINESS RATES – CALCULATION OF THE AUTHORITY'S LOCAL SHARE

1. Purpose of Report.

- 1.1 This report sets out the 2017/18 estimated Business Rate Local Share for the Council that is built into the 2017/18 budget process and outlines the process for calculating the National Non Domestic Rates Return (NNDR1) which is required to be submitted to the Department for Communities and Local Government (DCLG) by 31st January 2017.

2. Recommendations.

- 2.1 That Members note the process for estimating the retained Business Rate Local Share for 2017/18 set out in the report and agree that the 'local share' for Barnsley will be £22.032M (excluding S31 Grants) in line with the Council's Medium Term Financial Strategy (MTFS).
- 2.2 It is recommended that the final submission is approved by the Director of Finance, Assets and IT in consultation with the Cabinet Spokesperson.

3. Background

- 3.1 The Government's reform agenda introduced the local Business Rates Retention (BRR) scheme from 1st April 2013 which altered the way revenue from business rates is distributed. From this date, councils now collect and retain 49% of business rates (known as the Local Share) and this amount forms part of the funding of the Council's agreed 2017/18 budget.
- 3.2 In the 2015 Comprehensive Spending Review, Government announced the move to allow all Councils to retain 100% of business rates they collect by 2020/21. Whilst this can be seen as a positive statement, allowing Local Authorities more control over their finances and being less reliant on Central Government financing, it also raises a number of potential issues that the Council needs to be aware of and manage effectively.

4. Current Position

Local Business Rates Retention

- 4.1 Under the Business Rates Retention (BRR) scheme councils are required to estimate the total business rates to be collected in their area.

- 4.2 After taking account of reliefs, appeals and other variables, councils are required to pay 50% of this net amount over to Central Government and 1% to local Fire Authorities. The remaining amount is then available to contribute to the Council's budget planning process.
- 4.3 The key steps involved in the process of estimating the local share of business rates to be retained by the Council are attached at Appendix 1.
- 4.4 There are however a number of key changes for 2017 together with other significant issues that impact on the Authority's ability to generate additional business rate income. These issues are identified below:-

2017 Business Rate Revaluation

- 4.5 A revaluation of all business properties is undertaken at national level by the Valuations Office every 5 years. The next business rates revaluation takes effect from 1st April 2017. At local authority level, overall bills will increase or fall depending upon whether rateable values in that area have performed above or below the average for England.
- 4.6 Government have announced that the effects of the revaluation will be revenue neutral meaning no Local Authority will be worse off in terms of funding retained. This will be undertaken via an adjustment to each authority's Top Up or Tariff following revaluation so that as far as is reasonably practical a Local Authorities retained income is the same after revaluation as immediately before.
- 4.7 As a result of the revaluation the gross rateable value of businesses within Barnsley have generally fallen on average by 1.75% meaning that income retained by the Council from business rates collected has reduced. As a result the top up grant the council currently receives will increase from the 1st April 2017. The Medium Term Financial Strategy has been adjusted to reflect this change.
- 4.8 It should be noted that there has been fluctuations in the rateable values (RV) of council owned premises as a result of the 2017 Revaluation. The estimated cost associated with this has been built into the Medium Term Financial Strategy.

Small Business Rates Relief

- 4.9 The Government have also announced that the entitlement threshold for qualifying small businesses that can apply for Small Business Rate Relief will change from the 1st April 2017. The table below highlights the effects of the new threshold;

| | Existing Threshold | New Threshold |
|--|---------------------------|-------------------------|
| 100% Relief Awarded | Up to £6,000 | Up to £12,000 |
| Tapered Relief Awarded | From £6,001 to £11,999 | From £12,001 to £14,999 |
| Bills calculated on Small Business Rate Multiplier | From £12,000 to £18,000 | From £15,000 to £51,000 |

- 4.10 Local Authorities will be compensated for the effects of the change in the threshold via a specific (Section 31) grant by Government; provision for this has already been included in the Council's MTFS.

Deductions for Estimated Charitable Reliefs

- 4.11 Charities are awarded 80% mandatory relief. This continues to be a significant issue for the Authority as schools that become academies will automatically receive relief on their business rate charge.
- 4.12 In Barnsley, 45 schools (including 4 secondary schools) are currently receiving charitable relief (academies and other charitable operated schools) with a further 6 schools (including 1 secondary) expected to convert during 2017/18. The effects of this have been built into the estimated cost of charitable relief for 2017/18.
- 4.13 In addition to this there are a number of ongoing legal challenges associated with the award of charitable relief in particular around NHS Trusts nationally. If these challenges are upheld the Council may face significant financial costs.

Empty Properties and Business Closures

- 4.14 Under the current Business Rates scheme, business properties that become vacant are entitled to apply for empty property relief. The amount of relief awarded is dependent on the type of property that becomes vacant. For industrial use properties a maximum of 6 months relief can be awarded with a maximum of 3 months relief being awarded to other property types. A business owner can however re-apply for relief 6 weeks after the previous relief has expired meaning that a business owner can effectively receive over 10 months relief in any financial year.
- 4.15 Whilst the total amount of relief to be awarded during 2017/18 is therefore difficult to estimate, the total rates to be collected has been adjusted to reflect known circumstances.
- 4.16 Finally, it is estimated that the total rates collected will reduce (albeit temporarily) as a result of the Better Barnsley town centre regeneration scheme, which is due to commence in the new financial year.

Enterprise Zones

- 4.17 As part of setting up Local Enterprise Partnership (LEP's) a framework was also established to offer incentives to businesses to build/ relocate within designated sites known as Enterprise Zones. EZ sites were placed within the control of LEP's and are split between those sites that offer business rate relief and those that offer Enhanced Capital Allowances (ECA) to properties within the EZ sites.
- 4.18 EZ sites have a direct impact on local authority funding because local authorities pay over to the LEP the business rates of properties that fall within these sites rather than retain the rates themselves. Under the BRR scheme, the business rates paid over to LEP's are funded jointly by local authorities and central government.
- 4.19 Barnsley has 2 approved enterprise zone sites at Shortwood and Ashroyd Business Parks. A further 2 potential sites have also been identified at Capitol Park (M1 Junction 37) and Gladman Park (M1 Junction 36) as a result of the Government offering up these sites to those LEP's affected by the HS2 high speed rail link. This however is subject to change following the Government's recent HS2 announcement.

- 4.20 The impact of the business rate relief at the Shortwood and Ashroyd sites is estimated at around £400k and the Council picks up 49% of this cost. It is not possible at this point to determine the full financial implications of the ECA sites as this will depend upon the type of businesses that are built/ relocated here but this will be monitored and reported into a future Cabinet.

Appeals

- 4.21 Appeals occur when a business believes that the business rates they have been charged have been calculated unfairly. All appeals are processed by the Valuations Office. Appeals usually take place over a 5 year period in line with the Valuations Office property revaluation timetable.
- 4.22 Government have recently consulted on a new appeals process to be implemented from 1st April 2017. The new appeals process will follow a three stage process – Check, Challenge and Appeal.
- 4.23 Councils are required to make an estimate of the appeals that may be settled within any given year. It is expected that the new process will make it easier for the Council to more accurately estimate the financial impact that appeals may have on the Medium Term Financial plan, something which has been virtually impossible to model at present.

Submission of the National Non Domestic Rates Return (NNDR1)

- 4.24 Councils are required to collect the information highlighted at Appendix 1 and submit it to Government via the NNDR1 return no later than 31st January in any given year.
- 4.25 The NNDR 1 form has yet to be issued by Government at the time of writing this report. Once received this will be reviewed by officers over the next few weeks and may necessitate adjustments to the position reported in this report. Bearing in mind the deadline for submitting the NNDR 1 form is 31 January 2017, it is recommended that the final submission is approved by the Director of Finance, Assets and IT.
- 4.26 The position on business rates will also continue to be carefully monitored throughout the financial year and reported to Members as part of normal budgetary procedures.

Reconciliation to the Council's MTFS

- 4.27 As mentioned the Council's NNDR 1 2017/18 reconciles to the Council's updated forecast. However, the 2017/18 position has changed since it was last reported to Cabinet/ Council in September 2016. The 2017/18 forecast at that stage was before the impact of the 2017 revaluation had been calculated. This revised position impacts both Top Up grant and Local Share income which is now reflected in the Council's updated forecast as set out in the table below.

| | Sept Cabinet £M | Latest Position £M | Difference £M |
|------------------------|--------------------------------|-----------------------------------|--------------------------|
| Local Share | 25.440 | 22.032 | -3.408 |
| S31 Grants Local Share | 1.610 | 1.855 | +0.245 |
| Top Up grant | 27.179 | 30.342 | +3.163 |
| S31 Top up | 0.384 | 0.384 | 0 |
| | 54.613 | 54.613 | 0.000 |

- 4.28 It should be noted that there are a number of other potential variances that could impact upon the Council's NNDR forecast. The main variable is the Council's ability to affect the number of businesses in the borough and some of the factors impacting this have already been outlined earlier in this report. At this stage, the impact of these changes on the Council's NNDR base is largely believed to be neutral but the position will be closely monitored to ensure that any potential changes are reported into Cabinet at the earliest opportunity.

5. Options

- 5.1 The Council is statutorily required to submit a completed NNDR1 form no later than 31st January in any given year.

6. Local Area Implications

- 6.1 The impact on local businesses (especially in relation to Government policy changes) is outlined within the report.

7. Implications for local people and service users

- 7.1 No local people or services will be directly affected by the new scheme.

8. Financial Implications

- 8.1 From the introduction of the BRR scheme on 1st April 2013 the Council retained 49% of the amount it collects. Following the 2017 Business Rate Revelation, an estimate of the amount to be retained in 2017/18 has been made and totals £22.032M. This amount has been built in to the 2017/18 Budgetary Process. In addition, the Council is required to notify Central Government and South Yorkshire Fire Authority of their share of business rates income.
- 8.2 The business rate baseline remains extremely volatile with a number of key factors that can influence its position none more so than the ongoing legal challenges currently being progressed. The move to 100% retention by 2020 places even more importance on the monitoring of the budgeted position. A rigorous monitoring process has been put in place with any material variations against the budgeted retained element of business rates or the Section 31 Grant being reported to Cabinet as part of the normal quarterly financial monitoring process.
- 8.3 Any variations identified from this exercise will affect the Council's Collection Fund Reserves, which will in turn impact on future years budget strategies. Any variations also impact the amounts paid over to Central Government and the Fire Authority.

9. Employee Implications

9.1 No existing employees are adversely affected by this report.

10. Communications Implications

10.1 None directly arising from this report.

11. Tackling Health Equalities

11.1 There are no known implications.

12. Climate Change & Sustainable Energy Act 2006

12.1 Councils are able to retain 100% of business rates levied on new renewable energy businesses from 1st April 2013. The Council has seen one such renewable energy business that has come onto the rating list since this time and as such has included 100% of the rates collected on this property in the amount to be retained for 2016/17 (see step 5 in Appendix 1).

13. Risk Management considerations

13.1 As the business rates retention scheme forms a major part of the Council's future funding position any forecast decline may pose a significant risk. As such this has been added to the Authority's risk register.

14. Health & Safety Issues

14.1 There are no implications.

15. Compatibility with European Convention on Human Rights

15.1 There are no implications.

16. Promoting Equality and Diversity and Social Inclusion

16.1 There are no implications

17. Reduction of Crime and Disorder

17.1 There are no implications.

18. Consideration of Biodiversity

18.1 There are no implications.

19. List of Appendices

Appendix 1- Process for calculating the National Non Domestic Rates Return

Officer Contact: Director, Finance, Property and IT

Telephone No: 773101

Date: 16/12/2016

PROCESS FOR CALCULATING THE 2017/18 NNDR 1 FORM

Step 1 – Calculation of Gross Debit

The gross debit is calculated by taking the gross rateable value of properties on the ratings list within the Barnsley area and applying a business rate multiplier as set by Government.

The rateable value to be used is that based on the revised 2017 Revaluation as at 1st April 2017.

Step 2 – Deductions for Estimated Reliefs Awarded

Certain types of organisation (certain small businesses, charities, empty properties) are entitled to business rates relief. These include charitable trusts and other similar organisations including academies.

Any estimated reliefs to be awarded in the forthcoming year are deducted from the gross debit and thus affect the amount to be retained by the Council.

Step 3 - Losses in collection

As part of the estimate of business rates revenue to be collected locally, councils are required to make an estimate of any losses in collection it anticipates in any given year.

A prudent estimate based on the current collection rate being achieved together with past years actual losses, has been made. This has been built into the overall calculation of business rates to be collected and equates to a collection rate in the region of 96.5%. There has been considerable investment in both time and resources in collection/ recovery processes over the last 18 months and the new methods adopted by the Council (including charging orders, a new enforcement framework and bankruptcy and petitions) should help us to achieve the target for 2017/18.

Step 4 – Enterprise Zones

Under the new scheme councils are required to pay 100% of the business rates collected on properties that sit within enterprise zones over to the Local Enterprise Partnership.

There are currently 4 properties within Barnsley that sit within the Sheffield City Region Enterprise Zone. The business rates to be collected on these properties will be deducted from the estimated business rates for 2017/18 to be paid to the LEP.

Step 5 - Renewable Energy Schemes

From 1st April 2013 the Council will be able to retain 100% of the business rates levied on companies engaged on new Renewable Energy business. To date only one property of this type has come on to the rating list since this time.

Step 6 - Business Growth/Decline

As part of the new scheme councils are also required to make an estimate for any growth or decline in businesses within their area. Council's will retain 49% of the business rates revenue estimated from any growth anticipated.

Based on local intelligence, an analysis has been made of any future growth within the Barnsley area. At this time there is no anticipated net growth within the area that would make a significant impact on the overall amount collected in business rates. It is therefore proposed not to include anything for net business rate growth in the final submission to Government.

Councils will however also have to take 49% of the loss in revenues from companies that go out of business. Although the current economic climate shows signs of improvement it is difficult to predict with any degree of certainty. There is expected to be a temporary decline in the business rate baseline as a result of the ongoing development within the Town Centre. This decline has been built into the 2017/18 NNDR1

Step 7 - Appeals

Appeals occur when a business believes that the business rates they have been charged have been calculated unfairly. All appeals are processed by the Valuations Office. Appeals usually take place over a 5 year period in line with the Valuations Office property revaluation timetable.

Councils are required to make an estimate of the appeals that may be settled within any given year. Government are due to introduce a new appeals process form 1st April 2017 which should simplify the way the estimated provision is calculated for appeals.

Step 8 Transitional Protection Payments

Government undertakes a ratings revaluation of business premises every 5 years. The next revaluation has been undertaken and takes effect from 1st April 2017. Where a properties ratings value has significantly changed as a result of revaluation the business in question is awarded Transitional Rate Relief to protect them from significant changes.

Transitional rate relief awarded is therefore deducted from the total amount of business rates levied.

BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan.

Report of the Executive Director of PLACE
and the Executive Director of COMMUNITIES

Principal Towns Investment Programme

1. **Purpose of Report**

- 1.1. To brief Cabinet on the proposal to create a framework to support economic regeneration in Barnsley's principal towns and local centres. The commissioning approach is to encourage asset based community development as a catalyst to stimulate stronger and resilient communities.

2. **Recommendations**

- 2.1 Cabinet agrees to the concept of developing a principal town's programme and the commissioning approach.**
- 2.2 Cabinet approve the full business case, in accordance with Capital Programme requirements.**
- 2.3 That Cabinet approve the release of £5M from the 2020 Capital Investment Fund to establish the Principal Towns programme.**
- 2.4 That cabinet receives further reports with recommendations for funding allocations resulting from the Principal Towns programme commissioning process.**
- 2.5 That the commissioning of works and services under the programme follow the arrangements for Area Council procurement.**

3. **Introduction**

- 3.1 Due to the large amount of investment which is taking place within Barnsley Town Centre, it has been highlighted that in order to ensure the benefits of economic regeneration are felt across the borough, a dedicated investment programme be put in place to support community led projects.
- 3.2. In line with previously recognised planning definitions for principle towns and local centres, it is proposed that the new framework will focus upon:

Principal Towns:

Cudworth
Hoyland
Wombwell

Goldthorpe
Penistone
Royston

Local Centres:

Athersley
Bolton on Dearne
Darfield
Darton
Dodworth
Grimethorpe
Hoyland Common
Lundwood
Mapplewell
Stairfoot
Thurnscoe

- 3.3. This report sets out the approach to developing the investment framework, working with Area Councils and local community groups.

4. Consideration of Alternative Approaches

Option 1: Do Nothing

- 4.1 If the principle towns investment programme was not taken forward, this would mean that there is no dedicated way of supporting economic regeneration away from the town centre. Although the Jobs and Business Plan is delivering a number of key strategic projects across the borough, these are not focussed on community led projects which can directly support regeneration in those areas.

Option 2: Delegated Budgets

- 4.2 Allocate a budget to each individual Area Council instead of going through a borough wide commissioning framework. This would mean the proposed total capital allocation is split rather than centrally allocated. This is unlikely to result in meaningful and economically beneficial projects coming forward.

5. Proposal and Justification

- 5.1 The proposal is to create a principle towns commissioning framework which can be used to form the basis for community led economic regeneration projects coming forward for funding by focusing on projects that ensure our principal town centres remain vibrant and attractive. Projects are expected to deliver the interventions that best deliver a thriving high street. These may be different in each of the principal towns but are likely to include a mix of the following:

- Quality Public Realm
- Shopfront Schemes
- Business Security
- Business Incentives

- Low maintenance public realm i.e. curbs, bollards
 - Transport improvements
 - Car parking improvements
 - Signage & branding
 - Acquisition of key buildings/ land to deliver the plan
 - Demolition where appropriate
- 5.2 This list is not exhaustive but is intended to give a focus to the type of bids the Principal towns programme expects to support.
- 5.3 The commissioning framework will be run on a competitive basis, thereby encouraging the best and most economically advantageous projects to receive funding. In order to ensure initiatives are to an appropriate scale to ensure meaningful impact, an indicative minimum threshold for submissions is proposed at £100k for Principal Towns and £50k for Local Centres.
- 5.4 A Principal Towns Project Board has been established consisting of officers from Place, Communities, and Finance. A review of existing work is already being undertaken, identifying the issues, opportunities and challenges in each area, along with the role they play in servicing their wider catchment. This will be used to develop a commissioning framework which could enable the community and wider stakeholders to come forward with innovative solutions to the opportunities and challenges identified.

- 5.5 Further work is still required to investigate how the commissioning framework will be implemented but it will be essential that Area Councils and local community groups are part of the solution. A commissioning approach would be more flexible than an action prescriptive strategy as well as enabling a wider spectrum of delivery partners to come on board and potentially leverage of other funding streams.
- 5.6 The Project Board is required to complete a full business case, setting out the formal arrangements for establishing the investment programme including governance. This will include the proposed commissioning framework, which can be used by communities in preparing their response and timescales for the bidding process. It is proposed to bring this business case back to Cabinet before the end of the financial year.
- 5.7 The intention is that proposals will be commissioned in line with local priorities that fall within the remit of the Principal Towns Programme. Commissioning will therefore follow the philosophy within the Area Council Procurement arrangements, with the aim of developing the local economy. This will seek to prioritise the use of local small businesses and the voluntary and community sector, wherever possible, rather than in-house Council services.
6. The Corporate Plan and the Council's Performance Management Framework
- 6.1 The proposals in this report are consistent with Council's Corporate Plan as it directly contributes towards the Future Council ambitions of:
- Strong and resilient communities
 - Create more businesses
 - Create more jobs
 - Deliver economic infrastructure
7. Governance and Programme Management
- 7.1 In order to support this new programme management structure, an aligned governance model will be adopted. The strategy will need robust; action focused governance comprising key stakeholders who are able to drive the forward actions, support and challenge project sponsors.
- 7.2 Stronger Barnsley as well as Area Councils are aware of the undelivered pipeline projects which could be submitted as part of the programme.
- 7.3 Communities department will maximise internal capacity to support the programme particularly in relation to project management, procurement and commissioning whilst recognizing that 2 posts to be established will be addressed via a delegated report.
- 7.4 Two Project Managers will be recruited via a delegated report to work closely with the Ward Alliance and Communities directorate (see appendix 2), to work up projects using the relevant forms and the Capital Programme Oversight Board criteria which proposals are ranked based on an initial assessment against 4 scoring and 3 non scoring criteria as described below:

7.5 Programme Oversight Board Criteria

1. *Does the proposal deliver efficiency (financial and non-financial) and / or clear return on investment? (30%);*
2. *Will the proposal lever in other funding sources and investment? E.g. voluntary sector, private sector, SCR (30%);*
3. *What are the measurable outputs / outcomes? (20%); and*
4. *Is there a clear and robust evidence base for doing the scheme? (20%).*

Non Scored Criteria

5. *Impact on corporate priorities;*
6. *Timing of return on investment;*
7. *Sustainability*
8. *Community involvement*

7.6 The Principal Towns Project Team will use the recently approved Area Based Procurement Policy.

7.7 Following the above process will ensure that only appropriate projects are approved and that they are sourced within budget to ensure that the total budget allocation isn't exceeded.

7.8 Over and above this specific scenario, there will be a dedicated Category Manager and Procurement Officer available to both business units 4 and 5.

7.9 A strategic approach needs to be aligned to other strategic programmes with other internal and external funding programmes e.g. Section 106, Dearne Valley Partnership, Housing Growth, HCA, Network Rail infrastructure funds and Area Chairs are aware of these expectations.

8. Implications for Local People/Service Users

8.1 As outlined earlier there are significant positive implications for residents of the impacted Principal Towns and Local Centres if the Principal Towns Programme.

9. Financial Implications

9.1 Building on the Better Barnsley Regeneration scheme for Barnsley Town Centre, the Principal Towns Programme has identified a number of Town and Local sites across the borough where investment could be made to kick start regeneration.

9.2 A full business case has recently been completed and is now recommended by the Capital Oversight Board to Cabinet for final approval (Appendix B).

9.3 A total budget of £5M has been earmarked for the 2020 Capital Investment Fund and will be released subject to Cabinet approval. It is proposed to

introduce an approved framework in order to commit the resources against specific projects with final approval being recommended to Cabinet via further reports.

9.4 The full financial implications are detailed in the Appendix A to this report.

10 Employee Implications

10.1 There are no immediate employee implications arising directly from this report however there will be the recruitment of two project managers via a delegated report.

11 Communications Implications

11.1 The Principal Towns Programme will be promoted effectively to the interest groups associated with the Principal Towns and Local Centres to engage them with in the programme. Developments will be promoted to the general public to ensure the improvements are understood and recognised.

12. Consultations

12.1 Consultation has taken place internally with initial discussion with the Leader, Place Cabinet Spokesperson; the Communities and Place Directorates; the Area Council Members; the Section 106 Officer as well as the Dearne Valley Partnership Manager. Consultation has included potential pipeline projects, structure and process of the Principal Towns Commissioning Framework as well as the governance.

13 Risk Management Issues

13.1 Marketing material and a set of workshops are planned to promote the programme to ensure it targets the relevant target market to ensure the panel receives sufficient project applications. Due to the funding being a finite budget, the projects will be funded through a first come first serve policy to ensure there aren't competitive funding rounds pitting project against one another but measured again the programme criteria.

13.2 Following approval of the scheme in principal, more detailed risk identification activities will take place, resulting in the development of a project / scheme risk register which will contribute towards the broader governance arrangements for the programme as a whole.

14. Health, Safety and Emergency Resilience Issues

14.1 There are no immediate implications arising directly from this report.

15. Compatibility with the European Convention on Human Rights

15.1 The proposal is fully compliant with the European Convention on Human Rights.

16. Promoting Equality, Diversity and Social Inclusion

16.1 Town centre regeneration will ensure that the needs of all groups are fully incorporated. The programme will consider the needs of:

- Disabled people
- People with long term health conditions
- People recovering from mental health
- BME people, including refugees and new arrivals to the Borough (e.g. from Eastern Europe)
- Young people leaving care

17. Reduction of Crime and Disorder

17.1 The scheme has the potential to impact positively on perceptions of crime and disorder if proposals come forward that improve the feelings of safety in our principal town centres.

18. List of Appendices

Appendix A – Financial implications

Appendix B – Full Business Case

Appendix C – Plan of Principal Towns

Appendix D – Principal Towns Commissioning Framework and Governance Flowchart

19. Background Papers

England & Lyle – Smaller Centres Study – November 2011

Officer Contact [David Shepherd] Telephone No [772621] Date [08/12/2016]

Financial Implications /
Consultation

*(To be signed by senior Financial Services officer where no
financial implications)*

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Report of the Executive Director - Place

FINANCIAL IMPLICATIONS

Principal Towns Programme

| i) Capital Expenditure | <u>2016/17</u> | <u>2017/18</u> | <u>2018/19</u> | <u>2019/20</u> | <u>Total</u> |
|-------------------------------|----------------|----------------|------------------|------------------|------------------|
| | £ | £ | £ | £ | |
| Principal Towns Programme | 25,000 | 975,000 | 2,000,000 | 2,000,000 | 5,000,000 |
| | 25,000 | 975,000 | 2,000,000 | 2,000,000 | 5,000,000 |
| To be financed from: | | | | | |
| 2020 Capital Investment Fund | -25,000 | -975,000 | -2,000,000 | -2,000,000 | -5,000,000 |
| | 0 | 0 | 0 | 0 | 0 |


Funding for the scheme has been earmarked from the 2020 Capital Investment Fund and will be released on an individual project by project basis

| ii) Revenue Effects | <u>2016/17</u> | <u>2017/18</u> | <u>2018/19</u> | <u>Later Years</u> |
|-----------------------------|----------------|----------------|----------------|------------------------|
| | £ | £ | £ | £ |
| | 0 | 0 | 0 | 0 |
| To be financed from: | | | | |
| | 0 | 0 | 0 | 0 |

Impact on Medium Term Financial Strategy

This report has no impact on the Authority's Medium Term Financial Strategy.

| | <u>2016/17</u> | <u>2017/18</u> | <u>2018/19</u> | <u>2019/20</u> |
|------------------------------------|----------------|----------------|----------------|----------------|
| | £m | £m | £m | £m |
| Current forecast budget gap | 0.000 | 0.529 | 2.658 | 1.950 |
| Requested approval | 0.000 | 0.000 | 0.000 | 0.000 |
| Revised forecast budget gap | 0.000 | 0.529 | 2.658 | 1.950 |

Agreed by: 08/12/2016.....On behalf of the Director-Finance, Property & IS

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Full Project Business Case Principal Towns Programme

Document Information

Version: 0.4
Last Updated: 07/12/16
Owner: Paul Hussey

Document History

| Version | Details | Date | Reviewed By |
|---------|---------------|----------|------------------|
| 0.1 | Initial draft | | S. Whittaker |
| 0.2 | Second draft | | S. Whittaker |
| 0.3 | Third draft | 07/12/16 | P. Hollingsworth |
| 0.4 | Fourth draft | 07/12/16 | S. Loach |

| | |
|--------------------------------------|----------------------|
| Project Name: | Principal Towns |
| Lead Contact/Project Manager: | Philip Hollingsworth |
| Directorate: | Communities |
| Contact Details: | 774955 (4955) |
| Senior Responsible Officer: | Paul Hussey |

1. PROJECT OVERVIEW

Scope

What is in and out of scope?

To create a framework to support economic regeneration in Barnsley's defined principal towns and local centres. The commissioning approach is to encourage asset based community development as a catalyst to stimulate stronger and resilient communities.

Principal Towns:

Cudworth
 Hoyland
 Wombwell
 Goldthorpe
 Penistone
 Royston

Local Centres:

Athersley
 Bolton on Dearne
 Darfield
 Darton
 Dodworth
 Grimethorpe
 Hoyland Common
 Lundwood
 Mapplewell
 Stairfoot
 Thurnscoe

Context & Rationale

Provide detail on what the project is seeking to achieve or what problem is it trying to solve?

Due to the large amount of investment which is taking place within Barnsley Town

Centre, it has been highlighted that in order to ensure the benefits of economic regeneration are felt across the borough, a dedicated investment programme be put in place to support community led projects. At present there is no such investment programme specifically targeting our district town centres.

This would help to directly contribute towards our Corporate Economic priority for the Borough and will complement the various priorities set by the Area Councils.

Alternative Approaches

Include summary information on alternative approaches and/or solutions that have been considered and the reasons that these are not being considered further.

Do Nothing

If the principle towns investment programme was not taken forward, this would mean that there is no dedicated way of supporting economic regeneration away from the town centre. Although the Jobs and Business Plan is delivering a number of key strategic projects across the borough, these are not focussed on community led projects which can directly support regeneration in those areas.

Delegated Budgets

4.2 Allocate a budget to each individual Area Council instead of going through a borough wide commissioning framework. This would mean the proposed total capital allocation is split rather than centrally allocated. This is unlikely to result in meaningful and economically beneficial projects coming forward.

Links to Corporate Priorities

Provide detail about how this project will specifically support the delivery of the Council's corporate priorities and/or outcomes

- Strong and resilient communities
- Create more businesses
- Create more jobs
- Deliver economic infrastructure

2. BENEFITS

List the anticipated benefits (financial and non financial) and how these will be measured

| Benefit | Measurement | Timescale |
|--|---|-------------------|
| The proposal is to create a principle towns commissioning framework which can be used to form the basis for community led economic regeneration projects coming forward for funding by | <ul style="list-style-type: none"> • Quality Public Realm • Shopfront Schemes • Business | Post October 2017 |

| | | |
|--|---|--|
| focusing on projects that ensure our principal town centres remain vibrant and attractive. Projects are expected to deliver the interventions that best deliver a thriving high street. These may be different in each of the principal towns but are likely to include a mix of the measurements: | Security <ul style="list-style-type: none"> • Business Incentives • Low maintenance public realm i.e. curbs, bollards • Transport improvements • Car parking improvements • Signage & branding • Acquisition of key buildings/ land to deliver the plan • Demolition where appropriate | |
|--|---|--|

3. DEPENDENCIES

Provide details of any identified dependencies

| Internal Resources | Why Required | When Required |
|--------------------|------------------------------------|---------------|
| Area Councils | To assist with project development | February 2017 |
| Ward Alliance | To assist with project development | February 2017 |

| External Resources | Why Required | When Required |
|---------------------|----------------------|----------------|
| Local businesses | Submit project plans | September 2017 |
| Community groups | Submit project plans | September 2017 |
| Other organisations | Submit project plans | September 2017 |

4. COSTS & FUNDING

Details of any funding available (e.g. voluntary sector, private sector, SCR) and provide details of any constraints or timescales on funding stream

| 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 |
|---|---------|---------|---------|---------|
| | | | | £ |
| Notes It is expected that the private sector will contribute to any approved projects though it is difficult to estimate the value of this at this stage | | | | |

Details of any funding required and where this will need to be sourced from

| 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 |
|--|----------|------------|------------|---------|
| £25,000 | £975,000 | £2,000,000 | £2,000,000 | £ |
| Notes Approval for the above will be sought via a separate cabinet report which sets out the principles of the scheme | | | | |

5. IMPACT ASSESSMENT

What is the impact of implementing the project? Equality & Inclusion Business Partners can provide advice and guidance in this area with regards to completing initial Community Impact Assessment (CIA) and full Equality Impact Assessment (EIA) if required.

| | Significant Impact? (✓) | Next Steps (✓) |
|-------------------------------------|---|----------------|
| Impact Assessment Undertaken | At this stage in the process there is not enough detail to understand the potential impacts. It will be necessary to undertake a CIA/Full EIA on each of the proposals for the principal towns as the plans are developed and prior to submission to the commissioning board. | |
| Details of Impact | | |
| Next Steps | | |

RESOURCES

Details of resources required, such as office space, IT equipment, project team members, specific skills etc.

| Resource | Details | Cost | Date Required |
|---|--|---------------------------|---------------|
| Project Managers x2 (existing grade 9 job profile). 3 year contracts. | To undertake all investigation, submission of proposals and delivery of each approved plan | £86k/year | February 2017 |
| Marketing promotion | To promote the scheme to get community groups interested e.g. workshops | Minimal – to be contained | Spring 2017 |
| Surface Pro x2 | To enable flexible mobile working | Standard cost | February 2017 |
| Office equipment | Utilise existing office accommodation of Stronger Communities Area Teams | No additional charges | February 2017 |

6. PROJECT SCHEDULE

What are the key project milestones for the on-going development and implementation of the project?

| Milestone | Start Date | Completion Date |
|---|-------------------------|-----------------|
| Cabinet approval | January 2017 | |
| Full business case | December / January 2017 | |
| Capital Programme funding approval | February 2017 | |
| Recruitment of project officers | January / February 2017 | |
| Meetings with Members and Area Councils | February / March 2017 | |
| Workshops with community groups and Area Councils | April / May 2017 | |
| Principal Towns Panel | September 2017 | |
| Cabinet approval of projects | October 2017 | |
| Projects implemented | From October 2017 | |
| Thereafter the programme will continue with meetings of the Panel x3/year | | |

7. ROLES & RESPONSIBILITIES

Provide details of the project team and their roles and responsibilities linked to this project. Indicate the status of each role i.e. is this role part time, full time, temporary current post

| Role | Responsibilities | Name | Status |
|---|--|----------------------------------|---------------------------|
| Project Managers x2 (existing grade 9 job profile). 3 year contracts. | To undertake all investigation, submission of proposals and delivery of each approved plan | ? | February 2017 for 3 years |
| Area Managers (South and North-East) | Day-to-day line management of the Project Managers. | Kate Faulkes Caroline Donovan | Existing, Permanent |
| Head of Stronger Communities | To ensure the programme continues to progress and deliver | Phil Hollingsworth | Existing, Permanent |
| Other Area Managers/Area Teams | To provide support advice and facilitation to enable the programme to work | Various | Existing, Permanent |

8. PROJECT GOVERNANCE

Provide details around governance, sign off and reporting arrangements

| | |
|---|--|
| Standalone project or part of a wider programme? | <i>Standalone</i> |
| Governance Arrangements | <p><i>Is there already an appropriate board in existence to oversee this project or will a new one need to be created?</i></p> <p><i>A project board is already in place and a commissioning panel will be implemented for the initial approval of projects.</i></p> |
| Meeting Arrangements | <p><i>What is / will be the frequency of board meetings?</i></p> <p><i>Currently every 4 weeks.</i></p> |
| Reporting | <p><i>What reports will be received by the board and at what times (monthly, gateways etc.)</i></p> <p><i>Progress and monitoring reports for the commissioning panel and project boards.</i></p> |
| Gateway Processes | <p><i>At which points in the project is sign off required and by whom?</i></p> <p><i>Commissioning panel and cabinet.</i></p> |

9. RISKS

What are the anticipated risks of undertaking this project and how could these be mitigated?

| Risk Detail | Probability and Impact | Mitigation |
|----------------------------|--|---|
| Too much demand | Escalating risk as the programme progresses and the amount of remaining funding decreases. | We'll work with the Principal Towns throughout the lifetime of the programme to ensure that proposals only progress where there is a realistic chance of funding. |
| Not enough demand | Low probability, the interest in this should be significant | Workshops and briefings will be held to generate interest |
| Too many small initiatives | Medium probability | Minimum thresholds have been set to prevent this. |

What are the anticipated risk of NOT undertaking this project and how could these be mitigated?

| Risk Detail | Probability and Impact | Mitigation |
|--|------------------------|-----------------------------------|
| Footfall decreases | Medium | The proposed investment programme |
| More business close as a result of not investing | Medium | The proposed investment programme |
| Areas enter a 'spiral of decline' | Medium | The proposed investment programme |

10. ISSUES

What are the anticipated issues linked with undertaking this project and how could these be controlled?

| Issue Detail | Probability and Impact | Control |
|--|------------------------|--|
| Possible political fall-out if areas are not perceived as getting a fair allocation from the programme | Low | Members roles on the panel and project sign-off by Cabinet |

11. STAKEHOLDERS

Who are the key stakeholders and how will they be consulted on?

| Stakeholder | Internal or External | Type of Consultation | When |
|--------------|----------------------|----------------------------|--|
| Public | External | Workshops / press releases | Project promotion implementation and as and when projects commence |
| Members | Internal | All Member Briefing | Prior to panel |
| Key Officers | Internal | Updates | Prior to panel |

12. COMMUNICATION & ENGAGEMENT

When will communication take place, how, why and with whom?

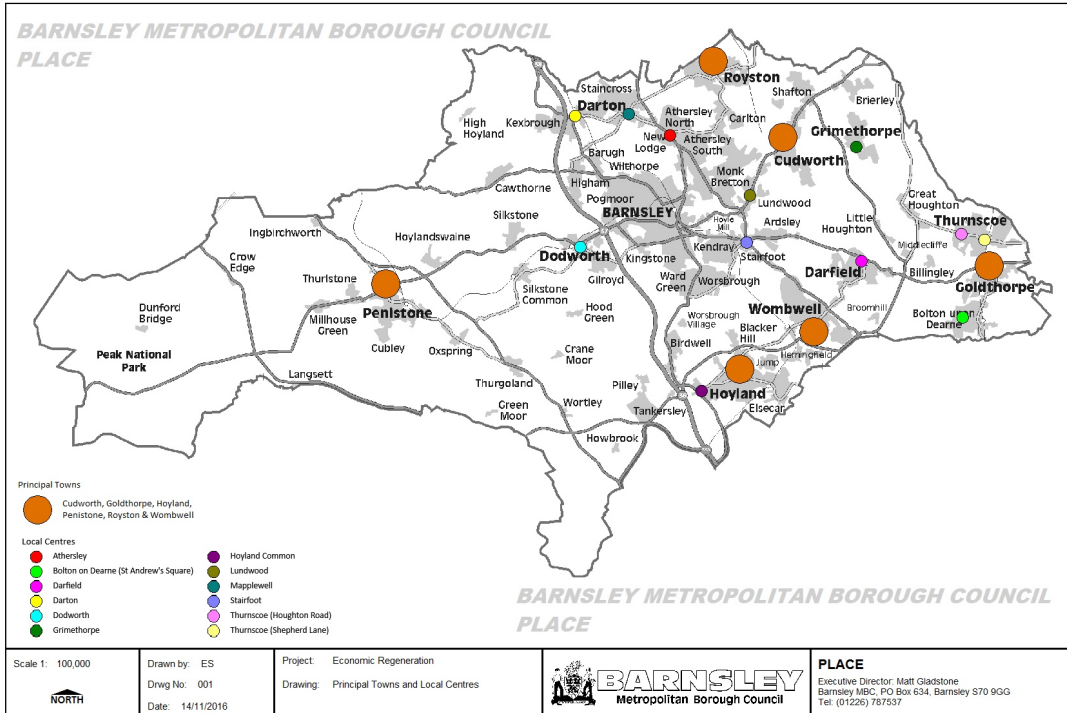
| Communication Method | Date | With Whom | Purpose |
|----------------------|------------|----------------------------------|----------------------|
| Press releases | Milestones | Communities / public | Update and to inform |
| Workshops | Spring | Community Groups / Area Councils | Update and to inform |
| Social Media | Ongoing | Communities / | Update and to inform |

| | | | |
|--|--|--------|--|
| | | public | |
|--|--|--------|--|

13.APPROVAL

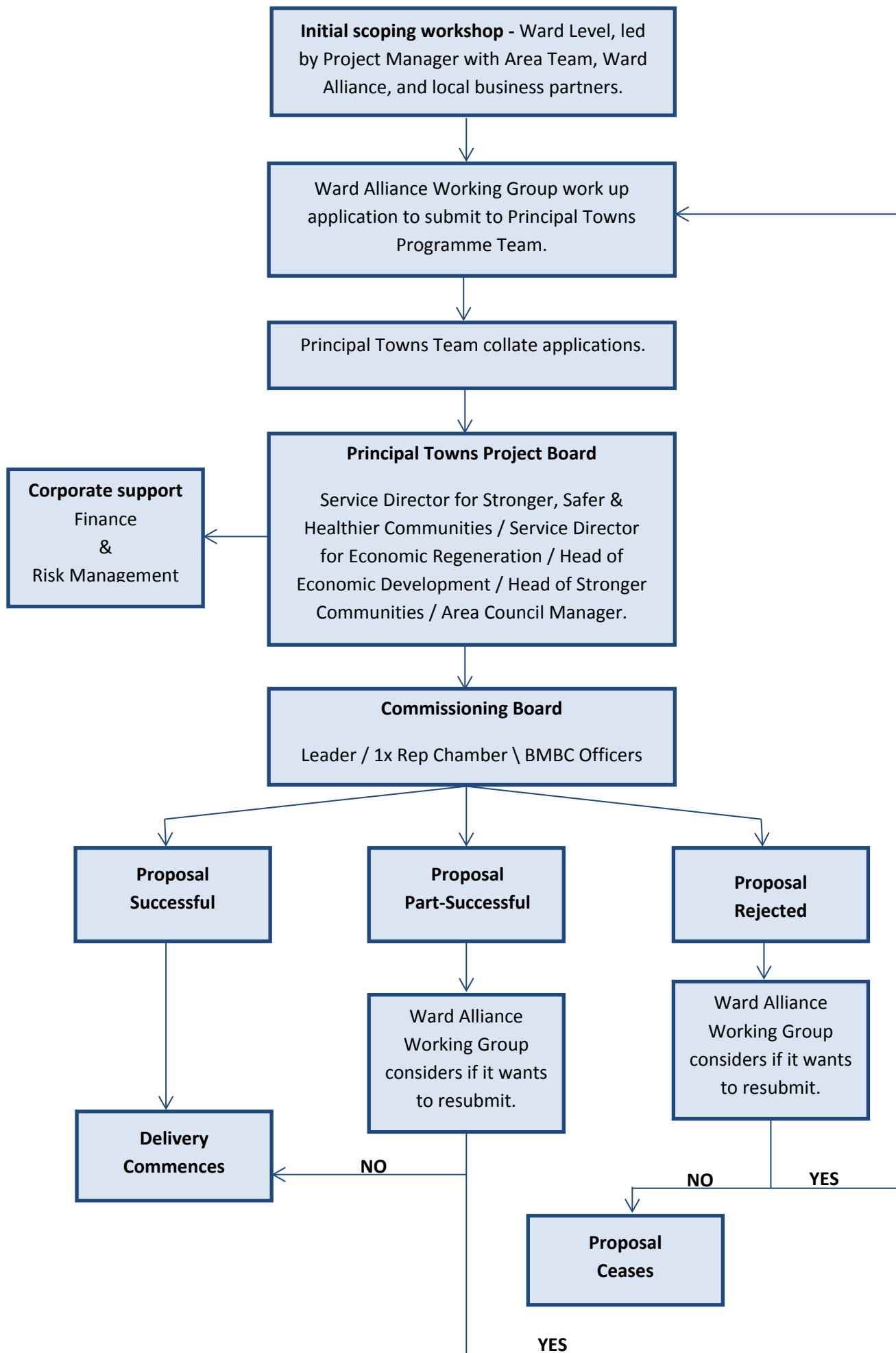
| | | | |
|-------------------------------|-------------------------------------|----------|-------|
| Approval | Approved / Not Approved | | |
| Assigned Project Board | | | |
| Comments | | | |
| Communication | Outcome Reported to Project Manager | Yes / No | Date: |

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Principal Towns – Commissioning Programme Flow Chart



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Barnsley Metropolitan Borough Council

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

Report of the Executive Director, Place

Pontefract Road & Grove Street, Barnsley – Proposed amendment to existing waiting restrictions and introduction of new loading and waiting restrictions

Objection Report

1. Purpose of Report

- 1.1** The purpose of this report is to consider the objections to introduce a prohibition of waiting at any time restriction on part of the eastern side of Grove Street.
- 1.2** To request permission to omit the proposals for part of the eastern side of Grove Street originally advertised, as shown in Appendix 1.
- 1.3** To seek approval to introduce new waiting and loading restrictions on Pontefract Road and part of the western side of Grove Street as shown in Appendix 2.

2. Recommendation

It is recommended that:

- 2.1** The proposals for 'no waiting at any time' restrictions on a section of the eastern side of Grove Street be omitted from this scheme, and dealt with as a separate, traffic regulation order at a later date to allow the shared cycle/footway scheme to be completed on schedule.
- 2.2** The Interim Head of Highways, Engineering and Transportation and The Director of Legal and Governance be authorised to make and implement part of the Traffic Regulation Order relating to the restrictions on Pontefract Road as shown in Appendix 2.

3. Introduction/Background

- 3.1** The Trans Pennine Trail (TPT) is a well-used route into Barnsley for both leisure users and people walking or cycling to work. At present the TPT terminates when it meets the A628 Pontefract Road and users have to make their way into the town centre along the busy highway.
- 3.2** A new scheme proposes to create a shared use footway/cycleway by reducing the carriageway width to 7.3m which in turn will increase the footway width to between 2.5m and 3.0m from the TPT into the town centre. The proposed scheme is designed to create a safe walking/cycling link from the existing point where the Trans Pennine Trail joins the A628 Pontefract Road into the town centre. New street lighting and improved signing will also be provided to enhance the scheme and encourage usage and modal shift from motorised vehicles to walking or cycling by giving them a safe route to the town centre

- 3.3 To ensure the proposed shared use footway/cycleway scheme is effective and safe for all users, it was proposed to upgrade and extend the existing waiting restrictions on Pontefract Road. In addition the opportunity was also taken to review indiscriminate parking that takes place on the eastern side of Grove Street, through the introduction of new waiting restrictions.
- 3.4 A Traffic Regulation Order (TRO) to introduce the proposed waiting restrictions received officer delegated approval on 26th September 2016 and was advertised between 21st of October 2016 and 14th November 2016.
- 3.5 During the consultation period, 2 objections were received, in relation to the Grove Street element of the proposals. No objections were received to the Pontefract Road element.
- 3.6 The proposed scheme to create a new shared use footway/cycleway is programmed for construction in the final quarter of the 2016/17 financial year. It is considered essential that the proposed new restrictions for Pontefract Road be introduced to coincide with the completion of the scheme.

4. Consideration of Alternative Proposals

- 4.1 Option 1 – Overrule the objections and proceed with the proposals as shown in Appendix 1.
- 4.2 Option 2 – Omit the proposals for the eastern side of Grove Street from this Traffic Regulation Order, and reconsider them separately in conjunction with any future developments in the area. Implement the proposals for Pontefract Road and the western side of Grove Street as advertised and as shown in Appendix 2. **This is the preferred option.**

5. Proposal and Justification

- 5.1 The revised proposal is to omit the restrictions for 'no waiting at any time' on part of the eastern side of Grove Street from the advertised TRO, after concerns were raised by residents that they would substantially reduce on-highway parking. It is proposed to continue to implement the Pontefract Road proposals, to which no objections were received.
- 5.2 The Local Ward Members, Area Council Manager and Emergency Services have been consulted and no formal objections have been received to the original proposals.
- 5.3 Dealing with the proposals for Grove Street as a separate TRO at a later date will enable the proposals for Pontefract Road to be sealed and introduced to coincide with the completion of the shared footway/cycleway scheme.

6.0 Objections

- 6.1 No objections have been received to the proposed restrictions for Pontefract Road. 2 objections have been received relating to the proposed restrictions on the eastern side of Grove Street. The main concerns raised in the objections were that the restrictions would significantly reduce on-highway parking for residents and their visitors. In addition, concerns were raised that motorists currently drive in excess of the posted speed limit and reducing parked cars would increase vehicle speeds.

- 6.2 As a result of omitting the proposed restrictions for the eastern side of Grove Street, it is not necessary to consider the 2 objections received for this section.

7.0 Impact on Local People

- 7.1 Omitting the proposals for the no waiting at any time proposals on part of the eastern side of Grove Street will allow residents and their visitors to continue to utilise the highway to park.

8.0 Compatibility with European Convention on Human Rights

- 8.1 There is not considered to be any potential interference with European Convention on Human Rights as the proposals aim to create a safer environment and prevent indiscriminate parking.

9.0 Promoting Equality, Diversity and Social Inclusion

- 9.1 There are no equality, diversity or social inclusion issues associated with the proposals.

10.0 Reduction of Crime and Disorder

- 10.1 In investigating the options set out in this report, the Council's duties under Section 17 of the Crime and Disorder Act have been considered.

- 10.2 There are no crime and disorder implications associated with the proposals.

Road Traffic Regulation Act 1984

- 11.0 Due regard has been given to the duty imposed on the Council to exercise the functions conferred on it by the Road Traffic Regulation Act 1984 so as to secure the expeditious convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway (section 122 Road Traffic Regulation Act 1984).

12.0 Conservation of Biodiversity

- 12.1 There are no conservation of biodiversity issues associated with the proposals.

13.0 Risk Management Issues including Health and Safety

13.1

| Risk | Mitigation/Outcome | Assessment |
|---|--|-------------------|
| 1. Challenge to the proposals because they infringe the Human Rights Act | Issues relating to potential interference with the Human Rights Act are fully explained and dealt with in Section 8 of this report. Any considerations of impacts have to be balanced with the rights that the Council has to provide a safe highway for people to use. The Director of Legal and Governance has developed a sequential test to consider the effects of the Human Rights Act which are followed. | Medium |

| Risk | Mitigation/Outcome | Assessment |
|--|---|-------------------|
| 2. Legal challenge to the decision to make the TRO. | The procedure to be followed in the publication and making of TROs are set down in statute, which provides a 6 week period following the making of an order in which a challenge can be made in the High Court on the grounds that the order is not within the statutory powers or that the prescribed procedures have not been correctly followed. Given that the procedures are set down and the Council follows the prescribed procedures the risk is minimal. | Medium |
| 3. Deterioration of health and safety | Health and Safety is considered throughout the design/installation and maintenance process to minimise any potential occurrence. The proposals have been designed to create a safe walking/cycle link from the existing point where the Trans Pennine Trail joins the A628 Pontefract Road into the town centre. | Low |

14.0 Financial Implications

- 14.1** There are no new financial implications as a result of omitting the proposed restrictions on Grove Street.

15.0 Employee Implications

- 15.1** Existing employees in the Highways, Engineering and Transportation Service will undertake all design, consultation and implementation work. The Director of Legal and Governance will undertake all legal work associated with the advertising and making of the TRO.

16.0 Glossary

- TRO – Traffic Regulation Order
- TPT- Trans Pennine Trail

17.0 List of Appendices

- Appendix 1 – Plan showing the original proposals
- Appendix 2 – Plan showing revised proposals

18.0 Background Papers

- 18.1** None

Officer Contact: Orla O'Carroll

Telephone No: 772028

Date: Nov 28th 2016

Pontefract Road & Grove Street, Barnsley – Proposed amendment to existing waiting restrictions and introduction of new loading and waiting restrictions

Objection Report

a. Financial Implications

The financial Implications for the proposals are detailed in Paragraph 14.

b. Employee Implications

Employees in the Highways, Engineering and Transportation Service will undertake all design, consultation and implementation work. The Director of Legal and Governance will undertake all legal work associated with the advertising and making of the TRO.

c. Legal Implications

The proposal does not require the re-advertisement of the TRO, as no objections were received to the Pontefract Road proposals.

d. Policy Implications

The proposal promotes the Council's policies in respect of road safety and danger reduction.

e. ICT Implications

There are no ICT implications associated with the proposals.

f. Local Members

Local ward members have been informed of the proposals to omit the restrictions on the eastern side of Grove Street.

g. Health and Safety Considerations

The proposal is designed to promote road safety.

h. Property Implications

There are no property implication issues associated with the proposals.

i. Implications for Other Services

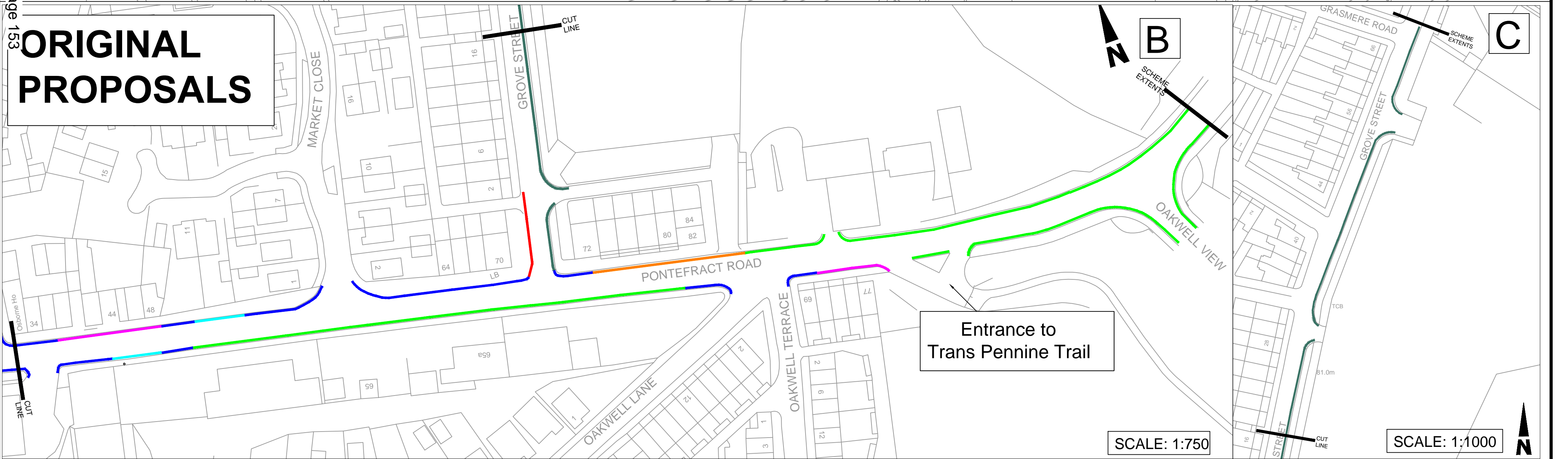
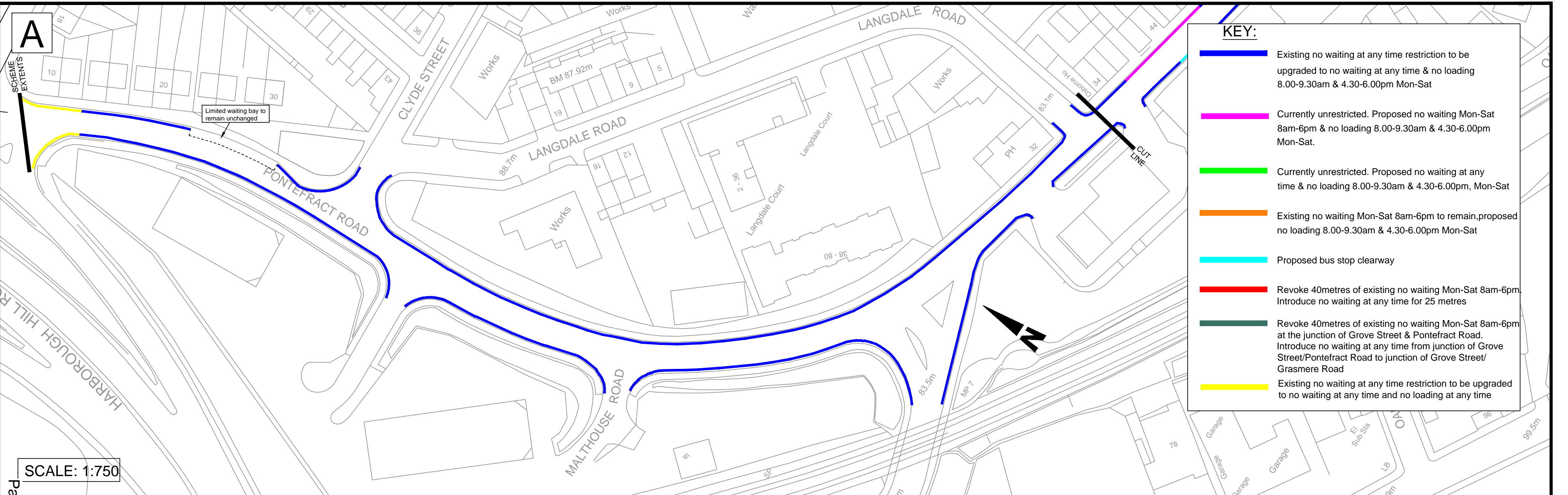
There are no significant implications for other BMBC services arising from the recommendations in the report. The Director of Legal and Governance will undertake all legal work associated with the advertisement and making of the TRO.

j. Implications for Service Users

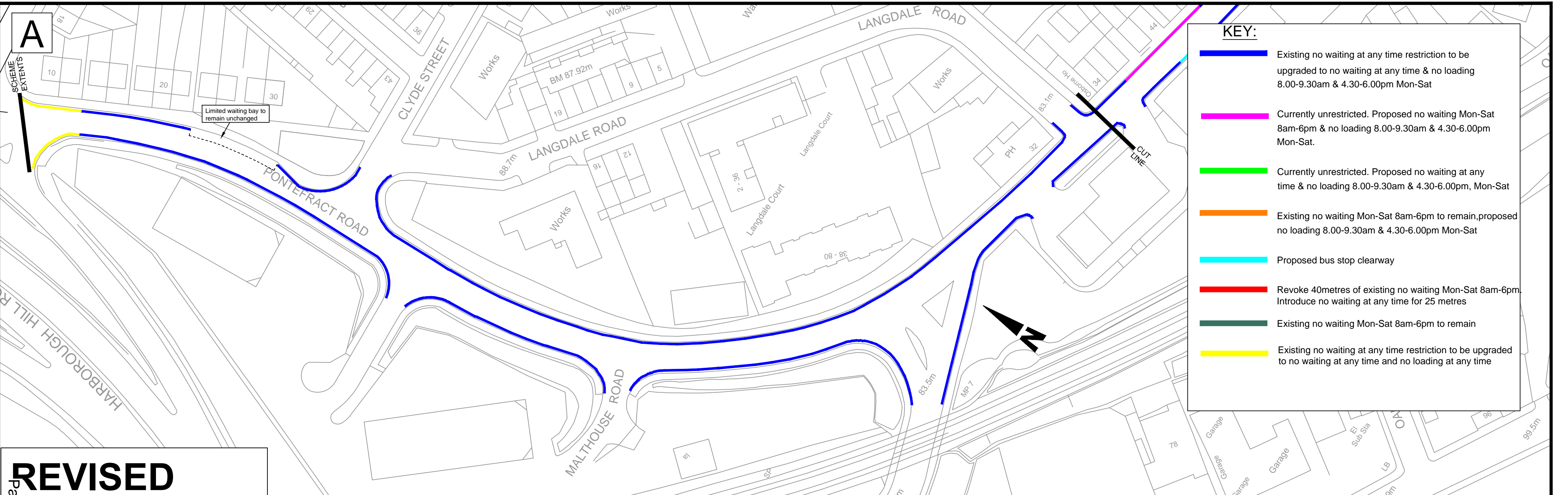
There are no service user implication issues associated with the proposals.

k. Communications Implications

There are no communications implication issues associated with the proposals.

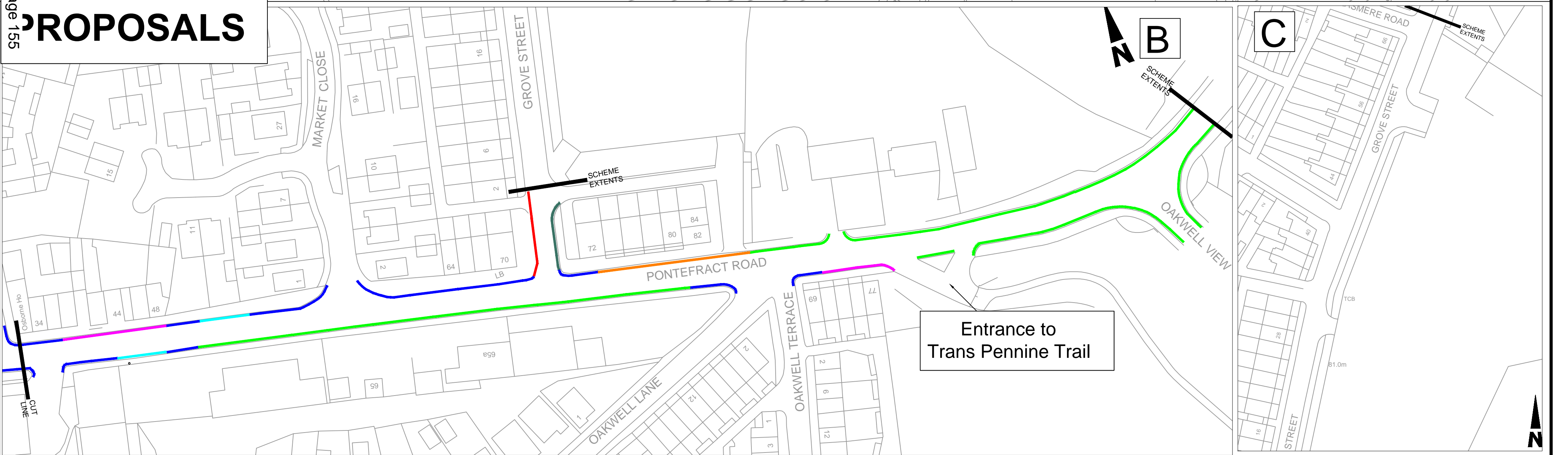


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REVISED PROPOSALS

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BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

**Joint Report of the Director Finance,
Assets & Information Services & the
Director Place**

BETTER BARNSELY REGENERATION - METROPOLITAN CENTRE BUSINESS CASE

1. Purpose of report

- 1.1 This report provides the business case for investment to refurbish and extend the Metropolitan Centre. The business case provides for the refurbishment of the Market Halls and Cheapside retail units; the design and construction of a new Markets Food Hall and leisure box at first floor level and new retail units along a new shopping boulevard. The Metropolitan Centre will be the heart of the future retail, markets and leisure offer, encouraging footfall in the town centre and supporting our aspiration to create a vibrant daytime and evening economy.

2. Recommendations

It is recommended that:

- 2.1 **Cabinet approve the Metropolitan Centre Business Case.**
- 2.2 **Cabinet note the proposed rent structure in the main body of the business case which is subject to final amendments when approval will be sought.**
- 2.3 **Cabinet note the potential ongoing financial implications associated with the development.**

3. Introduction

- 3.1 The Council meeting on 6 February 2014 approved that the Council would work with key stakeholders to advance development proposals for Barnsley town centre, within a financial envelope of £35 million from the Medium Term Financial Strategy, to secure the revitalisation and enhancement of the town centre.
- 3.2 The Council meeting on the 3 December 2014 approved that the Better Barnsley Town Centre Prospectus be approved along with ring-fencing of a further £15 million of strategic reserves to provide sufficient financial capacity to deliver the required scheme.
- 3.3 This Cabinet meeting on the 27 January 2016 approved the appointment of the main contractor for the Better Barnsley project and that further reports setting out

the business case for each key element should be brought back to Cabinet for consideration. These are:

- Library (approved Cab.27.7.2016/13)
- Metropolitan Centre
- Public Realm and town square
- Car Parking

3.4 This is the second business case and sets out not only the plan for the delivery of the asset, but also how the Council will position itself in order to maximise the benefits from the Metropolitan Centre and Barnsley Markets.

3.5. Cabinet members are asked to note an urgent decision of the Executive Director Place after consultation with the Cabinet Spokesperson for Place in respect of an interim markets rent structure for traders up to 2019 linked with future phasing plans.

4. Consideration of alternative approaches

4.1 This approach to deliver the Better Barnsley project was agreed by Cabinet after the previous scheme working in partnership with a private developer partner failed to raise sufficient funds to commence the project. The Council remains fully committed to the Better Barnsley scheme including all of its previously approved individual elements. As such, whilst there are no alternative approaches being considered for the wider scheme, each of the separate work package business case will set out options for the Council to consider, where appropriate, for the delivery of those elements.

5. Proposal and justification

5.1 It is proposed that Cabinet approve the business case for the Metropolitan Centre, which is at the heart of the future retail, markets and leisure offer. The proposed redevelopment of the Metropolitan Centre encompasses the most important site in Barnsley. The town centre is dominated by the Metropolitan Centre. It was built in the 1970's to house the famous Barnsley Market and create modern retail space.

5.2 The justification for the investment is to effect a radical transformation of the Metropolitan Centre in line with the recommendations of the approved Better Barnsley Town Centre Prospectus. The project comprises a comprehensively refurbished and extended Market Halls, Meat & Fish Market and Markets Food Hall, new retail and leisure offers supporting the new town square, a new shopping 'high street' and a reinforced retail offer on Cheapside.

5.3 Successful towns and cities have retail 'circuits' rather than 'strips' such as Cheapside. The redevelopment of the Metropolitan Centre will create the 'heart' of the new retail circuit. Our design ensures that Barnsley Market is central to the 'circuit' on two floors of the refurbished asset. The new retail units on the new shopping 'high street' will be double height to compliment the retail units and cinema that will form the opposite façade on the new street.

- 5.4 The redevelopment works will be undertaken in a number of phases, which will inevitably mean disturbance for the market traders. The majority of the Metropolitan Centre is retained, but comprehensively remodelled to better serve the needs of the markets, stallholders and attract new prime retailers that will address the retail offer 'gap' in the town centre.
- 5.5 The redevelopment of the Metropolitan Centre is crucial to developing a "a vibrant town centre" both in terms of growing footfall and interest in the town centre and the delivery of key regeneration projects as identified in the 2020 Outcomes Framework. The creation of a thriving and vibrant town centre economy will be achieved through the creation of more and better jobs, business growth and strengthening of the visitor economy. The redevelopment of the Metropolitan Centre directly supports all of these outcomes, it will reduce Barnsley's retail trading gap by providing new retail and leisure that will in turn attract higher quality retailers and operators and will reduce spend leakage out of the town into other retail centres. Increased dwell times in the town will also increase spending and create a more active town centre with a higher quality, safer and more engaging environment that will attract workers, residents and families and develop an evening economy on top of the existing day time economy and make the town centre a destination for visitors outside the Borough. The Better Barnsley development will create new jobs with the retailers and operators who will open stores, restaurants and leisure facilities in the scheme and independent self-employed stallholders in the market halls.
- 5.6 The development will also provide an opportunity for closing the skills gap and creating stronger and more resilient communities in the Borough. Training opportunities, local community support and employment will be offered throughout its construction and operation. Members of the team are involved already providing support to our education system and local labour as Enterprise Advisors to local schools or the initiation of a Skills Village to train local people for work in construction that may lead to them working on the construction itself. These initiatives are provided through a contractual obligation with our suppliers on the project that will continue until completion.
- 5.7 In our Corporate Plan we describe our high level of ambition and aspiration to do our very best to support Barnsley, its people, communities, partners and business to thrive and achieve. We also state that the residents, communities and customers of Barnsley are our number one priority and that we will create a thriving and vibrant economy where people will be able to achieve their potential. The redevelopment of the Metropolitan Centre embodies our vision.

Barnsley Markets

- 5.8 The importance of Barnsley Markets to the local economy is well recognised by the Council. The Markets create high street footfall, support high levels of local employment and recycling income to local suppliers. These are difficult times for stallholders given the ongoing town centre improvement works. Despite challenges Barnsley Markets still enjoy unique advantages. It is centrally-located and enjoys strong customer loyalty. It retains a sizeable fresh food offer which adds to its vitality and viability because food makes the Markets a "destination attraction." Everyone has to go food shopping.

- 5.9 When considering fresh food it is important to remember it is delivered by stallholders who require continuity of trade. It is important therefore to retain existing stallholders as one cannot expect a butchers, delicatessen, greengrocer or fishmonger to close their business and then open many months later in new premises. The phasing of refurbishment works is critical.
- 5.10 The Market Hall stallholders are Small or Medium-sized Enterprises with fixed assets and overheads essential to their business and as such vulnerable to the same pressures facing any independent business. The 'Portas' Report put more attention onto traditional markets, however many stallholders remain reluctant to invest in improvements. They recognise the importance of self-service and chip-and-pin but are reluctant to adopt them in the absence of an initiative from the Council. In the meantime they continue to lose high-value sales to competitors. The Council's planned Markets Improvement Plan will encourage the stallholders in the Market Hall to develop their businesses and would introducing good business practices, such as:
- Raising standards of merchandising
 - Increasing use of cashless transactions
 - Engaging stallholders in joint promotions
 - Animation of the markets and high street
 - Stallholder training programme
 - Improved promotion via social media
- 5.11 Some of this work has already started and early improvements can already be seen at the temporary May Day Green market. Footfall at May Day Green is significantly higher than in the previous semi-open market location and we are now seeing more shoppers from the 30-40 age range that previously did not shop at these stalls.
- 5.12 The new market is a key part of the scheme creating a unique and local offer which distinguishes Barnsley town centre from other high street developments. The modern retailing space will showcase our independent businesses and create an environment to appeal to younger more affluent shoppers.
- 5.13 Barnsley Markets employ more people per square foot than any other retail environment and the new market will provide important employment and entrepreneurial opportunities for local residents.
- 5.14 The level of capital investment required to fully refurbish and re-provide the Markets Halls is significant, but not to make the investment will see a continuing decline in the Markets. The investment to return profile does not make the Markets an investment proposal that would appeal to external investors and as such will need to be self-funded. The returns shown in the Business Case (Appendix B) predict income of £1,238,049 (from £349,840 service charges and £888,209 rents).
- 5.15 Future markets provision is to provide and indoor and outdoor markets offer. This would consist of an outdoor market for market traders who would trade on a weekly licence and an indoor market where stallholders will have leasehold tenure of their stall and pay a proportion of the markets service charge and be separately metered for utilities. It is proposed to provide at least:

- 40 outdoor market stalls
- 19 meat and fish stalls
- 118+ indoor market stalls
- 7+ food hall stalls

Current areas for the new indoor markets and food hall:

Food Hall **1,200m²**

Market Halls **5,500m²**

Meat & Fish *450m²*

Ground Floor *3,000m²*

First Floor *2,050m²*

5.16 In summary, the refurbished and extended Metropolitan Centre will be a major destination in the town centre. It will be the home of the famous Barnsley Markets and will:

- revitalise the Barnsley markets
- retain more retail and leisure spend within the town centre and increase dwell times
- increase visitors and visitor spend within Barnsley
- provide new employment opportunities for local people
- stimulate the economic regeneration of the town and borough
- provide opportunities for development of skills within the borough's population
- reduce the retail spend gap
- provide the Council with a secure revenue stream through the markets rent and profits share from the head lease
- create a safer, more accessible heart to the town that will attract families
- provide a high quality development in the town that residents are proud of
- be accessible to all
- be a development that local people are positive about, resulting in a feeling of wellbeing
- help reduce ASB

Future work stages

5.17 The project has completed the preparation and concept design phases (RIBA Stages 1, 2 and 3). The schedule for the remaining work stages are as follows:

| Key Milestones | Completion Date |
|--|------------------------|
| RIBA Stage 3A Revised Developed Design | 21/10/2016 |
| RIBA Stage 3 – Review & Approval | 07/11/2016 |
| RIBA Stage 4 Technical Design | 13/07/2017 |
| Reserved Matter Planning Consent | 22/03/2017 |
| Refurbishment of Metropolitan Centre | 11/05/2018 |
| New retail units | 23/10/2019 |

5.18 In parallel with the architectural and technical design work and the construction, the Town Centre & Markets team will be developing the service offer for the new market. This will involve:

- On-going engagement with current traders and, critically, potential new traders who will broaden the offer and appeal of the Market to attract new customers.
- Discussions with potential partners and the BMBC events team to programme activities and events to support the Market and wider town centre offer.
- Continue to build up public support for the new Markets and support the traders in their temporary locations.

6. Implications for local people / service users

6.1 The Metropolitan Centre is crucial to developing “a vibrant town centre” both in terms of growing footfall and interest in the town centre. The redevelopment of the Metropolitan Centre will reduce Barnsley’s retail trading gap by providing new retail and leisure that will in turn attract higher quality retailers and operators and will reduce spend leakage out of the town into other retail centres. Increased dwell times in the town will also increase spending and create a more active town centre with a higher quality, safer and more engaging environment that will attract workers, residents and families and develop an evening economy on top of the existing day time economy and make the town centre a destination for visitors outside the Borough. The Better Barnsley development will create new jobs with the retailers and operators who will open stores, restaurants and leisure facilities in the scheme and independent self-employed stallholders in the market halls.

7. Financial implications

- 7.1 In January 2016, Cabinet received an update with regards the Better Barnsley scheme. This update provided a detailed breakdown of the resources (£50.078M) allocated to the project including a budget totalling £25.5M for the redevelopment of the Metropolitan Centre.
- 7.2 The current estimated development costs for the redevelopment remain in line with this budget. It is expected that these costs will continue to be contained within this total through to completion.
- 7.3 The re-development of the Met Centre also includes the demolition of the multi storey car park. This car park currently generates income in the region of £175,000 per year. Whilst it is expected that the users of this car park can be disbursed to other car parks within the town centre the full impact of this is not yet known. As such the impact of this, together with the wider impact of the Better Barnsley Scheme on car parking within the town centre, is being considered as part of the Town Centre Car Parking Strategy currently being progressed. Any potential cost associated with this revised strategy will therefore be reported to Cabinet in due course.
- 7.4 In addition to the above, there are a number of retail units within the existing Met Centre from which the Council currently receives rental income. This income totals £0.940M. These units become vacant from 2017/18 and therefore there will be a temporary call on the MTFs for this loss of income.

However it should be noted that the Business Case for the Met Centre re-development proposes that the rental income to be received from the new retail units being developed as part of the scheme, will form part of the Better Barnsley Phase 2 project. The intention is that phase 2 will be funded via private sector investment and therefore it is considered that this income will make the proposal more attractive to potential investors. Should the Phase 2 scheme go ahead as proposed the loss of income will be a permeant call against the MTFS. Future reports will update on progress against this.

7.5 Finally, there will be a cost associated with the loss in business rate income to be retained by the Council during the re-development, estimated to be in the region of £0.500M. This cost has already been mitigated within the current MTFS through a reduction in the estimated growth in business rates in 2017/18. It is forecast that the Council will eventually recover this income, together with additional growth in business rate income upon completion of the Better Barnsley scheme (Phase 1 and 2). The overall impact of this potential growth will be calculated in due course with future reports on the Council's ongoing MTFS updating on this position.

7.6 The full financial implications are shown in Appendix A attached to this report.

8. Legal implications

8.1 None arising from this report.

9 Employee implications

9.1 None arising from this report.

10. Communications implications

10.1 A communication plan is in place for the Better Barnsley scheme. The project team are committed to undertaking exemplar public consultation on the redevelopment proposals for Barnsley town centre and have prepared a detailed communication and consultation plan with the aim to:

- Increase borough wide awareness of the town centre development plans
- Develop and build positive relationships with Stakeholders
- Ensure that every stakeholder segment has the opportunity to inform the development plans
- Engage with and seek the views of the local community
- Gain credible, constructive input from the local community to shape aspects of the proposals
- Involve the local community to create opportunities to contribute to the regeneration of the town centre
- Inform and shape redevelopment proposals that will create a sustainable future for the town centre.

The communications and consultation plan is a living document which is regularly updated as each stage of the project progresses.

- 10.2 Press releases are issued as appropriate and information is provided to the public on the progress via social media and the Better Barnsley Newsletter.

11. Consultations

- 11.1 A consultation process has been utilised to help the community and stakeholders shape the scheme and to generate an informed debate on the proposals. The involvement of the community and stakeholders is a critical part of the development process for Barnsley town centre. The consultation work on this scheme started in summer 2014 and will continue throughout the redevelopment of the town centre.
- 11.2 Key communication activities and events:

Better Barnsley Shop

A dedicated 'drop in' shop for the project is situated in the centre of Barnsley. It displays all the plans and proposals for the redevelopment and provides the opportunity for members of the public to give feedback and ask questions. The shop is open 10am - 5pm Monday to Wednesday and Friday to Saturday. The Better Barnsley Ambassador is on hand to answer visitor's questions and pass on the latest information on the project.

The shop also hosts a variety of events and acts as a consultation hub for BMBC and our partners. All the feedback from the drop in shop is collated by the project team to inform the development of the project.

Website

There is a dedicated webpage for town centre development (Better Barnsley), with regularly updated information and links to the weekly newsletter. Opportunities for consultation are promoted here.

Newsletter

A weekly electronic 'Better Barnsley' newsletter is published and the link to it shared with local media and council colleagues. The Newsletter has a circulation of 2000+ readers who are predominantly local residents and businesses. The newsletter provides an update on the progress of the project, the team involved and events and activities taking place in the town centre. Printed copies of the newsletter are displayed in the Better Barnsley shop.

Social media

Regular updates and news items are shared via the council's Facebook and Twitter accounts. Any comments are shared with the development team. The project specific Twitter Page has over 2,000 followers; it is updated on a daily basis to keep people informed of the latest news about the project.

Targeted events

Regular meetings, presentations and workshops have been held with the consultees and stakeholders. A series of town centre walkabouts have also taken

place to give people the opportunity to discuss existing issues in the town centre and to gain a better understanding of the redevelopment proposals and how they integrate into the town. All the feedback from these targeted events is utilised by the project and design teams to inform the development of the project.

The public and stakeholder consultation undertaken to date has proved invaluable to the project delivery team. The feedback provided to date has helped to shape the details of this outline planning application. The scheme has been presented to the Barnsley Urban Design Review Advisory Panel. The feedback from the panel has also been incorporated into the development of the proposals at the outline application stage. The consultation has highlighted strong support for the project from both the local and wider community and from the various stakeholder groups.

In terms of informing the proposals:

- The feedback has highlighted strong support for retaining and improving Barnsley Markets.
- An overwhelmingly positive response has been received in relation to the creation of a large public square for events and to increase dwell time in the town centre. Improvements to public spaces have been very favourably received with requests to include a new water feature and increased planting and greenery.

The project and design teams will continue to consult with the community and stakeholders to ensure that views and issues where relevant and possible are taken on board and incorporated into the scheme evolution. It is considered that the consultation undertaken to date has played a valuable role in the preparation of the proposed scheme.

12. The Corporate Plan and the Council's Performance Management Framework

- 12.1 In our Corporate Plan we describe our high level of ambition and aspiration to create a Thriving and Vibrant Economy and to do our very best to support Barnsley, its people, communities, partners and business to thrive and achieve. The redevelopment of the town centre embodies our vision, and the refurbished Metropolitan Centre will create the 'heart' of the new retail circuit.
- 12.2 To further meet our aspiration to become a Purple Flag accredited town we will have to report a consistent increase in footfall and decrease in crime within the night time economy. The refurbished Metropolitan Centre and increased visitor footfall it will generate will make a key contribution to creating a vibrant and eclectic night-time economy, as it combines with the new town square, high-quality eateries, multiplex cinema and cafes.

13. Tackling health inequalities

- 13.1 No issues arising from this report.

14. Climate Change & Sustainable Energy Act 2006

- 14.1 The Better Barnsley scheme has aspirations to respond positively to local and national sustainability requirements. Sustainability is embedded throughout the scheme and includes all aspects of sustainability including social and economic sustainability as well as environmental sustainability.
- 14.2 The high quality design will respond positively to the site and local environmental requirements. For example, care has been taken to create accessible routes across the town centre that will facilitate a modal shift, and in doing so generate footfall which will manifest itself in more vibrancy at the top of the proposed town square. The prominence aspect has many business benefits, but the building design has to consider the positioning of air intakes and exhausts from mechanical plant to avoid fumes or noise pollution.
- 14.3 The location of the Metropolitan Centre is close to the Barnsley Interchange to maximise the opportunities for visitors to travel on public transport.

15. Risk Management issues

- 15.1 A complete risk register for the Better Barnsley Projects is contained within Morgan Kai and is regularly updated and presented to Town Centre Board. The key risks relating to the Metropolitan Centre project are:
- Failure to ensure there is sufficient funding in place to deliver the aspired project outcomes
 - Failure to obtain the appropriate approvals to progress the project (planning consents and approvals from statutory undertakers)
 - Failure to manage, and maintain the integrity of the project programme, including the opportunity to identify and manage connections with other elements of the programme, or other schemes.
 - Failure to ensure that approvals regarding the design of new spaces are agreed by required stakeholders
 - Failure to deliver the essential elements of the project on time and communicate the progress made to date to stakeholders including retailers, stallholders, residents etc.
 - Failure to maximise the future potential of the new building
- 15.2 The Town Centre Major Projects Officer and Corporate Risk Manager review the Risk Register monthly, and escalate project, design and construction risks as necessary to the Town Centre Board.
- 15.3 The overall risk to the Council in financial terms is considered to be acceptable and costs will be managed within the overall project budget for the key elements to be delivered by the Council.

16. Health, safety, and emergency resilience issues

- 16.1 All health and safety matters in respect to the development will be addressed as part of the obligations placed upon the main works contractors.

17. Compatibility with the European Convention on Human Rights

17.1 No issues arising from this report.

18. Promoting equality, diversity, and social inclusion

18.1 The Better Barnsley Delivery Team are working closely with the Equality and Diversity Team. We understand that anyone with disabilities can face all kinds of challenges using the town centre. The project team will incorporate feedback from consultation sessions with disability groups.

18.2 Engaging with disabled people in our consultative process demonstrates our commitment to and valuing of, the disabled visitor/customer/user. As well as gaining insight into the more universal access issues, involving disabled people will bring more site-specific knowledge to the auditing process.

19. Reduction of crime and disorder

19.1 The Council is collaborating with the Police to address anti-social behavior across the town centre. Good, safe design principles will help and assist this work going forward.

20. Conservation of biodiversity

20.1 Biodiversity issues are being addressed through the planning and design process.

21. Glossary

21.1 Purple Flag - a town and city centre award – similar to the Blue Flag for beaches – which aims to raise the standard and broaden the appeal of town and city centres between the hours of 18:00-06:00.

22. List of appendices

Appendix A – Financial Implications

Appendix B – Metropolitan Centre Business Case & Appendices

23. Background papers

23.1 Correspondence regarding this matter is held on the files in Asset Business Unit and NPS Barnsley Ltd (Procurement) – not available for inspection, contains exempt information.

Officer Contact: Jeremy Sykes
Mark Lynam

Telephone No: 774607
Telephone No: 772774

Date: 18/10/2016

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Joint Report of the Director Finance, Assets & IT & the Executive Director Place

FINANCIAL IMPLICATIONS

BETTER BARNESLEY PHASE 2


| i) Capital Expenditure | <u>2017/18</u> | <u>2018/19</u> | <u>2019/20</u> |
|----------------------------------|------------------|----------------|----------------|
| | £ | £ | £ |
| Additional Pre- Development Fees | | | |
| Architect | 254,489 | | |
| Cost consultant | 98,068 | | |
| Civil & structural engineer | 92,906 | | |
| Mechanical & electrical engineer | 108,391 | | |
| Project Management | 180,651 | | |
| Leasing fees | 167,400 | | |
| Planning fees & costs | 156,801 | | |
| General property legal fees | 115,385 | | |
| BIM management and CDE | 128,006 | | |
| Retail delivery consultant | 10,000 | | |
| Funding Brokerage Fees | -237,500 | | |
| | 1,074,597 | 0 | 0 |

To be financed from:

Initial funding has been set aside as part of the Council's 2017-2020 Capital Fund to finance the above. Draw down of this funding will be subject to completion of the business case.

| ii) Revenue Effects | <u>2017/18</u> | <u>2018/19</u> | <u>FYE</u> |
|---------------------------------|----------------|----------------|------------|
| | £ | £ | £ |
| <u>Expenditure</u> | | | |
| <u>Income</u> | | | |
| Expenditure | 0 | 0 | 0 |
| To be financed from: | | | |
| | 0 | 0 | 0 |

| Impact on Medium Term Financial Strategy | <u>2017/18</u> | <u>2018/19</u> | <u>2019/20</u> |
|---|----------------|----------------|----------------|
| | £ | £ | £ |
| MTFS as at 21st September 2016 | 4.551 | 6.359 | 6.889 |
| Effect of this report | | | |
| Revised Medium Term Financial Strategy | 4.551 | 6.359 | 6.889 |

Agreed by: 14/11/2016.....On behalf of the Director-Finance, Assets & IT

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The Metropolitan Centre



BUSINESS CASE

Project sponsored by

David Shepherd & Jeremy Sykes
Services Directors, Economic Development and Assets
Place and Finance, Assets & Information Services

The Metropolitan Centre

(i) Contact Details

| | |
|----------------------------------|--|
| Project Manager: | Sarah McHale |
| Position in organisation: | Town Centre Major Projects Manager |
| Email: | sarahmchale@barnsley.gov.uk |
| Telephone Number | 01226 772104 |

(ii) Document Management

| Version | Details | Prepared By | Reviewed By | Approved By | Date |
|---------|-----------------------|--------------|--------------|-------------|----------|
| 01 | 1 st Draft | Jeremy Sykes | Project reps | - | - |
| 02 | Comments from Place | Jeremy Sykes | Mark Lynam | TC Board | 14/10/16 |
| 03 | Pre Cabinet Sign Off | Jeremy Sykes | Sarah McHale | SMT | 18/10/16 |
| | | | | | |

(iii) Distribution

| Name | Position/Capacity | Telephone |
|-----------------|---|--------------|
| Jeremy Sykes | SD Assets – Project Director | 01226 774607 |
| David Shepherd | SD Economic Development – Client Director | 01226 772621 |
| Mark Lynam | Head of Economic Development | 01226 772774 |
| Sarah McHale | TC Major Projects Officer – Project Manager | 01226 772104 |
| Anne Untisz | Group Leader – Markets & Town Centre | 01226 772243 |
| Steve Loach | Strategic Finance Manager | 01226 773221 |
| Diana Terris | Chief Executive | 01226 773301 |
| Matt Gladstone | Executive Director - Place | 01226 772001 |
| Frances Foster | Executive Director - Finance, Assets & IT | 01226 772163 |
| Andrew Osborn | Regeneration Projects Group Leader | 01226 774330 |
| Ryan O'Loughlin | Project Director – Henry Boot Construction | 07827 776177 |

(iv) Purpose of Document

The Business Case builds on the Project Brief. It is designed to provide a full and firm foundation for the implementation of the project. It gives the direction and scope of the project and forms the 'contract' between the Project Sponsor and Senior Management Team.

The Business Case is designed to enable Senior Management Team to recommend the implementation of the project and whether or not to commit resources to the implementation of the project.

The Business Case needs to be authorised before the project commences.

BUSINESS CASE TO BE READ IN CONJUNCTION WITH THE APPROVED RIBA STAGE REPORTS.

PROJECT SUMMARY

(a) Project Description

The refurbished and extended Metropolitan Centre will be a key part of the Town Centre redevelopment. The project includes the refurbishment of the Market Halls and Cheapside retail units and the design and construction of a new Markets Food Hall and leisure box at first floor level; and new retail units along a new shopping boulevard at the top of May Day Green.

The Metropolitan Centre scheme will provide 5,500m² of Market Halls, a 1,200m² Market Food Hall, 6,100m² of retail units and a 1,500m² leisure box.

The Metropolitan Centre, when completed will be a significant asset, generating premier rental income and NNDR, encouraging major footfall in the town centre and supporting our aspiration to create a vibrant daytime and evening economy.

(b) Project Timescales

| | |
|----------------------------------|------------|
| Project Start Date | 05/01/2016 |
| Financial Completion Date | 30/11/2016 |
| Practical Completion Date | 23/10/2019 |

| (c) Project Capital Funding Summary | | | | | (£,000s) |
|--|----------------|----------------|----------------|----------------|-----------------|
| | 2016/17 | 2017/18 | 2018/19 | 2019/20 | Totals |
| Demolition & Asbestos removal | 273 | 2,462 | 0 | 0 | 2,735 |
| Basement refurb | 0 | 2,012 | 211 | 0 | 2,223 |
| Market Hall refurbishment | 0 | 0 | 10,543 | 0 | 10,543 |
| Atrium & New Retail | 0 | 0 | 1,004 | 1,926 | 2,930 |
| Preliminaries/OH&P | 50 | 813 | 2,137 | 350 | 3,350 |
| May Day Green Retail | 0 | 1,155 | 0 | 0 | 1,155 |
| May Day Green Market | 2,350 | 0 | 0 | 0 | 2,350 |
| 'New' Street | 0 | 0 | 233 | 0 | 233 |
| Totals | 2,673 | 6,442 | 14,128 | 2,276 | 25,519 |

(d) Project Outputs Summary

| Description of the outputs | | Number to be delivered |
|-----------------------------------|--|--|
| 1 | Contributes to increasing footfall in town centre | 7.5 million |
| 2 | Contributes to town centre retail occupation | 85% town centre units occupied |
| 3 | Contributes to attaining Purple Flag accreditation | Purple Flag accreditation |
| 4 | Percentage change in shopper population | +10% Index (195) Mosaic grp E – Urban Stability +10% Index (249) Mosaic grp D – Domestic success +10% Index (111) Mosaic grp H – Aspiring homemakers +10% Sixth Form college students |

| | | |
|---|-----------------|----------|
| 5 | Service Charges | £349,840 |
| 6 | Markets rents | £888,209 |

(e) Delivery Partners

Will you work with other organisations to deliver this project?

Yes



No

If Yes, complete the sections below for each partner.

| | | | | |
|--|--|-------------------------------------|----|-------------------------------------|
| Name of the partner organisation. | NPS Group | | | |
| Was this partner identified in the project brief? | Yes | <input checked="" type="checkbox"/> | No | |
| Contact Person | Karen Temple | | | |
| Position in organisation | Group Director | | | |
| Email: | Karen.Temple@nps.co.uk | | | |
| Telephone Number | 01226 77 3651 | | | |
| Address, including post code | NPS Group, Gateway Plaza, Sackville Street, Barnsley S70 2RD | | | |
| Describe the current relationship with this partner. Have you previously worked with this partner? Why have you selected this partner above any others? | | | | |
| NPS Group (NPS Barnsley) provides a design consultancy and building repairs and maintenance for the Council, Berneslai Homes, schools, police and private sector clients. NPS Barnsley is a 'Teckal' company in which the Council holds a 20% shareholding. It agrees an annual business plan with the Council, and provides a 50-50 profit share each year. | | | | |
| Name of the partner organisation. | Henry Boot Construction Limited | | | |
| Was this partner identified in the project brief? | Yes | | No | <input checked="" type="checkbox"/> |
| Contact Person | Tony Shaw | | | |
| Position in organisation | Operations Manager | | | |
| Email: | TONYSHAW@HenryBoot.co.uk | | | |
| Telephone Number | 01246 410111 | | | |
| Address, including post code | Callywhite Lane, Dronfield, Derbyshire S18 2XN | | | |
| Describe the current relationship with this partner. Have you previously worked with this partner? Why have you selected this partner above any others? | | | | |
| Henry Boot Construction Limited (HB) is the main contractor for the Better Barnsley scheme. They have already completed the construction of the Market Gate Car Park. HB was selected following an EU restricted procurement exercise following a rigorous price/quality evaluation. | | | | |

BUSINESS CASE

1. PROJECT DEFINITION

(a) Project Objectives

A Revitalised Town Centre

We want our residents to use our town centre – and for it to be the vibrant centre of our borough. This is important for our local businesses and for our economy generally – but it's also important that our communities feel proud of the town and enjoy spending their time here. We're playing our part – in a time of austerity, by investing heavily in the infrastructure of the town centre, making it a great place to visit and spend time.

Our outline planning approval set out the exciting and ambitious Better Barnsley town centre redevelopment project. The outline approval (ref: 2015/0549) presented new retail, leisure and market space, including areas for food and drink and a cinema, along with an additional shopping boulevards. The project includes the extensive refurbishment and extension of the Metropolitan Centre to create a significantly improved presence for the heart of the town – the Barnsley Markets.

The overarching objectives of the markets, retail and leisure project are:

- To physically transform the town centre into a successful retail and leisure destination
- Integrate effectively with the wider Better Barnsley (Phase 2) regeneration scheme
- Support the creation of a new retail and leisure circuit
- Secure the long term vitality and viability of Barnsley Markets
- Develop a commercially viable and deliverable project
- Generate a commercial return for Barnsley Council
- Deliver longevity in terms of retail sector demand
- Support achievement of a sustainable night time economy

(b) Project Description

The proposed redevelopment of the Metropolitan Centre encompasses the most important site in Barnsley. The town centre is dominated by the Metropolitan Centre. It was built in the 1970's to house the famous Barnsley Market and create modern retail space.

The intention of this project is to effect a radical transformation of the Metropolitan Centre in line with the recommendations of the approved Better Barnsley Town Centre Prospectus. The project comprises a comprehensively refurbished and extended Market Hall, Meat & Fish Market and Markets Food Hall, new retail and leisure offers supporting the new town square, retail 'circuit' and a reinforced retail offer on Cheapside. As part of the redevelopment the current multi storey car park will be demolished, although the exact phasing is not determined it will be as late as possible to facilitate ongoing car parking there for as long as safely possible.

The redevelopment works will be undertaken in a number of phases, one of which that is already completed, i.e. May Day Green Market. It is intended the majority of the

Metropolitan Centre is retained but comprehensively remodelled to better serve the needs of the markets, stallholders and attract new prime retailers that will address the retail offer 'gap' in the town centre, identified in Section 2 - Evidence of Need and Demand.

Successful towns and cities have retail 'circuits' rather than 'strips' such as Cheapside. The redevelopment of the Metropolitan Centre will create the 'heart' of the new retail circuit. This has been designed so that the markets are central to the 'circuit' not only at ground floor but at first floor as well. The new retail units on the new shopping 'high street' will be double height to compliment the retail units and cinema that will form the opposite façade on the new shopping 'High Street.'

(c) How will the project deliver the aims of the Corporate Plan?

The redevelopment of the Metropolitan Centre is crucial to developing a "a vibrant town centre" both in terms of growing footfall and interest in the town centre. The delivery of the Better Barnsley regeneration project is identified in the 2020 Outcomes Framework.

The creation of a thriving and vibrant economy is achieved through the creation of more and better jobs and good business growth. This is outlined in the Jobs and Business Plan which sets out the development of a vibrant Town Centre and strengthening of the visitor economy as key themes. The redevelopment of the Metropolitan Centre as a key element of the Glass Works directly supports all of these outcomes. It will reduce Barnsley's retail trading gap by providing an improved retail and leisure offer that attracts higher quality retailers and operators and will reduce spend leakage out of the town. Increased dwell times in the town will also increase spending and create a more active town centre with a higher quality, safer and more engaging environment that will attract workers, residents and families. The development itself will create new jobs through the opening of new retail and leisure operators and through thriving independent self-employed stallholders in the market halls.

The development will also provide an opportunity for closing the skills gap and creating stronger and more resilient communities in the Borough. Training opportunities, local community support and employment will be offered throughout its construction and operation. Members of the team are involved already providing support to our education system and local labour as Enterprise Advisors to local schools or the initiation of a Skills Village to train local people for work in construction that may lead to them working on the construction itself. These initiatives are provided through a contractual obligation with our suppliers on the project that will continue alongside the development of The Glass Works until completion.

In our Corporate Plan we describe our high level of ambition and aspiration to do our very best to support Barnsley, its people, communities, partners and business to thrive and achieve. We also state that the residents, communities and customers of Barnsley are our number one priority and that we will create a thriving and vibrant economy where people will be able to achieve their potential. The redevelopment of the Metropolitan Centre embodies our vision.

(d) How the project will contribute towards BMBC's equality and diversity objectives?

The redeveloped Metropolitan Centre will be fully accessible for all. From the initial stages, the project has engaged with equality and diversity staff in BMBC and a wide range of potential users. Public markets, by their very nature and purpose, encourage use by all people.

We will continue to work with groups that represent users with specific needs to ensure that the physical environment is accessible, that the market stallholders are engaged in programmes of activities are relevant to improving equality and diversity in shopper experience.

The Market toilets will incorporate a Changing Place facility.

2. EVIDENCE OF NEED AND DEMAND**(a) What is the need for the project and is their evidence to support this?****RETAIL ASSESSMENT**

A recent retail assessment of Barnsley Town Centre was undertaken by FSP, retail business consultants, in December 2015 outlining the issues facing the town centre. The highlights are detailed below:

Catchment and Demographics

- Barnsley's bespoke catchment contains 331k residents and generates a shopper population of 134k (149k including 'pull-in'). The geographical extent of the catchment is similar to the NSLSP (National Survey of Local Shopping Patterns) catchment but has a significantly higher penetration (41% bespoke vs 31% NSLSP), indicating that a significant number of shoppers use Barnsley as a top up / convenience destination. Meadowhall Shopping Centre, Wakefield and Sheffield are Barnsley's biggest competitors – together accounting for 47% of leakage.
- Households within Barnsley's Principal catchment are notably older than the UK average. Proportions of Empty Nesters (34%) and Retired Seniors (21%) are both 5% above average, while Pre-Family (17%) is 15% below average. Family (28%) is in line with UK average.
- Barnsley's current retail offer has a value / mass market focus which is suited to the demographic and income profile of catchment residents. Barnsley's catchment is dominated by low and middle income Categories with above average proportions of Comfortable Communities (+4% vs UK) and Financially Stretched (+67% vs UK). This less affluent profile is also highlighted in the average Household Income and Spend of catchment households, both of which are below regional and UK average.
- The profile of Barnsley shoppers is less affluent than that of catchment residents – the least affluent Categories (Financially Stretched and Urban Adversity) are over-represented and account for 66% of shoppers vs. 54% of catchment residents.

Shopper Survey

- Average visit frequency is above benchmark, while Non-Food spend per capita is lower – to be expected from a primarily convenience destination. Dwell time and use of catering are both just below FSP benchmark although catering usage is likely to increase significantly once the proposed development is completed, as the Food & Beverage (F&B) offer within the town centre evolves beyond its current, limited provision
- Barnsley's Net Promoter Score (NPS) is -1, in line with benchmark. However, attitudes towards Safety and Security, Cleanliness, Atmosphere and Store Range are all lower than benchmark – the latter two will be addressed by the redevelopment while the former two should be a target for improvement. Those responding to the Worker and Student survey perceive anti-social behaviour as a barrier to visits – addressing this should be a priority.
- The majority of those interviewed for the Worker and Student survey use Barnsley during their working day (76% visit at least once a week), and when not at work (74%). Those not using in their own time were most likely to say there is nothing in the town to attract them (56%) – the development may assist in converting these non-users to visit the town.
- 84% of respondents had used Barnsley's market at some point. Visit Frequency for Food shopping was higher than Non Food at 57 vs. 45 times per annum. Apart from those that are unlikely to ever use the market, the main barriers to use were a lack of quality goods and a general lack of appeal, which this Business Case proposal will address.
- Awareness of leisure destinations within the town centre among Shopper Survey respondents is high with most recalled by over 80% of respondents. However, awareness of Experience Barnsley is significantly lower at 59%. As expected, usage of all destinations is significantly lower than recall, with the Metrodome having been visited by the highest proportion of respondents (29%). Those responding to the Worker and Student Survey were more likely to have visited all Leisure destinations.

(b) Is there demand for the project?

RETAIL ASSESSMENT

FSP's analysis in December 2015 identified a number of key areas of demand that support the Better Barnsley redevelopment (high level overview):

- Use of online shopping is below benchmark among Barnsley shoppers – an opportunity that the stores within the town should benefit from. However, there are areas of the catchment where residents have above average propensity to shop online. In order to attract these residents, Barnsley needs to provide a stronger leisure offer and create an experience that cannot be replicated online. An improved F&B offer and the in town cinema, alongside the existing cultural offer, will assist in this. Availability of Click and Collect facilities should also be promoted, especially for stores that have limited space and cannot show their whole range.
- Below average scores from shoppers for Safety & Security and Cleanliness, as well as perceptions of Workers of anti-social behaviour, should be addressed and any initiatives to improve these perceptions promoted across the catchment. Negative attitudes from those already using the town centre are likely to be barriers to visits for others.

- The lack of use of competing retail destinations by Barnsley shoppers highlights the need for retailers to be located in the town if they wish to access the Barnsley shopper. This is a powerful statement that needs to be highlighted to target retailers at every available opportunity.
- The majority of those attending an event had made a specific visit to Barnsley to attend it. These types of events help make Barnsley more of a 'day out' destination and should continue to be part of the strategy for the town centre.

Trading Gap and Tenant Mix

- The opportunity to increase sales (the Trading Gap) is estimated at £59m. £41m of this is attainable from existing Barnsley shoppers, providing a reliable source of potential for which to support the proposed town centre development. An additional £18m is available through attracting additional shoppers from specific under-performing zones and increasing overall penetration across the catchment, which should be objectives for post the new development.
- Clothing & Footwear (C&F) provides the largest opportunity to increase turnover in Barnsley, with a gap of £30m. F&B also provides a substantial opportunity of £13m – the addition of a new cinema will support a larger and better quality offer than currently available. There are also opportunities for increased turnover in Personal Goods (£7m), Leisure Goods (£6m), and Household Goods (£4m).

Impact Analysis

- The proposed Better Barnsley redevelopment will have a substantial impact on Barnsley's retail landscape and consequentially its shopper catchment.
- Analysis of the impact of development in retail terms has determined a minimum of 155k/ft² net selling area would be the most beneficial for the town.
 - based on 155k/ft² net selling area, FSP predicts Barnsley's shopper population will increase by 10% to 121k. The increase could see the town move up 11 places in the NSLSP rankings and would generate an additional £46m in shopper spend.
- Taking into account both the existing town centre units and those proposed by the redevelopment, turnover in Barnsley is expected to increase by approximately £44m.

BARNSELY MARKETS

In an era of online shopping the traditional town market may seem like little more than an outdated throwback to a medieval age. Yet thanks to a growing appetite for local produce – edible and otherwise – a desire to get up close and personal with local producers, farm to fork and a new generation of innovative younger traders, traditional market's fortunes are once more on the rise. The popularity of Farmers Markets and "Speciality" Markets are testimony to this trend.

Traditional markets typically attract older people who've been visiting them for 30, 40 or even 50 years. But a fresh approach can create a new destination for a wider range of people – younger people, especially – with opportunities for a new breed of market trader.

The importance of Barnsley Markets to the local economy is recognised by the Council. The Markets create high street footfall, support high levels of local employment and recycling income to local suppliers. However, the Markets still work in cash-only economy where accepting credit and debit cards is the exception, not the rule. As a result high-value credit sales are scooped up by retailers to a point where Markets shoppers are typified as low-income, elderly and reliant on public transport. This is a core concern of the Council and our provisions for a refurbished Barnsley Markets propose to address this through marketing and up-skilling of traders and stallholders to ensure the markets are fit for the digital age.

Fortunately the Council has an investment opportunity where the refurbished Barnsley Markets can be blended with a privately funded leisure and retail regeneration of the town centre. Much needed town centre public welfare facilities, such as toilets will be provided with the new design.

Despite challenges Barnsley Markets still enjoy unique advantages. It is centrally-located; it enjoys very strong customer loyalty. It retains a sizeable fresh food offer which adds to its vitality and viability because food makes the Markets a “destination attraction.” Everyone has to go food shopping.

Fresh Food

When considering fresh food it is important to remember it is delivered by stallholders who require continuity of trade. It is difficult enough to retain let attract new fresh food retailers to a market and one cannot expect a butchers, delicatessen, greengrocer or fishmonger to close their business and then open many month later in new premises. The phasing of refurbishment works will be critical.

The Market Hall stallholders are Small or Medium-sized Enterprises (SME's) with fixed assets and overheads essential to their business and as such vulnerable to the same pressures facing any independent business. They have a significant capital commitment to cold rooms and display counters etc. with a butcher typically investing £50k in refrigerated display equipment and at cold room on their stall. Their ability to raise capital finance is unknown but experience to date suggests they will be reluctant to commit until the new Market Halls are completed. They could even be tempted to use second hand equipment and fit-out themselves, which poses all sorts of quality control and coordination problems. There it is recommended that cold room and refrigerated display equipment should be provided by the Council with the costs being rentalised within the stallholders' lease.

Encouraging Business Development

The 'Portas' Report put more attention onto traditional markets, however many stallholders remain reluctant to invest in improvements. They recognise the importance of self-service and chip-and-pin but are reluctant to adopt them in the absence of an initiative from the Council. In the meantime they continue to lose high-value sales to competitors.

The **Markets Improvement Plan** will encourage the stallholders in the Market Hall to develop their businesses and would introducing good business practices, such as:

- Raising standards of merchandising
- Increasing use of cashless transactions
- Engaging stallholders in joint promotions
- Animation of the markets and high street
- Stallholder training programme
- Improved promotion via social media

Some of this work has already started and early improvements can already be seen at the temporary May Day Green market. Footfall at May Day Green is significantly higher than in the previous semi-open market location and we are now seeing more shoppers from the 30-40 age range that previously did not shop at these stalls.

The new market is a key part of the scheme creating a unique and local offer which distinguishes Barnsley town centre from other high street developments. The modern retailing space will showcase our independent businesses and create an environment to appeal to younger more affluent shoppers.

Markets employ more people per square foot than any other retail environment. The new market will provide important employment and entrepreneurial opportunities for local products.

Work on identifying the optimum layout of the new market hall, which may involve a degree of zoning, is ongoing and will involve further consultation with market traders.

Consultation with Stallholders

Over the past eighteen months representatives from the Council and partners have met with stallholders from the NFMT, outdoor, semi-open and Market Halls. Like any good retailer their primary concerns are footfall, sales turnover and rent. They have expressed considerable concern over the phasing of the works and made it clear that without continuity of trade it is possible they would close for good. We have worked hard to ensure phasing of works can accommodate business continuity for all stallholder providing they are willing to endure and number of relocations during the refurbishment work.

Markets provision

Based on our consultation with stallholders and the work in agreeing compensation for the surrender of their existing leases the new Market hall should be downsized to 72% of the current size, which approximates to the semi-open market and ground floor of the Markets Hall. An exception to the downsizing should be the markets café area, which we recommend increasing in size to create an exciting new food hall to compliment the fresh food experience in the Market Hall. By focusing on a core offer of high quality fresh food this business case need not be dependent on the capital value but on a sustainable market offer with potential for growth in returns for stallholders and the Council in future years.



For the market to feature fresh food it is recommended the Meat and Fish Hall is brought to a new location at the front of the Market Halls directly accessed from Cheapside. The design will be modern and functional and allow a single move for the stallholders to a new permanent location.

The outdoor and Markets Halls provision currently operate 6-days per week, with the general outdoor market being supplemented by a Car boot and *Flea* Market on two of those days.

| | |
|------------|---|
| Monday: | Market Halls & Outdoor |
| Tuesday: | Market Halls, May Day Green Market & Outdoor + <i>Flea</i> Market |
| Wednesday: | Market Halls, May Day Green Market & Outdoor |
| Thursday: | Market cafés only |
| Friday: | Market Halls, May Day Green Market & Outdoor |
| Saturday: | Market Halls, May Day Green Market & Outdoor |
| Sunday: | Outdoor + Car boot/ <i>Flea</i> Market |

The fishmongers don't open on Mondays.

The existing management arrangements are working well within the available resources. The utilisation of the asset is falling, which is partly due to reduced sales and partly due to the refurbishment timeline and the age of some stallholders. Operating costs are under control, however, stallholder rent incentives are reducing income, which is also decreasing due to some stallholder terminating their lease agreements as part of their compensation for disturbance from the proposed refurbishment works.

Future Markets provision

The level of capital investment required to fully refurbish and re-provide the Markets Halls is significant, but not to make the investment will see a continuing decline in the Markets. The investment to return profile does not make the Markets an investment proposal that would appeal to external investors and as such will need to be self-funded. The returns shown at 3(d) predict income of £1,238,049 per annum. This comprises £349,840 in service charges and £888,209 rent.

Future provision is to provide an indoor and outdoor market offer. This would consist of an outdoor market for market traders who would operate on a day rate rental basis and indoor stall for stallholders who would have a leasehold tenure of their stall and pay a proportion of the markets service charge and be separately metered for utilities.

It is proposed to provide at least:

- 40 outdoor market stalls
- 19 meat and fish stalls
- 118 indoor market stalls
- 7+ food hall stalls

Further work that does not form part of this business case that is critical to the future success of the Markets is to develop interior zoning and a balance or mix of complementary stall holders. This should also be supported by a clear identification of stalls and products lines that are undesirable and not to be available, i.e. e-cigarettes, tobacco and smoking products.

Current GIA's for the new market and food hall:

| | |
|---------------------|---|
| Food Hall | 1,200m² |
| | Area includes cafes/food outlets of 360m ² |
| Market Halls | 5,500m² |
| Meat & Fish | 450m ² |
| Ground Floor | 3,000m ² |
| First Floor | 2,050m ² |

(c) What other options have been considered?

In order to regenerate the Town Centre, a widespread intervention is required. The redevelopment of the Metropolitan Centre is the 'heart' of the retail area and has been looked at over a significant period of time with various partners, such as the 1249 Partnership scheme. Due to economic constraints at the time, these proposals have not been followed through to completion leaving Barnsley further behind in retail terms and therefore limiting our ability to regenerate the town centre and create a vibrant economy.

The Council's current plans have been developed with significant public and stakeholder engagement and represent the best of the options that have been presented. They have

been endorsed by Cabinet and Senior Management Team on several occasions through presentations and reports whose recommendations are a matter of public record.

(d) Why is this project the preferred option?

The Metropolitan Centre redevelopment proposal presented is the preferred option for the following reasons:

- It supports the objectives of the Corporate Plan and 2020 Outcomes Framework for regeneration of the Town Centre and creation of a thriving economy.
- The retail and leisure proposals have been market testing with key retail partners and are accepted by operators as an opportunity they are keen to be involved in.
- The proposal represents the best opportunity to create a new retail and leisure heart to Barnsley Town Centre whilst providing greater continuity and links throughout the existing retail centre, adding quality whilst maintaining the look and feel of the town.
- The proposal presents a viable economic opportunity for to create a sustainable markets hall income stream that will support the delivery of other public services in the town centre, such as addressing ASB.

3. PROJECT SCHEDULE AND DELIVERABLES

(a) Outline the project schedule and key milestones

The project has completed the preparation and concept design phases (RIBA Stages 1, 2 and 3). The Stage 3 report is attached as Appendix 3). The schedule for the remaining stages are as follows:

| Key Milestones | Completion Date |
|--|-----------------|
| RIBA Stage 3A Revised Developed Design | 21/10/2016 |
| RIBA Stage 3 – Review & Approval | 07/11/2016 |
| RIBA Stage 4 Technical Design | 13/07/2017 |
| Reserved Matter Planning Consent | 22/03/2017 |
| Refurbishment of Metropolitan Centre | 11/05/2018 |
| New retail units | 23/10/2019 |

In parallel with the architectural and technical design work and the construction, the Markets team will be developing the service offer for the new market. This will involve:

- On-going engagement with current traders and, critically, potential new traders who will broaden the offer and appeal of the Market to attract new customers.
- Discussions with potential partners and the BMBC events team to programme activities and events to support the Market and wider town centre offer.
- Continue to build up public support for the new Markets and support the traders in their temporary locations.

(b) What do you expect the project to achieve?

The refurbished Metropolitan Centre will be the home of the famous Barnsley Markets and a major destination in the town centre that will:

- Revitalise the Barnsley Markets
- Retain more retail and leisure spend within the town centre and increase dwell times
- Increase visitors and visitor spend within Barnsley
- Provide new employment opportunities for local people
- Stimulate the economic regeneration of the town and borough
- Provide opportunities for development of skills within the borough's population
- Reduce the retail spend gap
- Provide the Council with a secure revenue stream through the markets rent and profits share from the head lease
- Create a safer, more accessible heart to the town centre that will attract families
- Provide a high quality development in the town centre that residents are proud of
- Be accessible to all
- Be a development that local people are positive about, resulting in a feeling of wellbeing
- Help reduce ASB

(c) Who will be the key beneficiaries of the project?

The Metropolitan Centre redevelopment and Barnsley Markets will benefit all residents of Barnsley and for visitors to the town. Specific groups that will benefit, include:

- Families will enjoy the greater range of activities to undertake and a safer, cleaner environment to visit
- Job seekers will see more employment opportunities with retail and leisure operators
- Young people will enjoy the lively atmosphere and the opportunities to use a wide range of leisure facilities
- People with disabilities and carers will enjoy the improved accessibility and facilities
- Stallholders will enjoy the vibrant trading that will result from the increased visitor numbers

(d) Will the project result in the Council generating income or selling or acquiring assets?

The Council will gain long term rental income from the Market Hall, Market Food Hall, and Meat & Fish stallholders in the Market and storage in the basement.

The current forecast rents and service charges are:

| Meat & Fish Market | | | | | |
|--------------------|------|--------|-----------|----------------|-------------|
| Units | sq.m | sq.ft | Base Rent | Service Charge | Annual rent |
| 1 | 24 | 258.24 | £8,005 | £3,357 | £11,363 |
| 2 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| 3 | 24 | 258.24 | £8,005 | £3,357 | £11,363 |
| 4 | 39 | 419.64 | £13,009 | £5,455 | £18,464 |
| 5 | 38 | 408.88 | £12,675 | £5,315 | £17,991 |
| 6 | 38 | 408.88 | £12,675 | £5,315 | £17,991 |

| | | | | | |
|----|----|--------|----------|---------|----------|
| 7 | 30 | 322.8 | £10,007 | £4,196 | £14,203 |
| 8 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| 9 | 23 | 247.48 | £7,672 | £3,217 | £10,889 |
| 10 | 22 | 236.72 | £7,338 | £3,077 | £10,416 |
| 11 | 23 | 247.48 | £7,672 | £3,217 | £10,889 |
| 12 | 22 | 236.72 | £7,338 | £3,077 | £10,416 |
| 13 | 26 | 279.76 | £8,673 | £3,637 | £12,309 |
| 14 | 30 | 322.8 | £10,007 | £4,196 | £14,203 |
| 15 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| 16 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| 17 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| 18 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| 19 | 28 | 301.28 | £9,340 | £3,917 | £13,256 |
| | | | £178,455 | £74,836 | £253,290 |

1. The above assessment is based on the tenant fitting out the unit with refrigeration and counters etc. If the landlord is to provide these fixtures, consideration will be given to a cost reflective increase in the rent/service charge provision.

| Market Hall - Ground Floor | | | | | |
|----------------------------|------|--------|-----------|----------------|-------------|
| Units | sq.m | sq.ft | Base Rent | Service Charge | Annual rent |
| 1 | 8 | 86.08 | £2,668 | £1,119 | £3,788 |
| 2 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 3 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 4 | 10 | 107.6 | £3,336 | £1,399 | £4,734 |
| 5 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 6 | 10 | 107.6 | £3,336 | £1,399 | £4,734 |
| 7 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 8 | 10 | 107.6 | £3,336 | £1,399 | £4,734 |
| 9 | 22 | 236.72 | £7,338 | £3,077 | £10,416 |
| 10 | 20 | 215.2 | £6,671 | £2,798 | £9,469 |
| 11 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 12 | 17 | 182.92 | £5,671 | £2,378 | £8,048 |
| 13 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 14 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 15 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 16 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 17 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 18 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 19 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 20 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 21 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 22 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 23 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |

| | | | | | |
|---------------------------|------|--------|-----------|----------------|-------------|
| 24 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 25 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 26 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 27 | 20 | 215.2 | £6,671 | £2,798 | £9,469 |
| 28 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 29 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 30 | 15 | 161.4 | £5,003 | £2,098 | £7,102 |
| 31 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 32 | 17 | 182.92 | £5,671 | £2,378 | £8,048 |
| 33 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 34 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 35 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 36 | 15 | 161.4 | £5,003 | £2,098 | £7,102 |
| 37 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 38 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 39 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 40 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 41 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 42 | 15 | 161.4 | £5,003 | £2,098 | £7,102 |
| 43 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 44 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 45 | 20 | 215.2 | £6,671 | £2,798 | £9,469 |
| 46 | 17 | 182.92 | £5,671 | £2,378 | £8,048 |
| 47 | 20 | 215.2 | £6,671 | £2,798 | £9,469 |
| 48 | 10 | 107.6 | £3,336 | £1,399 | £4,734 |
| 49 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 50 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 51 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 52 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 53 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 54 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 55 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 56 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 57 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 58 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 59 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 60 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 61 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| | | | £295,868 | £124,074 | £419,941 |
| Market Hall - First Floor | | | | | |
| Units | sq.m | sq.ft | Base Rent | Service Charge | Annual rent |
| 1 | 22 | 236.72 | £7,338 | £3,077 | £10,416 |
| 2 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |

| | | | | | |
|----|----|--------|--------|--------|--------|
| 3 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 4 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 5 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 6 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 7 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 8 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 9 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 10 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 11 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 12 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 13 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 14 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 15 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 16 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 17 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 18 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 19 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 20 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 21 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 22 | 13 | 139.88 | £4,336 | £1,818 | £6,155 |
| 23 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 24 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 25 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 26 | 15 | 161.4 | £5,003 | £2,098 | £7,102 |
| 27 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 28 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 29 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 30 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 31 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 32 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 33 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 34 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 35 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 36 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 37 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 38 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 39 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 40 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 41 | 16 | 172.16 | £5,337 | £2,238 | £7,575 |
| 42 | 19 | 204.44 | £6,338 | £2,658 | £8,995 |
| 43 | 18 | 193.68 | £6,004 | £2,518 | £8,522 |
| 44 | 9 | 96.84 | £3,002 | £1,259 | £4,261 |
| 45 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 46 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 47 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 48 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |

| | | | | | |
|----|----|--------|-----------------|-----------------|-----------------|
| 49 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 50 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 51 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 52 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| 53 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 54 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 55 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 56 | 11 | 118.36 | £3,669 | £1,539 | £5,208 |
| 57 | 12 | 129.12 | £4,003 | £1,679 | £5,681 |
| | | | £275,187 | £115,401 | £390,588 |

1. Base Rent is based on £333.56/m² (£31/ft²) per annum. The rates have been correlated from comparable new market developments in the region.
2. The estimated service charge is based is based on £139.88/m² (£13/ft²) per annum. The charges have been compared to other new market developments and service charge figures used in the 1249 new market proposal. Lifecycle costs for the Metropolitan Centre are being worked up and will for the final proposal once detailed design is completed.

| Markets Food Hall | | | | | | |
|-------------------|------|--------|---------|-----------------|----------------|-----------------|
| Units | sq.m | sq.ft | Seating | Base Rent | Service Charge | Annual rent |
| 1 | 38 | 408.88 | 178 | £15,200 | £5,315 | £20,515 |
| 2 | 38 | 408.88 | 178 | £15,200 | £5,315 | £20,515 |
| 3 | 39 | 419.64 | 178 | £15,600 | £5,455 | £21,055 |
| 4 | 39 | 419.64 | 178 | £15,600 | £5,455 | £21,055 |
| 5 | 39 | 419.64 | 178 | £15,600 | £5,455 | £21,055 |
| 6 | 39 | 419.64 | 178 | £15,600 | £5,455 | £21,055 |
| A1 | 22 | 236.72 | | £8,800 | £3,077 | £11,877 |
| | | | | £101,600 | £35,530 | £137,130 |

1. Base Rent is based on £400.00/m² (£37.20/ft²) per annum. The rates have been correlated from comparable new market developments in the region and the figures formerly used in the 1249 market café proposal
2. The estimated service charge is based on £139.88/m² (£13/ft²) per annum. The rates have been correlated from comparable new market developments in the region and service charge figures used in the 1249 new market proposal
3. No account has been taken in this assessment for the provision, maintenance and operation of the seating area. This may require additional a service charge if provided by the Landlord.

| Basement Storage | | | |
|------------------|------|--------|-----------|
| Units | sq.m | sq.ft | Base Rent |
| 1 | 13 | 139.88 | £910 |
| 2 | 12 | 129.12 | £840 |
| 3 | 12 | 129.12 | £840 |

| | | | |
|----|----|--------|---------|
| 4 | 12 | 129.12 | £840 |
| 5 | 13 | 139.88 | £910 |
| 6 | 11 | 118.36 | £770 |
| 7 | 12 | 129.12 | £840 |
| 8 | 12 | 129.12 | £840 |
| 9 | 12 | 129.12 | £840 |
| 10 | 12 | 129.12 | £840 |
| 11 | 11 | 118.36 | £770 |
| 12 | 8 | 86.08 | £560 |
| 13 | 18 | 193.68 | £1,260 |
| 14 | 15 | 161.4 | £1,050 |
| 15 | 7 | 75.32 | £490 |
| 16 | 10 | 107.6 | £700 |
| 17 | 11 | 118.36 | £770 |
| 18 | 11 | 118.36 | £770 |
| 19 | 19 | 204.44 | £1,330 |
| 20 | 19 | 204.44 | £1,330 |
| 21 | 18 | 193.68 | £1,260 |
| 22 | 20 | 215.2 | £1,400 |
| 23 | 21 | 225.96 | £1,470 |
| 24 | 19 | 204.44 | £1,330 |
| 25 | 19 | 204.44 | £1,330 |
| 26 | 19 | 204.44 | £1,330 |
| 27 | 18 | 193.68 | £1,260 |
| 28 | 18 | 193.68 | £1,260 |
| 29 | 18 | 193.68 | £1,260 |
| 30 | 19 | 204.44 | £1,330 |
| 31 | 18 | 193.68 | £1,260 |
| 32 | 18 | 193.68 | £1,260 |
| 33 | 19 | 204.44 | £1,330 |
| 34 | 18 | 193.68 | £1,260 |
| 35 | 18 | 193.68 | £1,260 |
| | | | £37,100 |

| | Service Charge | Base Rent | Total |
|------------------|----------------|-----------|------------|
| Meat and Fish | £74,836 | £178,455 | £253,290 |
| Ground Floor | £124,074 | £295,868 | £419,941 |
| First Floor | £115,401 | £275,187 | £390,588 |
| Cafes | £35,530 | £101,600 | £137,130 |
| Basement Storage | | £37,100 | £37,100 |
| | £349,840 | £888,209 | £1,238,049 |

The rents and services charges for the retail and leisure elements will be incorporated in the proposal for external/private sector funding offer. The cost of the category B fit-out and

frontages of the retail and leisure elements will similarly fall to the Phase 2 package.

The Council will received a profit share from the headlease of the full development at 7.5% of the nett operating income (NIA) that shall not be less than £133,000 per quarter until that figure is breached, and then 7.5% NIA for the remaining lease term. When the retail and leisure are fully ley this would provide an ongoing income of £5.7M per annum to the Council.

4. COSTS AND FUNDING

(a) What are the costs of the project?

| Capital Costs | £000's |
|---------------------------|---------------|
| Demolition & ACM removal | 2,735 |
| Basement refurb | 2,220 |
| Market Hall refurbishment | 10,965 |
| Atrium & New Retail | 2,575 |
| Preliminaries/OH&P | 3,265 |
| May Day Green Retail | 1,155 |
| May Day Green Market | 2,350 |
| 'New' Street | 235 |
| Totals | 25,500 |

(b) Is funding in place and from what sources? Has this been secured/ approved?

The capital costs have been approved by Cabinet within the proposals for the overall Better Barnsley project.

(c) Comments from finance

The current cost estimate for the Town Centre redevelopment is slightly above the overall approval. Although it is expected that the Metropolitan Centre will be delivered in within the capital resources set aside for this element of the wider Better Barnsley redevelopment.

The identified costs are sufficient to develop the retail units and leisure box to 'shell and core.' The Category B retail fit-out will fall into the Phase 2 works.

Although it is assumed that the operating and management costs of the new market halls will be no more than the resources currently set aside for the existing markets provision, a detailed comparison as yet to be provided. A review of the current operating costs compared to the estimated ongoing operating costs of the new provision and likely service charges needs to be completed as soon as possible.

A wider service redesign and review of the servicing responsibilities arising from the new market halls is currently ongoing. This review is being led by Queensberry Real Estate and will form part of an additional business case which will be presented for information at a future board.

5. PROJECT MANAGEMENT

(a) Outline who will be working on the project and their respective roles.

Jeremy Sykes – Project Director
Sarah McHale – Project Manager
David Shepherd – Client Director
Mark Lynam – Senior User
Anne Untisz – Senior User
Phil Dorrell – BEP Representative
Lloyd Kellock – NPS Group Lead
Andrew Darlington – Quantity Surveyor
Seamus Lennon – Group Architect and Planning Consultant
Rachel Ruston – Information Services Lead

(b) Outline who will be on the project board, their roles and how often it will meet.

Town Centre Programme Board – Board Composition:

Permanent Members of the Board

- Matt Gladstone
- David Shepherd
- Jeremy Sykes
- Paul Castle
- Mark Lynam
- Steve Loach
- Ann O’Flynn
- Joe Jenkinson

Non-Permanent Members are project managers/ project leads for town centre projects

- Better Barnsley – Sarah McHale
- Town centre Operations/ Events – Anne Untisz
- Phase 2/DMO – Andrew Osborn
- Philip Spurr - Strategic Heat Network
- Paul Brannan - ASB

Corporate Communications

One off invitation for other key stakeholders

Frequency – Every 6 weeks

(c) Outline the main risks associated with the project and how these will be managed.

A complete risk register for the Better Barnsley Projects is contained within Morgan Kai and is regularly updated with the Corporate Risk Manager.

The key risks relating to the Metropolitan Centre project are:

- Failure to ensure there is sufficient funding in place to deliver the aspired project outcomes.

- Failure to obtain the appropriate approvals to progress the project (planning consents and approvals from statutory undertakers).
- Failure to manage, and maintain the integrity of the project programme, including the opportunity to identify and manage connections with other elements of the programme and/or Phase 2.
- Failure to ensure that approvals regarding the design of new spaces are agreed by required stakeholders.
- Failure to deliver the essential elements of the project on time and communicate the progress made to date to stakeholders including retailers, stallholders, residents etc.
- Failure to maximise the future potential of the new building.
- Failure to deliver new leisure and retail circuit (Phase 2) will have detrimental financial consequences for the future of the Metropolitan Centre.

The project team will continue to monitor risks and update the risk register on a regular basis. Risk mitigations are in place and are regularly reviewed.

The Town Centre Major Projects Officer escalates project, design and construction risks as necessary to the project boards.

(d) How will you monitor the project, measure success and manage its conclusion?

The construction phase of the project will be monitored through the terms of the partnering contract. Measurement of success will be based on KPIs, which will include :

- construction cost
- construction time
- social benefit delivery
- defects
- client satisfaction with the product
- client satisfaction with the service

These KPIs will be reported monthly to the Phase 1 Project Board.

The conclusion of the construction phase will be on hand over to the client team to operate and manage the markets.

6. COMPLIANCE

(a) Are there any legal implications associated with the project?

The Metropolitan Centre is owned by the Council and notices have been served on the remaining tenants in the Barnsley Markets and existing retail units.

There is an outline planning approval for the Metropolitan Centre. A Reserve Matters Planning Application will be submitted in November 2016 following the approval of RIBA Stage 3.

Agreements with statutory undertakers including the Environment Agency will be required. Discussions are ongoing and will be formalised through the planning process.

(b) If you intend to procure services, assets or products outline how you will do this.

The architect, engineering and construction aspects of the project are within the overall Town Centre redevelopment project plan and procurement arrangements. The lead Architects and Planning Consultants are the IBI Group / NPS.

The main contractor for Better Barnsley has been procured to deliver the Metropolitan Centre redevelopment as an individual works package part of the wider Better Barnsley Scheme. The form of Contract has been let on an open book basis with a Guaranteed Maximum Price for the individual works packages.

The procurement of specific items, including markets fit-out, hardware, fixtures and furniture will also be supplied and installed via the main contractor supply chain.

(c) Do you need a communications and marketing plan? If so, how will it be produced?

There is a Communications and Marketing Board which comprises representatives from Phases 1 and 2 of the scheme. The purpose of that board is to ensure that all town centre communications are coordinated and handled effectively.

Counter Context have been appointed, on the back of the QRE tender, to work alongside the Council to produce a town centre communications framework to help guide and shape all activity over the next 2-3 years. This framework will be led by a dedicated Communications Business Partner post who will reside within Economic Development.

In addition to this, the Communications team has been working with the Town Centre & Markets Services staff to engage people with the project from the earliest stages. Preliminary plans and drawings have been displayed in the Better Barnsley shop.

(d) Are there any HR implications associated with the project?

The operational management of the Barnsley markets will remain the responsibility of the current service. The Service will take the development period to consider any changes to roles required to enable the Service to deliver the most cost effective service.

PROJECT AUTHORISATION

| | |
|---|--|
| Executive Director, Finance, Assets and Information Services | |
| [Insert comments] | |
| Authorisation | |
| Date | |
| Executive Director, Legal & Governance (If Required) | |
| [Insert comments] | |
| Authorisation | |
| Date | |
| Executive Director, Place | |
| [Insert comments] | |
| Authorisation | |
| Date | |

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BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is a not Key Decision within the council's definition and has not been included in the relevant Forward Plan

**Report of the Executive
Director Place**

BARNSELY TOWN CENTRE PLAN AND SITE DEVELOPMENT APPRAISALS

1. Purpose of report

- 1.1. To present the Barnsley Town Centre Plan, which sets out a series of priorities for the town centre and how the Council and partners will seek to deliver these priorities over the next three years, in order to compliment and maximise the impact of the Better Barnsley scheme.
- 1.2. To update Cabinet on development appraisals conducted by Arup on key gateway sites in the town centre, as part of the Town Plan work, and to seek approval to proceed to the next stage on the Courthouse site.

2. Recommendations

It is recommended that:

- 2.1. **Members recognise and confirm the priorities set out within the Town Centre plan and agree the mechanisms for project development and delivery.**
- 2.2. **Members note the Town Centre Projects set out in Arup's Barnsley Town Regeneration Plan and endorse their further development**
- 2.3. **Members agree to the principle of development on the Courthouse car park site and agree to a detailed programme of option appraisals to determine the form, scale and timing of that development**
- 2.4. **Further reports be submitted which provides a business case including options appraisals for the development of the Courthouse site.**

3. Introduction

- 3.1. In November 2014, Cabinet approved a revised Jobs and Business Plan budget which included a new commitment to deliver a Town Centre Plan to run concurrently with the development timescales for the Better Barnsley scheme.
- 3.2. The purpose of the Town Centre Plan was to provide a delivery framework for a range of complimentary activity, in order to ensure it adequately coordinated and drove forward a range of initiatives and interventions to contribute towards the Council's objective of an improved town centre offer by 2019.
- 3.3. The objectives of the Town Plan, as agreed with Cabinet are:

- A comprehensively refreshed town centre plan that is fit for purpose for the duration of the Local Plan and Transport Strategy, along with delivering the town centre programme of the Jobs and Business Plan.
 - Sets out the overall place making approach to the town centre which defines the role each element plays and can be enhanced.
 - A plan that is recognised and supported by the majority of the key stakeholders within the town centre and can be used to articulate the future development of the town centre to potential investors.
 - A plan that has real meaning in guiding actions and activities going forward that are underpinned by evidence that allow subsequent detail projects to be developed to deliver the vision and objectives i.e. it is delivery rather than strategically focussed.
- 3.4. The output would be a delivery focussed plan which is underpinned by a clear evidence base, and is concise and accessible in its format including any prioritisation and critical path that needs to be undertaken/ followed.
- 3.5. Given the Better Barnsley scheme is now sufficiently advanced, now is the right time to put the plan into place. This report outlines the process that has been followed to produce the plan, emerging priorities and the key areas of work which are already underway and those that are planned in the next 3 years.
- 3.6. The Town Centre Plan is built upon a shared vision for the Town Centre, owned by key stakeholders and backed up by an adequately resourced and achievable Action Plan.

The overall objective for the Town Centre Plan is to create a Vibrant Town Centre. In order to achieve this we aim to create:

- A Town Centre that is attractive, safe and welcoming to all visitors
 - A Town Centre that is a visitor destination
 - A Town Centre that is accessible, well connected and promotes health & wellbeing
 - A Town Centre that Supports a thriving and diverse business community
 - A Town Centre with a vibrant evening and night time economy
- 3.7. The Town Centre Plan is about co-ordinating activity to generate increased footfall and maximise the economic viability of the town centre. The plan also appraises key development sites within the town, recommending development on a number of gateway sites to complement the Better Barnsley scheme and enhance footfall into the town centre.

This report presents the initial findings on the appraisal of key development sites within the town centre and proposes a series of next steps to progress the largest of these sites, the Courthouse campus site.

4. Development of the Town Centre Plan

- 4.1. The Council have led on the development of the town centre plan, recognising its role as guardians of the town Centre; encouraging economic development, creating jobs, attracting investment and increasing visitor numbers. Its success will now rely on all stakeholders taking ownership of the plan and working together to implement delivery of the various strands within the plan.
- 4.2. The plan has been developed based upon a detailed baseline assessment of the existing town centre. FSP, nationally recognized retail consultants, have gathered intelligence on the demographic of the catchment, consumer behavior and visitor opinions through on street surveys, online worker and student surveys and utilised much of the ongoing public consultation on the town centre, as part of the Better Barnsley Scheme and The Local Plan.
- 4.3. Key stakeholders have been engaged including, Barnsley College, Town Centre property agents, The Civic Trust, The Victorian Arcade Group, The Civic and Many of the Towns Equality Groups to get an understanding of the issues that affect them in the town centre and where improvements need to be made.
- 4.4. A full retail audit has been conducted to identify where trading gaps exist, what businesses the Barnsley catchment can attract and identified our main competitors and source of leaked expenditure. This market intelligence has helped to identify the strengths of the current town centre offer and also helped to prioritise where there are opportunities to increase visitor numbers, spend and investment in the town centre. This information has been invaluable in identifying the trading gap of the town Centre, where there are currently investment opportunities that are not being filled, which has been critical in attracting the right mix of retail and leisure.
- 4.5. A summary of this research can be found in Appendix B (FSP Retail Report Summary). A full version of this report is also available. This information has been critical in identifying the priorities for the Town Centre Plan and the development of a Town Centre Communication and Marketing Strategy, which is being developed by Counter Context.
- 4.6. The key priorities of the town plan will be communicated with town Centre stakeholders via a visual and simple representation of the plan, rather than a long and comprehensive report which may become outdated. This can be shared with stakeholders, town centre visitors and investors with an interest in the town. See attached draft at Appendix C

5. **Delivering the Town Plan**

- 5.1. A Town Plan Project Board has been established to monitor and drive forward delivery of a range of town centre activities, which will report into the Town Centre Programme Board. Operating under this project board are 5 working groups that are responsible for delivering the actions and initiatives required to deliver the Town Centre plan. There is also a direct link into the Town Centre Communications and Marketing group, which will be critical for the delivery of the Town Plan and many of the initiatives and priorities identified which rely on communication and marketing activity.

5.2. A town Centre Dashboard has been developed which will be overseen by the Town Centre Project Board and the Town Centre Programme Board. The dashboard will include each of the group's priorities and progress on actions and initiatives to deliver the priorities. The project board will meet on a quarterly basis to review progress and to extend the scope of working groups if further priorities arise.

5.3. The working groups have evaluated the research findings from the baseline study undertaken by FSP and identified a number of key priorities to focus upon over the next 3 years. The overall driver for these priorities is about increasing the economic prosperity of the town centre, increasing footfall and spend within the town centre. The thematic groups are as follows:

- Town Centre Safety & Security Group
- Markets Development Group
- Business Support Group
- Evening and Night time Economy Group
- Access and Site development Group

There is also a Town Centre Marketing & Communications Group which reports directly to Programme Board.

5.4. The Town Centre Safety and Security Group has been established to deal with town centre anti-social behavior and to ensure a coordinated and planned approach to town centre public safety and enforcement. Anti-social behavior is seen as barrier to people visiting the town, in particular for town centre staff, shoppers and representatives of the equality forums. The impact of ASB on shoppers can not be underestimated. The multi-disciplinary group that has been set up to look at town centre safety and security is focusing on the following priorities:

- Prevention and Early Help
- Enforcement
- Public Reassurance & engagement
- Rehabilitation and intensive support

5.5. The Markets Development Group has been established to ensure that the market provides a high quality offer, with good quality and excellent customer service at its core. The market is at the heart of the new development and the markets group will ensure there is a plan for the market transitioning from its current offer into the newly refurbished market halls. The group is focusing on the following priorities, through a range of projects, training initiatives and interventions:

- Improving quality & range of Market Offer
- Increasing visitors/ spend in the markets
- Promoting Market Trading as a business opportunity

5.6. The Business Support group will work to support and build a thriving town centre business community. Thriving and sustainable business is a key priority

for the health and prosperity of the town centre. Ensuring businesses are equipped with market intelligence and have the necessary business skills to respond to business opportunities. The group has identified the following priorities:

- Town Centre Business Networking
- Supporting New Town Centre Businesses
- Promoting Town Centre Independents & Local Spend
- Improving information for Town Centre investors & agents
- Undertaking a feasibility study for a future Business Improvement District
- Developing a digital Town Centre offer

Early work has included support to the Victorian Arcade to assist them with establishing a business co-operative to work together to fund improvements, facilitate improvements with their landlord and to put on events to drive footfall.

- 5.7. The Evening and Night Time Economy group brings together key stakeholders from the evening and night time economy. The priority for the group is as follows:

- Creating a vibrant and safe evening & night time economy.

The Evening and Night Time Economy group is working through the 'Purple Flag' framework with key stakeholders. The Purple Flag award focusses on the early evening and night time economy and is extremely comprehensive, including the type of offer, quality of provision, safety, safe travel options and partnership working. The group is currently completing a self-assessment on the town Centre and recently undertook a night time assessment from early evening through to the early hours of the morning to witness first-hand the experience of the evening and night time offer and the work required to improve the overall quality of the offer. The group will work through the stages of self-assessment, through to a formal assessment of the town centre, with a view to making changes to improve the current offer. Working with key stakeholders will be critical.

- 5:8. The Access and Site Development group is focusing on the physical environment and its connectivity with new development, including assets within the town Centre. The group will consider access into and around the town. This group is overseeing a number of town centre commissions and will progress any physical town centre infrastructure projects that arise from the Arups work, with a view to identifying suitable funding for delivery. The group is working on the following priorities:

- Car Parking to meet the needs of the Town Centre
- Ensuring Connectivity between the new development and existing centre
- Exploring opportunities for town centre residential & development
- Improving Town Centre Access
- Exploring opportunities for an active town centre

- 5.9. Car Parking Strategy The Access and Site Development Group is currently overseeing the development of the car parking strategy. Work is currently being undertaken by consultants Aecom to review the existing provision, including a full user survey and town centre staff survey. The review will consider the impact of the new parking provided by the Better Barnsley re-development and the demolition of the multi storey car park. The strategy will include an interim proposal on car parking arrangements during the town's re-development and a longer term strategy post development, ensuring the towns parking needs are met.
- 5.10. Barnsley Town Centre Regeneration Plan (Arups) The Regeneration plan developed by Arups, has been overseen by the Access and Site Development Group. The work undertaken by Arups has included baseline mapping and analysis to develop a regeneration plan that includes Town Centre Projects, Town Centre Wide Initiatives and opportunities for development on key town Centre sites.

Town Centre Projects The Regeneration Plan has identified 3 potential town Centre projects/ priority areas for future funding that will support and enhance the wider development of the town Centre along with complementing the committed investment in Better Barnsley. These are:

- Mandela Gardens and The Lanes (Victorian Arcade/ Georges Yard)
- Peel Square
- The Interchange

It has also identified town centre wide initiatives for consideration which will further enhance the viability and attractiveness of the town centre. These include:

- Lighting
- Public Art
- Digital Technology

Development Opportunity Sites The Arups Report has also considered the development potential of 3 key Town Centre Sites. The detail of this work is included at Section 6.

- 5.11. The Marketing and communication Group is a critical group for both the Town Centre Plan and the wider Town Centre. The group will ensure that the communication and marketing of the town Centre is fully coordinated to maximize impact and strengthen key messages with all key town centre stakeholders. Counter Context are working with BMBC, the development manager Turner & Townsend, Henry Boot and other key town Centre stakeholders to develop a marketing strategy for the town Centre. The overarching objectives for this strategy are:

- Generating interest, excitement and a sense of ownership of the transformation of the town Centre

- Celebrating the successes of the emerging Barnsley Town Centre Plan
- To maintain current visitor numbers during the construction of the Better Barnsley scheme and grow them on scheme completion

The Key pillars of the marketing strategy have been agreed as follows:

- Enjoyment – A joined Programme of events that give people further reason to keep coming to the town centre
- Excitement – Keeping high levels of awareness of the transformation that is underway
- Celebrate - Pop up activities that draw destinations from the Borough into the Town Centre
- Resonate – The development of an engaging and inclusive brand for the transformed Town Centre
- Together – Ensuring close partnership working to encourage and instill civic pride

The group will also be responsible for reviewing the online marketing of the Town Centre and look to streamline the many different websites that currently market the town Centre and the borough as a whole.

- 5.12. Strategic Heat Network In addition to the areas of activity being taken forward by the 5 thematic groups, a detailed feasibility exercise is underway to ascertain the potential for a strategic district heat network that would serve a range of domestic and non-domestic public and private sector customers. This scheme could have the potential to dovetail with and complement the redevelopment of the town Centre, increasing its attractiveness, to be reported through the Town Centre Board meetings. Detailed feasibility work is currently being undertaken to identify a potential town Centre Site for the Energy Centre and will be subject to full business planning and Cabinet approval.

6. Gateway Development Sites

- 6.1. Arups Regeneration Plan considers the development opportunities for three large development sites within the town centre that are considered under utilised and offer an opportunity to support the growth and economic development of the town.

These sites are:

- Southern Fringe (land off Westway across from the Alhambra shopping centre)
- Eastern Gateway (site off Swabisch Gmund Way)
- Courthouse Carpark

A map of the sites is set out in appendix E

- 6.2 As part of the option appraisal process Arup undertook some initial market testing with developers, investors and related services such as Architects.

Arup also consulted internally and with support from BMBC officers also gained views from a range of internal stakeholders to look at viable options for development. These included:

- Enterprising Barnsley- Office commercial developments
- Barnsley Premier Leisure- new leisure offers
- Barnsley College- expansion requirements and potential student accommodation
- School Access team- future needs for school places

- 6.3. Development options for the sites were developed via these discussions. A summary of the findings and recommendations for the three sites is set out in the report attached in appendix D.
- 6.4. The emphasis of the study was to look at options for the Courthouse Carpark site. Unlike the other two sites, the land is in the full ownership of the Council and is the closest to Better Barnsley with the potential to be one of the first to benefit from the catalyst of the investment in this scheme.
- 6.5. All the soft market testing indicated strong support for some form of residential development on the site, across a range of different tenures and typologies. With a density ranging from between 50-75 houses per hectare.
- 6.6. It is estimated that the site could provide somewhere between 125 to 150 dwellings on the primary residential areas. Reflecting a general trend towards increased town and city centre living, there was support for town houses on the lower parts of the sites. In a move away from apartment living, Sheffield, Bradford and Doncaster have seen recent examples of denser town houses aimed at families' as well single people.
- 6.7. The upper part of the site could provide higher density accommodation. The soft market testing indicated an opportunity for private rented accommodation that could be similar in quality to that currently offered at Gateway Plaza. Discussions with Barnsley College also indicated a potential opportunity to provide specialist accommodation for students. This offer could support the expansion of the College into the overseas student market.
- 6.8. Internal discussions have also indicated potential education and associated uses for young people. Work is underway to understand the future requirements for secondary school places in the town centre and alongside these potential options for the provision of a specialist facility for young people to use in the town centre.
- 6.9. Future development opportunities for the Courthouse site have to be set in the context of the current usage. Over two levels 859 car parking spaces are currently provided, delivering an important town centre car parking offer and revenue to the Authority. An initial car park study that has looked at usage across all town centre car parking, including; private, public car parks and on street car parking concluded that there was overall some capacity within

current provision, however this did vary across car parks on different days of the week. A further more detailed study that looks to understand the primary role for key car parks (i.e used for shopping, work, students, and leisure) and preferences for parking is being undertaken. Importantly this study will also consider the impacts of the car parking changes brought about by the Better Barnsley Scheme, including the demolition of the multi-storey car park and the new parking proposed as part of the scheme.

- 6.10. The initial car park study did indicate the current importance of the Courthouse spaces; however, the study also indicates variable usage across the differing levels of the Courthouse site. For example, on the market day survey there was only one vacant space across 404 spaces between 10am to 12pm on the upper part of the car park whilst on the lower part of the car park there were 246 empty spaces out of the 455 available.
- 6.11. The development options put forward by Arup suggest a phased approach with two options considering initial development at either end of the site. This phasing is crucial and needs to consider the outputs of the ongoing car parking study, particularly in relation to the current users of the car parking in courthouse and also the re-provision of car parking as part of the Better Barnsley scheme. The output from this report is anticipated in December 2016.
- 6.12. Options for developing the site have also been considered. These vary from an outright sale of the site, to a developer generating a capital receipt but relinquishing control, to a more long term partnership approach with a developer, that may forgo upfront capital receipt however, will allow the council to exert more control; on the quality and timing of development. The full details of the option analysis are set out in the Arups Barnsley Town centre Regeneration Plan attached as Appendix D.

7. Consideration of alternative approaches

Town Plan not adopted

- 7.1. As Cabinet already agreed to the creation of the Town Plan, as a way of demonstrating the Council's delivery strategy for improving the town centre, it is strongly recommended not to proceed with this approach.

8. Proposal and justification

- 8.1. The proposal is to endorse the Town Centre Plan, associated governance structure and the outlined priorities.
- 8.2. It is also proposed to proceed to the next phase in assessing the development viability of the Courthouse Carpark site on the back of the initial option appraisal works by Arup and in particular the initial market demand for residential investment.
- 8.3. It is proposed that a more extensive / formalised market testing exercise is undertaken using the Arup study to understand the development mix/ housing typologies and the location and size of an initial phase of development.

- 8.4. Although the initial market testing has indicated interest in residential, further work also needs to be undertaken on non housing uses for the site. In particular the work on the provision of a specialist youth facility, potentially set in the context of high quality public realm, needs to be explored in more detail to see how this could complement a phased residential development.
- 8.5. As part of this market testing work it is also proposed to carryout further work on the most appropriate development route examining options that would be commercially attractive to the private sector but also framed in away that the Council can retain a level of control over the phasing and quality of what is a strategically important site within the town centre
- 8.6. It also proposed to undertake further work on the constraints of the site including access, relevant ground conditions and the provision of the statutory services
- 8.7. Crucially a key element of this option appraisal work is to complete the next phase of the car parking study which will further inform the current and future demand for car parking on Courthouse. Central to this will be to understand the type of car park users e.g. what proportion are shoppers, workers or students and what the ultimate destination of these users is. This information may allow for users to be accommodated in other existing, or in the case of shopper's, new car parks and help understand what car parking needs to be retained /provided elsewhere and will form the basis for decisions on the timing and phasing of any development.

9. Implications for local people / service users

- 9.1. The work of the town centre plan will bring about positive change in the town centre that will result in a more vibrant and safer town centre for people that work, live or visit the town centre. Town Centre business will benefit from increased business support and networking opportunities, ensuring they maximise business opportunities created through improved market intelligence and communication on town centre events. Service users will benefit from increased co-ordination of town centre services.

10. Financial implications

- 10.1. Consultation on the financial implications has taken place with colleagues in Financial Services on behalf of the Director of Finance, Assets and IT.
- 10.2. Resources totalling £0.150M have previously been set aside as part of the Jobs and Business Growth Plan to fund the completion of the town plan as attached.
- 10.3. The plan identifies a number of potential development sites within the Town Centre. One such site is that of the current Courthouse car park. It is proposed that a full options appraisal for the development of the site be completed. If a viable proposition is identified, a full business case will be drawn up including

any capital investment requirement, to be brought back to members for consideration.

11. Employee implications

- 11.1 There are no employee implications arising from this report.

12. Communications implications

- 12.1. There is a comprehensive Better Barnsley communication plan which continues to be delivered and updated. Included in this are weekly-eshot newsletters and specific consultation events are provided at the Better Barnsley shop on Cheapside.

There is also a new Town Centre Marketing and Communication group who are developing the marketing and communication strategy for the Town Centre and the new development, including branding and marketing to attract investors. The town plan will be published in a user friendly publication that will be shared with town centre stakeholders and potential investors. Appendix C

13. Consultations

- 13.1 Consultation has been undertaken with the town centre Ward Alliance, Disability Equality Forum, Gender Equality Forum, Barnsley College, The Civic Trust, St Marys Church, The Police, The Civic, Town Centre BMBC staff, Barnsley College students & staff and a full town centre shopping survey undertaken by FSP. Better Barnsley consultation data has also been utilised to develop the emerging priorities and actions.

14. Community Strategy and the Council's Performance Management Framework

- 14.1 The proposals in this report are consistent with Council's Corporate Plan 2012-15 as it directly contributes towards the aspiration of delivering a thriving and vibrant economy. A specific outcome of this objective is a vibrant town centre with clear linkages to the further outcomes of creating more and better jobs and increasing skills to get more people working.
- 14.2 The corporate performance framework monitors the vibrancy and health of the town centre by measuring footfall and the occupancy levels of retail units in the town centre.

15. Tackling Health Inequalities

- 15.1 The creation of new jobs reduces overall worklessness which provides a significant contribution to addressing inequalities in health and developing a healthy productive workforce. Initiatives, like lower the Strength and preventative work around licencing will help to address problems with street drinking and the Safety & Security Group are currently undertaking a review of those with chaotic lifestyles who are presenting anti-social behaviour problems

in the town centre to help identify the success of current interventions and proposed alternatives.

16. Climate Change & Sustainable Energy Act 2006

- 16.1 Action to improve the energy efficiency of buildings constructed as part of the Better Barnsley project will help to reduce carbon emissions.

17. Risk Management Issues

- 17.1 None relating to the development of the Town Plan.

18. Health & Safety Issues

- 18.1 None arising directly from this report although there is the need to ensure all relevant staff are trained up on health and safety issues.

19. Compatibility with the European Convention on Human Rights

- 19.1 There are no matters of relevance arising from this report.

20. Promoting Equality & Diversity and Social Inclusion

- 20.1 Creating a vibrant mixed use town centre that is accessible to all is integral to the town plan. Consultation has been undertaken with the disability equality forum which has highlighted key issues in the town centre, including negative perceptions of safety which the town plan will look to address. A Town Centre Equalities Forum is currently being established to oversee the Equality Impact Assessment and agree a series of actions required ensuring equality; diversity and social inclusion are factored into all town centre priorities.

21. Reduction of Crime & Disorder

- 21.1 The Town Centre Safety & security Group will work proactively to reduce crime and disorder in the town centre. The group will focus on preventative work, enforcement and public reassurance.

22. Conservation of Biodiversity

- 22.1 There are no matters of direct relevance arising from this report.

23. Glossary

24. List of Appendices

Appendix B – FSP Summary

Appendix C – Town Centre Plan Visual

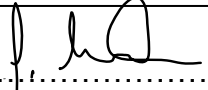
Appendix D – Arup – Barnsley Town Centre Regeneration Plan

Appendix E – Plan of potential development plans

25. Background Papers

AECOM – Barnsley Town Centre Car Park Capacity Study
FSP Report

| | |
|---|--------------------|
| Office Contact: Andrew Osborn Telephone No: 2774 | Date: 9th Nov 2016 |
|---|--------------------|

| | |
|--|--|
| Financial Implications / Consultation (To be signed by senior Financial Services officer where no financial implications) | 08/12/2016... |
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Barnsley Town Centre Business Plan

FSP Baseline Study



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December 8, 2016

Process

- On-street consumer research – a total of 3850 postcodes collected in and around Barnsley town centre including:
 - 1157 short ‘intercept’ surveys
 - 656 detailed shopper surveys
- Online research – 457 workers and students
- Full retail audit, estimating sales and selling space by merchandise category
- Outputs used to:
 - Establish Barnsley’s current catchment area and shopper profile
 - Assess current shopper behaviour and attitudes and how these differ from those of people working locally
 - Assess the opportunity for increased retail and leisure provision
 - Provide recommendations as to the most appropriate tenant mix

Where do the town centre customers come from?

Resident
Population:

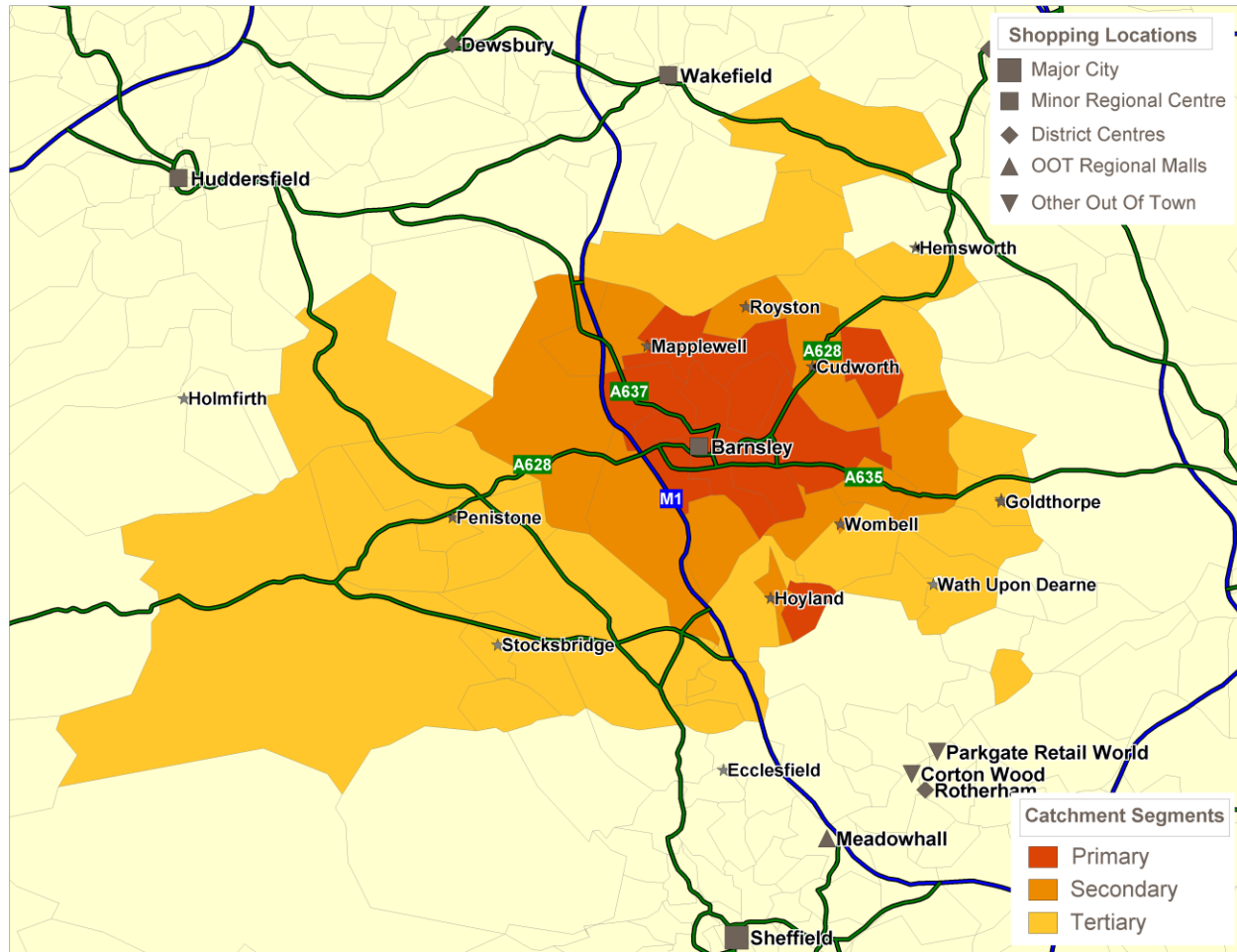
99k

78k

154k

331k

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Customer
Population:

76k

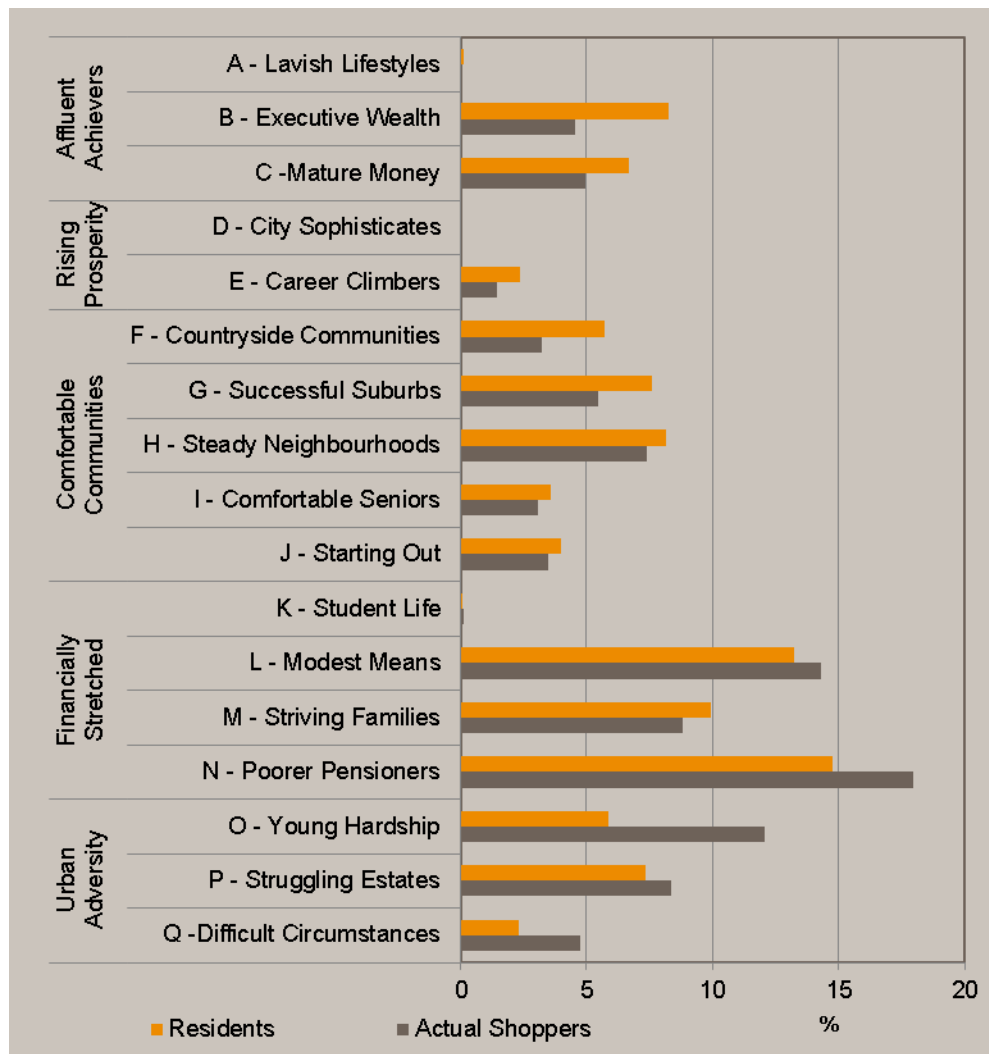
36k

21k

134k

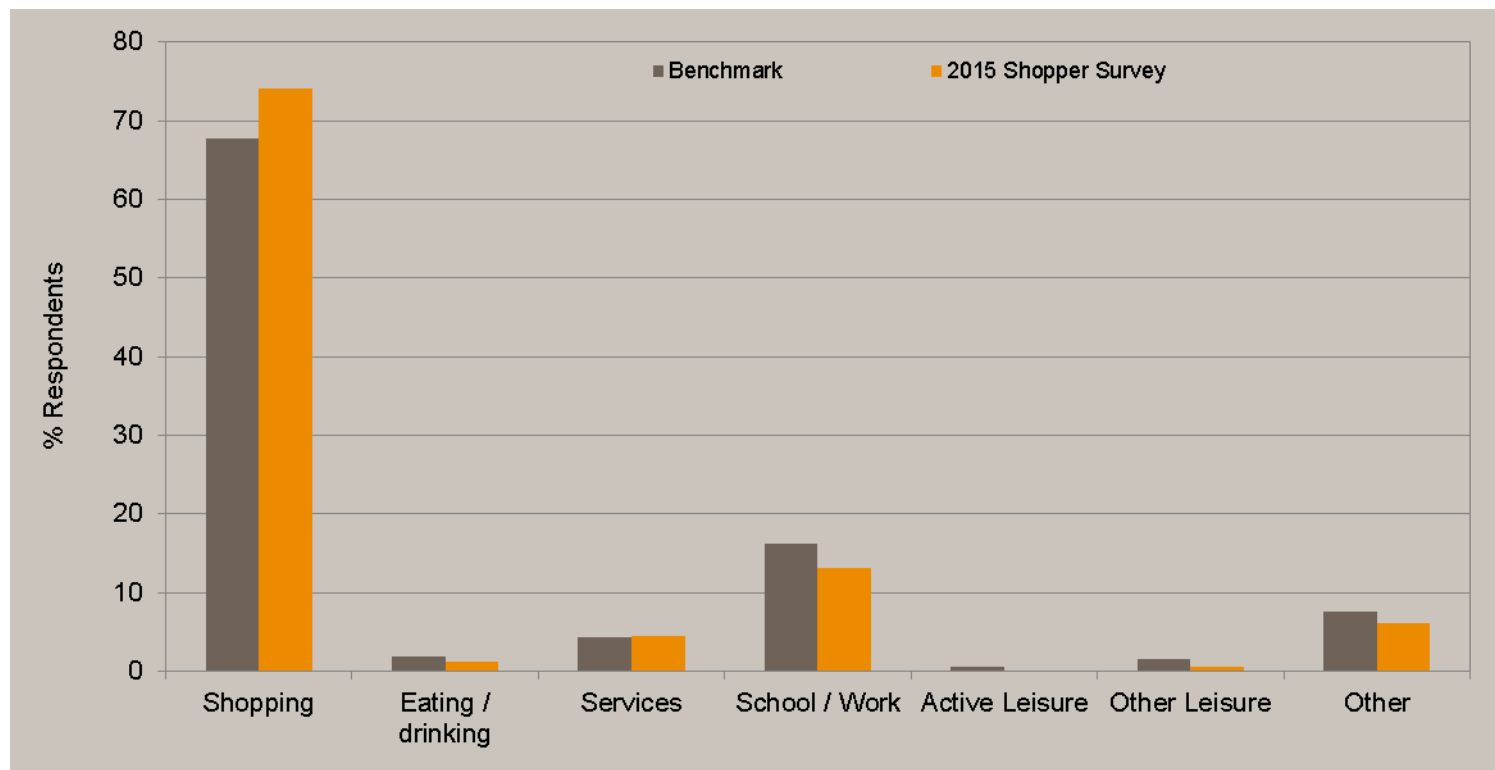
Source: FSP/CES

Profile of town centre customers



Source: FSP/CACI

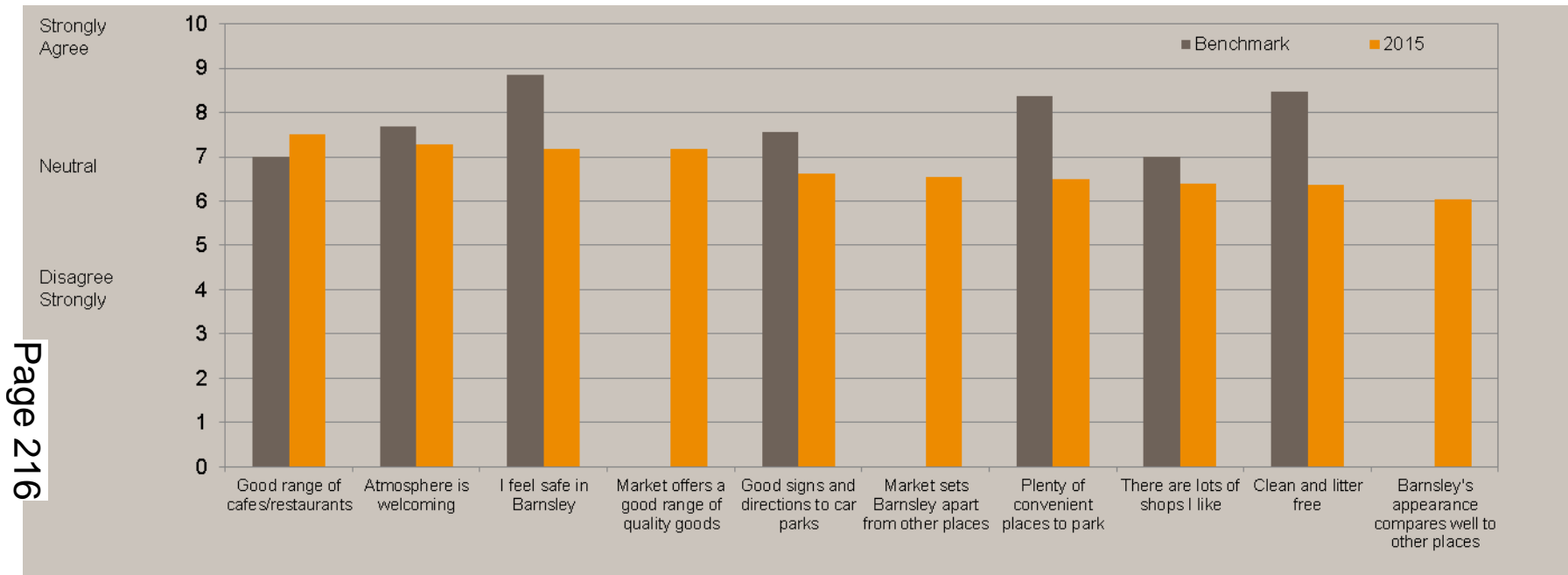
Reasons for being in town



- Workers and students are currently under-represented compared to benchmark locations – barriers include a lack of suitable retail and F&B offer and negative perceptions about anti-social behaviour
- Eating & drinking and Leisure are below benchmark – an enhanced offer will be essential to sustaining an evening economy and to making Barnsley more of a destination & experience

Source: FSP

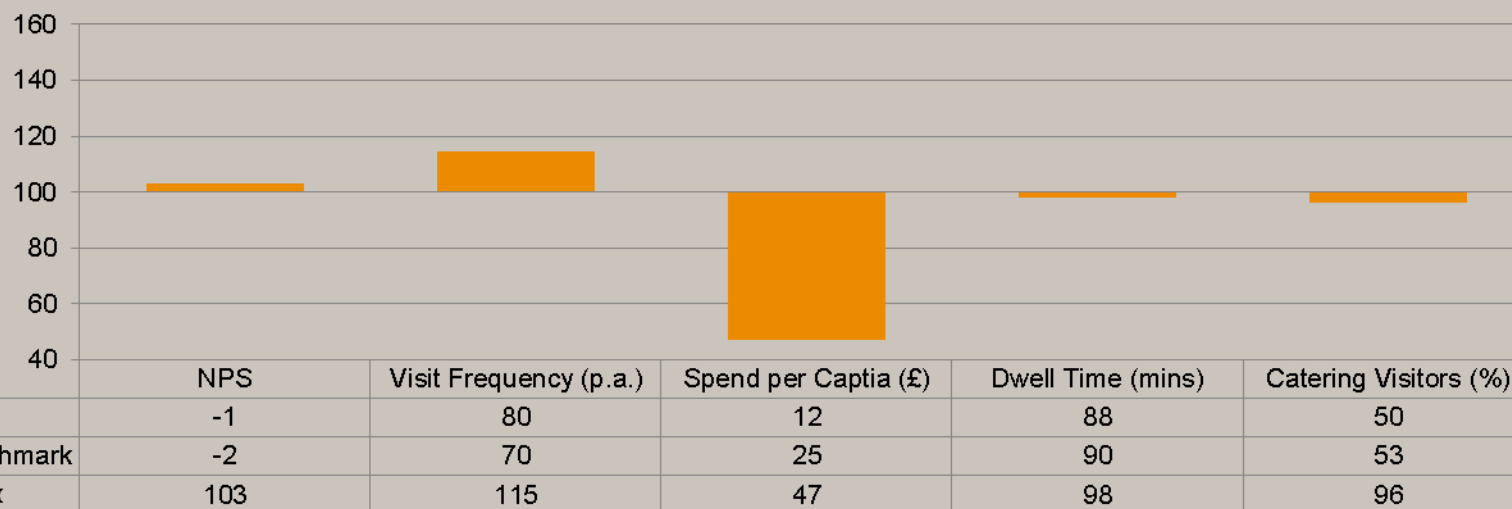
What do existing customers think about Barnsley?



- Safety and cleanliness are below benchmark and a priority now – these are opinions of people already using Barnsley and are likely to be a barrier to increased visits
- Perceptions on car parking need to be addressed – improved signage to car parks will assist accessibility to those less familiar with the town
- A number of these aspects will require significant time and investment to improve, aspects such as Parking Signage and Cleanliness offer some immediate easy wins to help improve shopper perceptions

Source: FSP

Key Benchmarks



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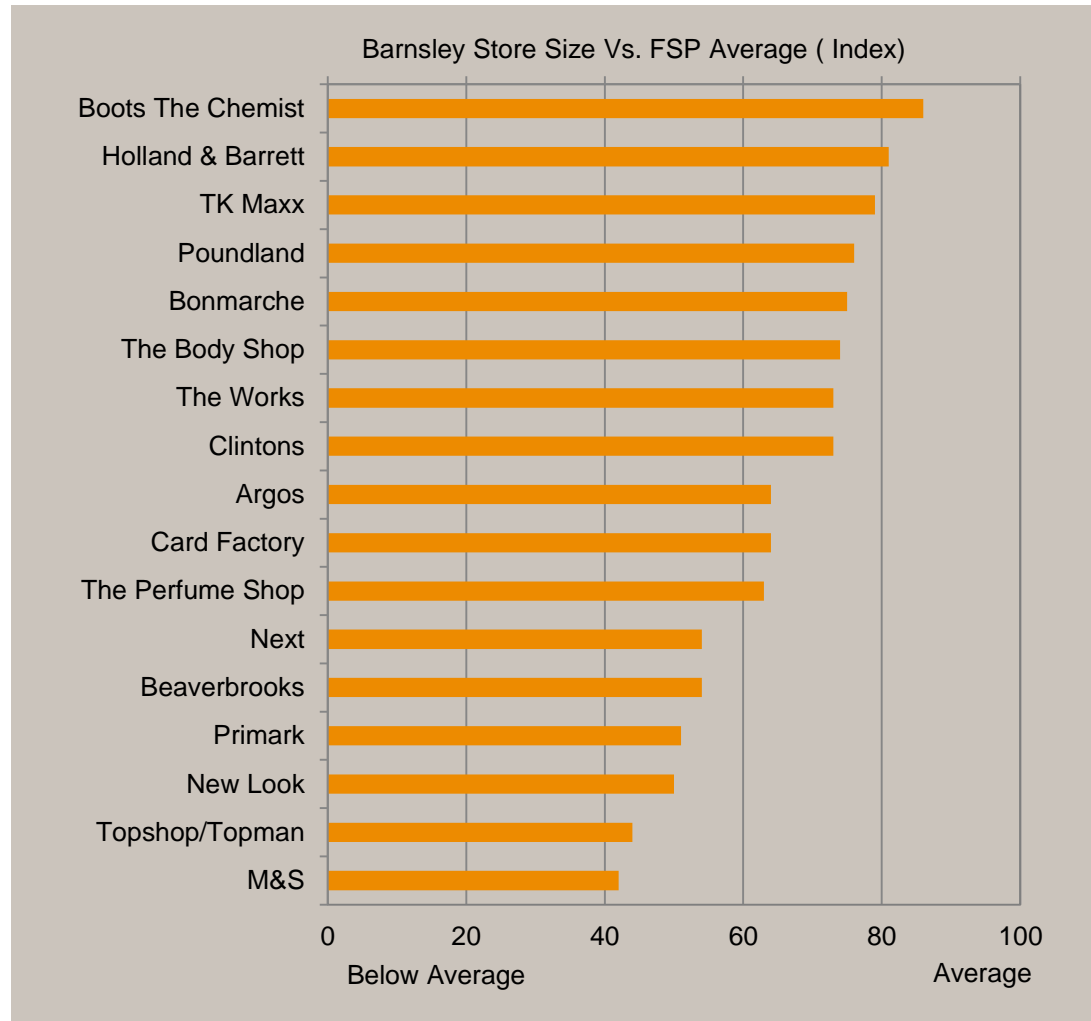
- FSP has benchmarked research findings against a range of similar locations
- Most KPIs are broadly in line with benchmark apart from spend
- Increased visit frequency often results in lower spend per visit, however, the extent to which spend is below average is the fundamental element which needs to be improved for businesses within Barnsley to thrive
- Spend can be increased through an improved retail and leisure offer – in turn this will assist in making Barnsley more of a day out destination
- Information from FSP's report should be used to help existing and new businesses understand town centre customers and how to attain additional spend

Source: FSP

Undersized Retailers

- A number of existing retailers are smaller than the FSP audited average
- This means they stock a limited range compared to other locations, leading people to shop elsewhere as they cannot find what they want

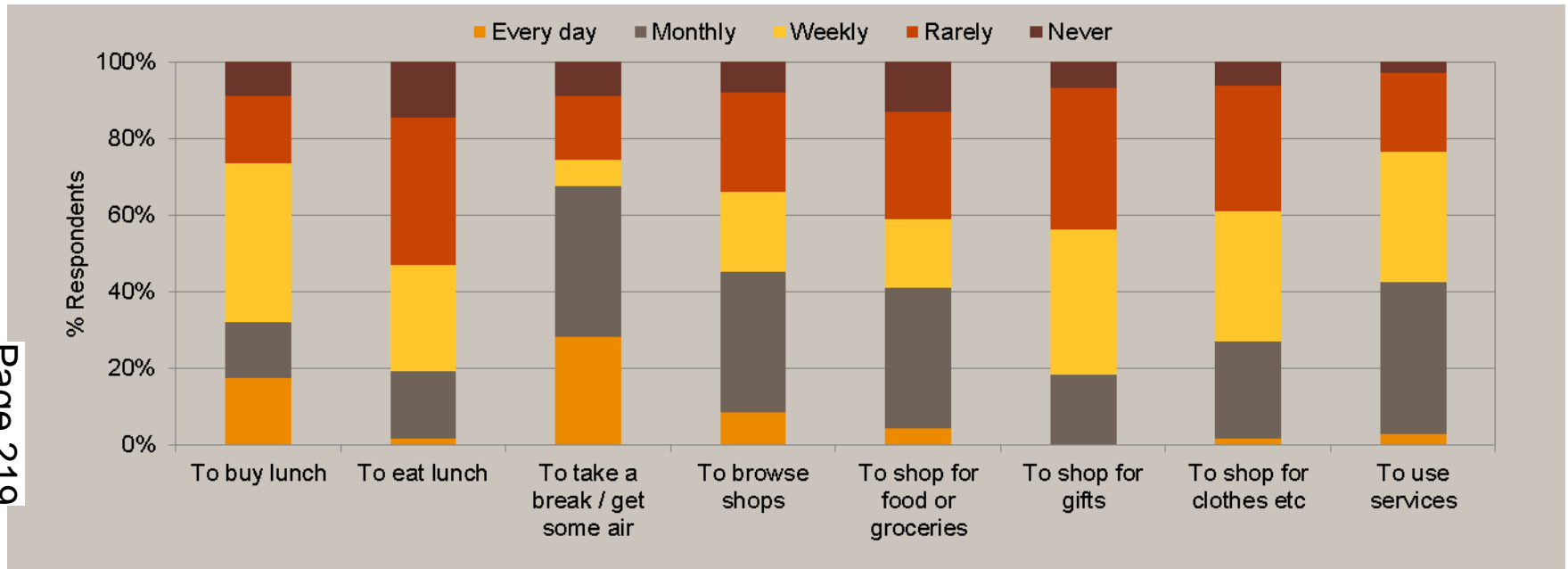
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Source: FSP

Key Segment – Students and Workers

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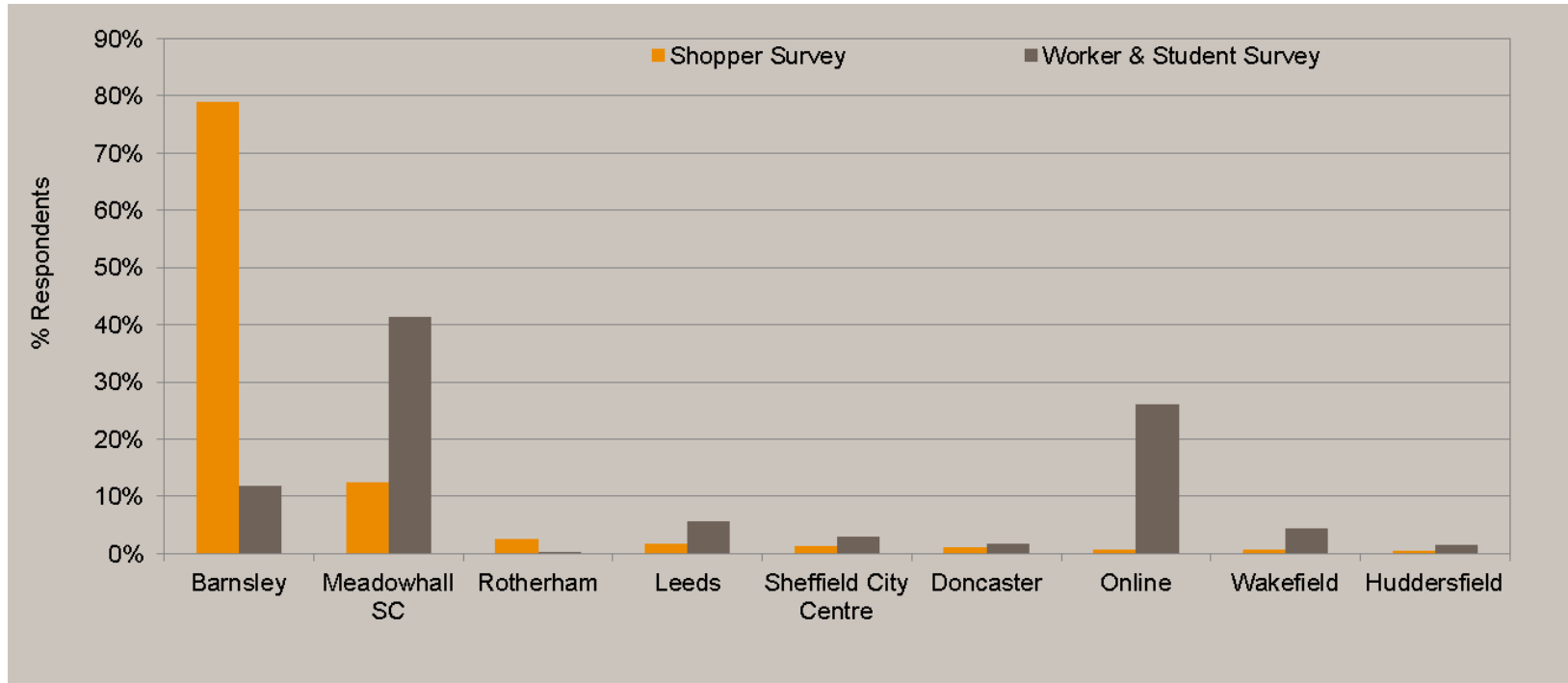


- Students and Workers are a key target – they are in Barnsley because they have to be, but are not currently using the town centre as widely as they could
- Barriers include the range of stores & F&B and perceptions of anti-social behaviour
- Workers in particular are likely to be key users of an evening leisure and F&B offer

Source: FSP/BMBC

The Competition

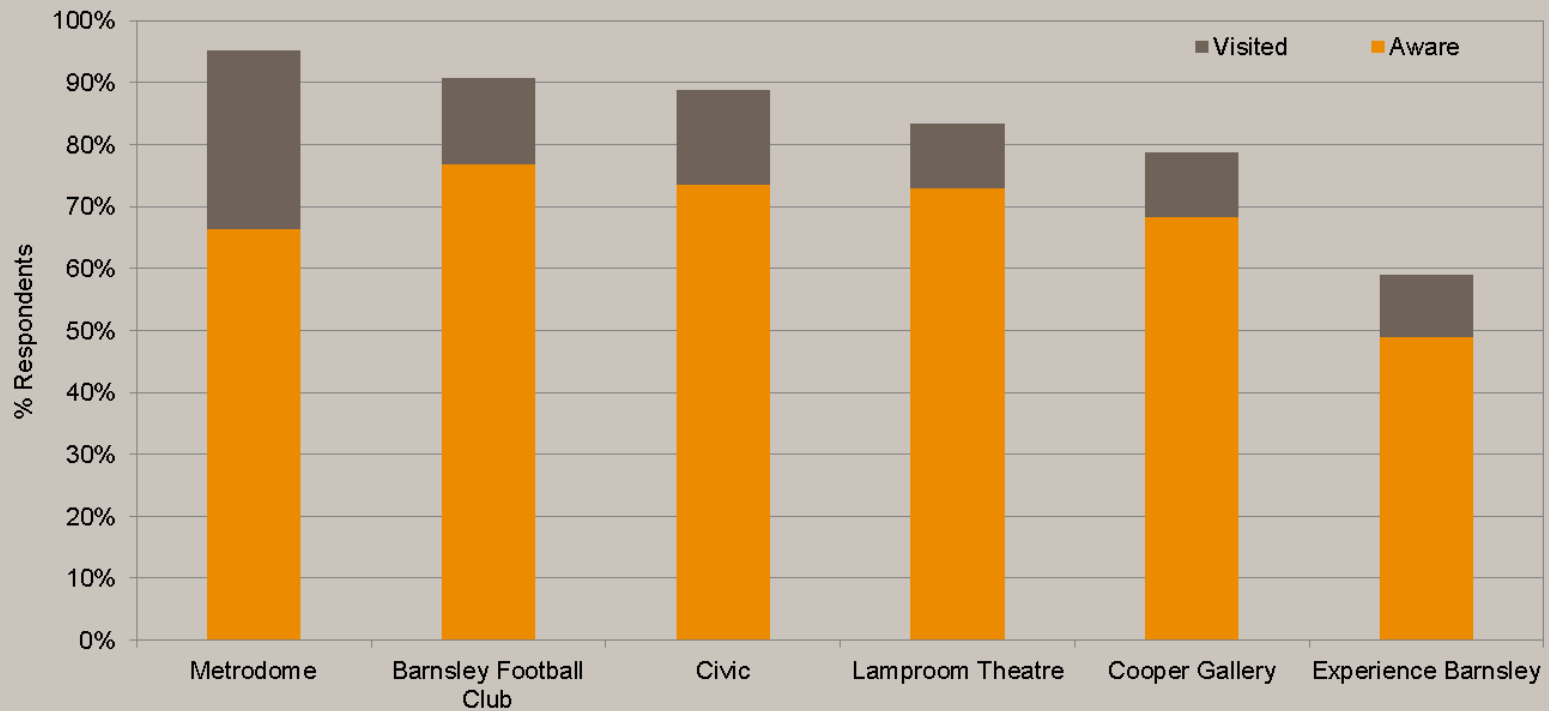
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- The difference between shoppers and workers / students shows that Barnsley is losing more potential customers to Meadowhall and to online retailers
- Barnsley can't compete with larger destinations such as Meadowhall in terms of the scale or depth of offer but needs to make the most of its strengths and address negative perceptions
- In order to combat threat of online shopping, Barnsley need to provide an experience that can't be replicated online including Leisure offer and events

Source: FSP/BMBC

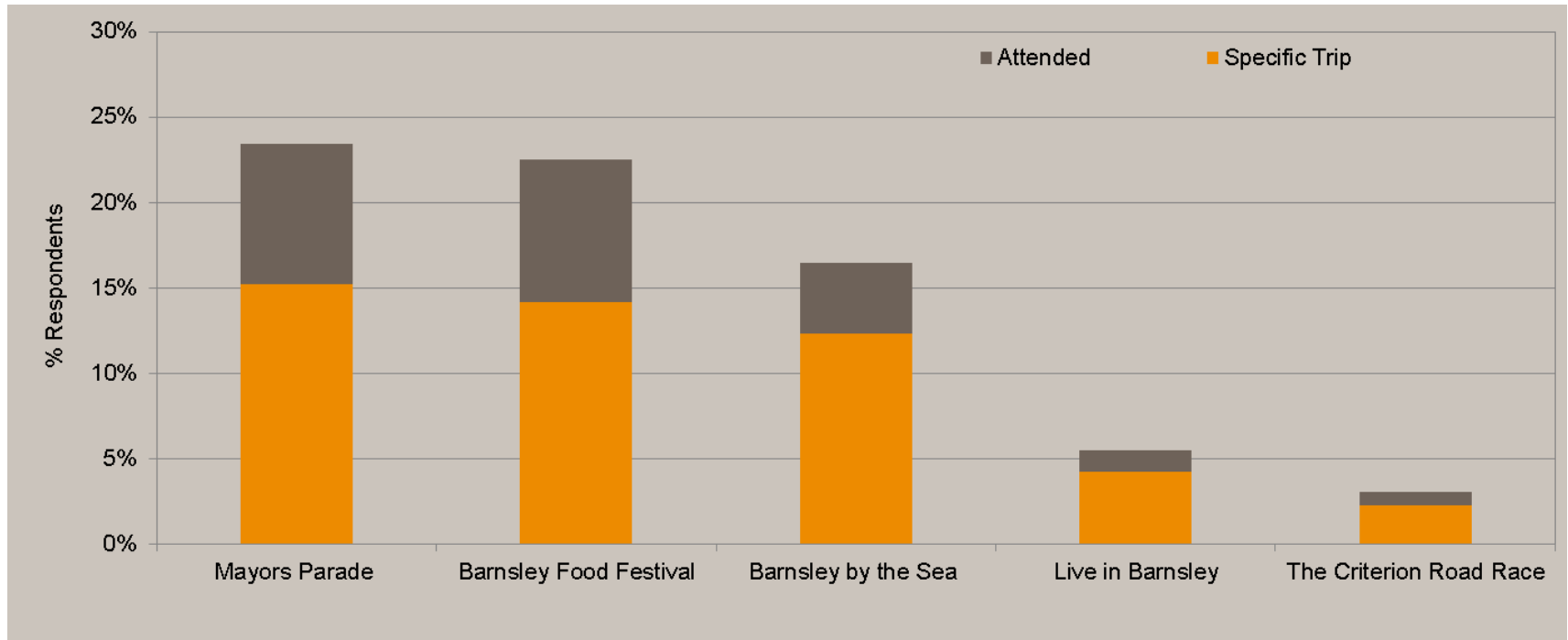
Town Centre Leisure Destination



- Awareness of all Leisure destinations is high but usage is less so
- An enhanced F&B offer would help both the Civic and Lamproom Theatre
- Addressing negative perceptions of safety, cleanliness and anti-social behaviour will assist in attracting more families and affluent catchment residents who may not be using Barnsley at the moment

Source: FSP

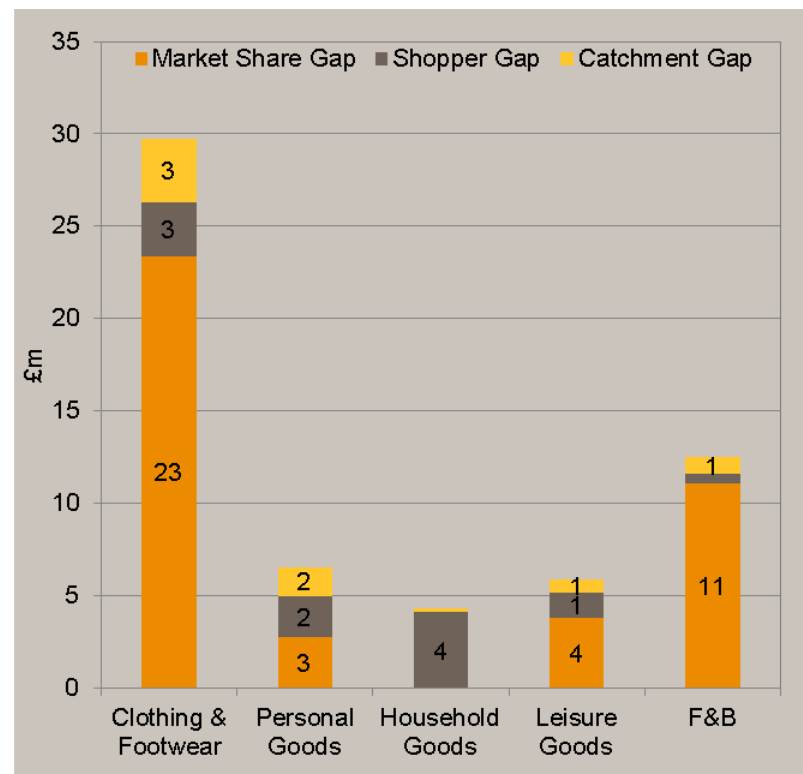
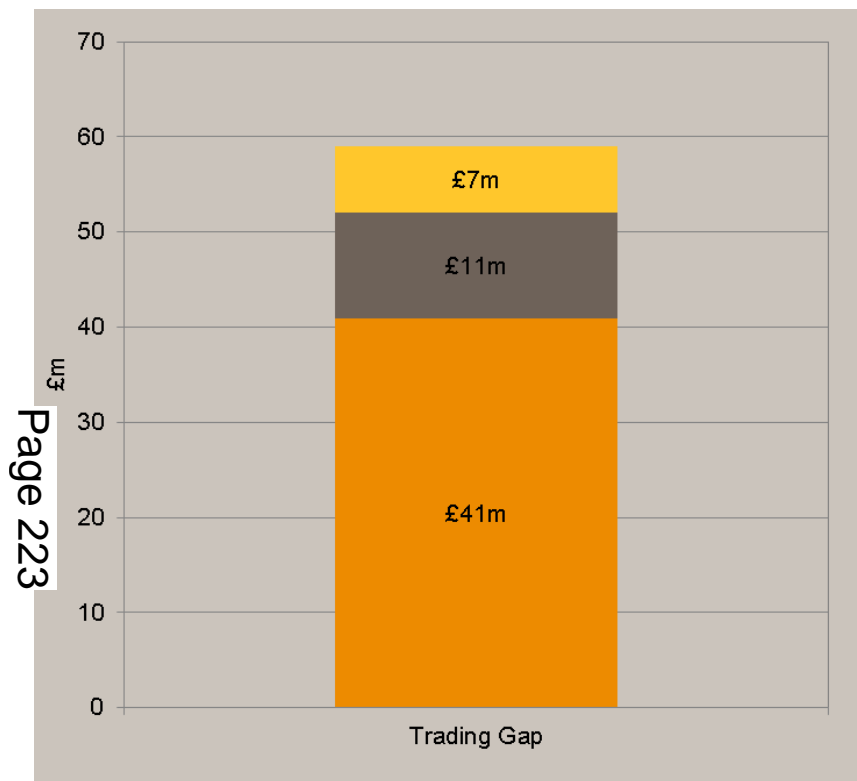
Marketing of Events



- The majority of those attending events came specifically to Barnsley to go to them confirming that these type of events are successful in attracting people to the town centre
- As Barnsley improves, these type of events, along with news of new retail and F&B entrants, should be used to entice non-users into the town centre
- The success of events should be tracked through footfall and through retailer sales

Source: FSP

The Future

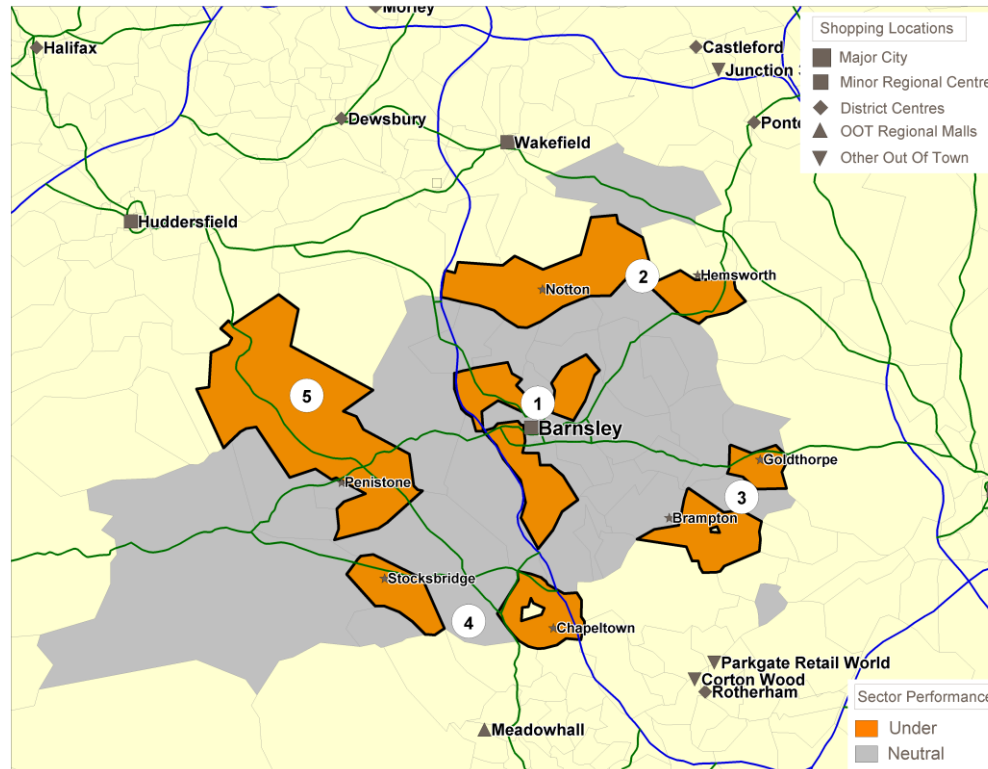


- The retail and F&B offer in Barnsley needs to improve to serve existing shoppers better as well as to attract new shoppers to the town centre
- The scale of the Trading Gap confirms there is an opportunity for new entrants to thrive and for existing operators to improve their performance

Source: FSP/CES

Target Audience

- Under-performing zones are specific areas where more town centre users can be drawn from
- This should be a longer term objective as requires a change in shopping habits – people need a reason to visit Barnsley
- Messages should be tailored for each zone (eg zone 5 is significantly more affluent than the existing Barnsley shopper profile)



Source: FSP

Target Audience

- This shows the potential additional value by ACORN *Group*
- Largest opportunities are from less affluent *Groups* – key messages should be improvements to the retail offer.
- More affluent *Groups* are more likely to be enticed to Barnsley as a day out / leisure destination
- A enhanced evening economy is likely to be a draw for all *Groups*



Source: FSP

Barnsley



Catchment Size
331k Residents
134k Shoppers

Catchment Spend
Residents £1.4bn
Shoppers £0.5bn



Shoppers

74% visit Barnsley for shopping



Party Size
1.54



Spenders
84%

Visit Frequency
80 p.a.
(+15% Benchmark)



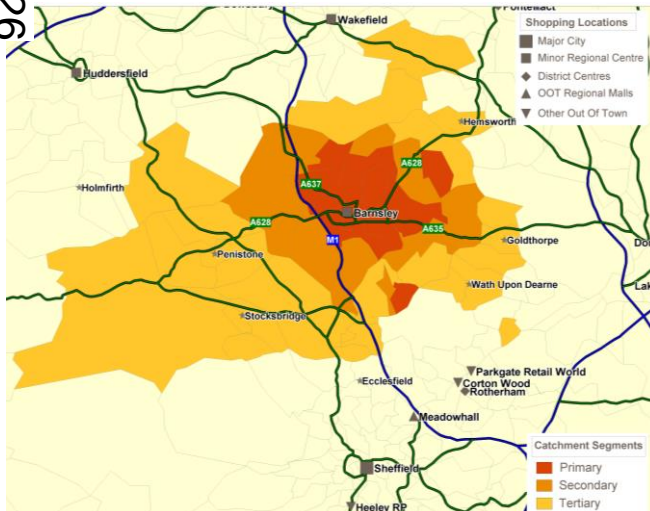
Dwell Time
88 mins

NSLSP Rank
132nd of 2824



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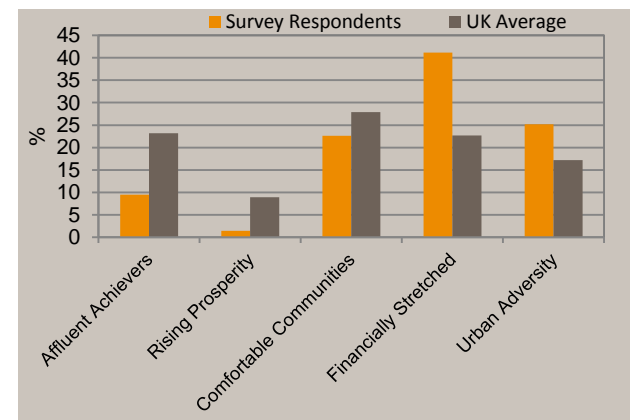
'With its exciting new development plans, Barnsley offers an exciting opportunity for expanding businesses'



Trading Gap
Opportunity for additional turnover
£59m

Mass market shopper Profile

Comfortable Communities and Financially Stretched account for 69% of shoppers



Source: FSP/CACI/CES

Key Retailers



Absent Retailers

| Clothing and Footwear | Personal | Household | Leisure | Catering |
|-----------------------|-----------------------------|--------------------|----------------------------|-------------------------|
| Apricot | Argento | Linens Direct | Build-a-Bear Workshop | Barburrito |
| *Deichmann | *Chisholm Hunter | Maplin | *DW Sports | Bella Italia |
| Dr Martens | *F Hinds | *MenKind | *HMV | *Burger King |
| *Evans | * The Fragrance Shop | Ponden Home | *Mountain Warehouse | *Caffe Nero |
| Footasylum | Lush | Tiger | *Ryman | Chiquito |
| *H&M | *Pandora Jewellery | | Smiggle | Chopstix |
| *Hawkshead | | | | Ed's Easy Diner |
| *Hotter | | | | Five Guys |
| Jack & Jones | | | | Handmade Burger Company |
| *JD | | | | Krispy Kreme |
| Moss | | | | Las Iguanas |
| *Office | | | | *Mc Donalds |
| *Peacocks | | | | *Muffin Break |
| *Quiz | | | | Nando's |
| *River Island | | | | *Pizza Hut |
| *Schuh | | | | Prezzo |
| *Slaters | | | | *Starbucks |
| | | | | TGI Friday's |
| | | | | |

- Those in bold are retailers that would be suitable for Barnsley now - others would be more likely to consider as part of the Better Barnsley development
- The information from FSP's report can be used by agents to promote vacant units now – either through a generic document or by bespoke summary documents for target retailers

Source: FSP

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A vibrant place by day...

We've got exciting plans for our town centre. Some improvements have already been completed, more are in progress and new work will start soon. Together, these developments will help us to create a vibrant town centre that offers something for everyone.

Thriving business hub

- Creating greater opportunities for networking and collaboration between businesses.
- Supporting new start-ups with training, information and improved premises – to diversify the town's business community.
- Providing skills and training to help independent town centre businesses grow.
- Encouraging people to spend locally & targeted marketing to improve loyalty.
- Improving information for estate agents and potential investors in the town.

Day-out destination

- Staging more varied and diverse events to bring more visitors to the town centre.
- Promoting major attractions, from The Civic to Experience Barnsley, and other new leisure venues.
- Coordinating marketing efforts to promote the whole town centre and its attractions in a consistent and effective way.
- Introducing improved leisure facilities through the Better Barnsley development.
- Use of mobile technology to share real time information on promotion and events.

Bustling market

- Our famous market is the centrepiece of the Better Barnsley project – making it more appealing and welcoming to everyone.
- Attracting more traders with targeted support, training and business initiatives.
- Raising standards of customer service to enhance the quality of the shopping experience.
- Introducing wifi for greater connectivity, enabling traders to sell products and accept payments online.

Great night out

- Enriching the mix of theatres, cinema, dining and entertainment in the town centre.
- Promoting family friendly casual dining, entertainment and leisure activities to boost the early evening economy.
- Providing a diverse range of easily accessible venues to cater for a diverse range of tastes and preferences.
- Working to achieve 'purple flag' accreditation for excellence in night-time entertainment, diversity and safety.

The town centre in numbers

£100m

INVESTMENT IN
BETTER BARNSLEY

331,000

PEOPLE LIVE
IN BARNSLEY

4.5m

PEOPLE USE TRANSPORT
INTERCHANGE ANNUALLY

£129m

COMPLETED DEVELOPMENTS
SINCE 2008

£1.4bn

CURRENT SPEND BY
RESIDENTS IN BARNSLEY

£59m

POTENTIAL INCREASE
SPENDING IN TOWN



GENERAL TREND TOWARDS INCREASED
TOWN CENTRE LIVING.

Well connected and accessible with a quality residential offer

- Exploring residential property sites to create new communities within the town.
- Developing good-quality car parking facilities to serve the revitalised town centre.
- Improving walking routes and public spaces connecting the Better Barnsley development with the rest of the town.
- Enabling easy access for people with disabilities, along with better public transport.

Safe and welcoming

- Creating an attractive, open, welcoming town centre environment for everyone.
- Enhancing infrastructure and public spaces to prevent crime and promote visitor safety.
- Improving the appearance of gateways and thoroughfares into the town centre.
- Greater coordination and support between police and night-time services.

Entertainment, shopping and leisure

- The £100m Better Barnsley project is regenerating the town centre.
- Refurbishing the famous Barnsley market to make it an even bigger attraction.
- Adding 275,000 Sq.ft. of new shops and restaurants to improve the range and quality of retail and dining options.
- Creating a new multiplex cinema in the town centre.



Barnsley town centre is changing. The Better Barnsley project is at the heart of this transformation, creating new shops, restaurants, a cinema and a revitalised market – but our plans go much further than that. We want to make Barnsley to a vibrant, appealing, safe and welcoming place for everyone. A place where people from all over the region want to spend time, by day and night, where people of all ages want to live and work, and where businesses and entrepreneurs want to invest. A town we can all be proud of.

Realising new opportunities

We’ve got big plans for Barnsley – and many projects are already under way. Our extensive research has identified important opportunities for the town, which could boost the Barnsley economy by significantly increasing visitor numbers and spending.

Here are some of the opportunities we’ve identified:

- Market testing has indicated strong support for residential uses across development sites in the town centre, across a range of different types of living reflecting a general trend towards increased town centre living.
- There is scope to increase non-grocery spending by £59m. The biggest opportunity is in clothing and footwear – with £30m of spending potential. Large new modern retail units will help to attract bigger retailers.
- Improving the mix of retail and leisure amenities will attract more people from further afield, making Barnsley a ‘day-out’ destination.
- Enhancing the restaurant, café and bar choices will help Barnsley to become a more appealing place for an evening out. We have identified the potential to increase food and drink spending by £13m.
- There is great potential to encourage more town centre workers to use the town’s shops and amenities, both during the day and after work. We can do this by creating a safe, attractive, thriving retail and leisure environment.
- With more than 8900 students attending colleges in the town, there’s an opportunity to engage 16-25 year olds with relevant leisure and entertainment amenities. We can also improve employment prospects through apprenticeships, work experience and entrepreneurial support.
- Providing more diverse events will help to attract new visitors to the town centre, who will also benefit from the improved shopping, leisure and entertainment opportunities.

Our plans for your town.

Building on our strengths

People feel passionately about Barnsley. As we transform our town centre for the future, we want to build on its strengths and unique character; reinforcing the good things we have – and making them even better.

Better Barnsley

The £100m Better Barnsley regeneration project will create:

- A fully refurbished market.
- 30,5000m² of new shops and restaurants.
- A multiplex cinema.
- A new public space for events.

Lappy shoppers

Barnsley is the main shopping destination for 41% of people living in its catchment area. The town offers a unique shopping experience, with a high proportion of independent shops, cafes and restaurants, giving the town a distinct character that sets it apart from the average UK high street. This is typified by the revamped Victorian Arcade, which offers an eclectic mix of high-quality shops and eateries.

Vibrant market

There has been a market in Barnsley since 1249. Today, it remains a major attraction and the reason many people visit the town. Its 300 stalls offer a vast range of merchandise and fresh produce. The whole market is being expanded and refurbished under the Better Barnsley scheme.

Culture seekers

Our cultural attractions host millions of visitors every year, who come to be entertained and inspired at venues such as the Experience Barnsley Museum, The Civic and The Lamproom theatres and the Cooper Art Gallery. Prominent town centre events and public art installations bring even more people into the town.

Well educated

Barnsley is well served with excellent Further and Higher Education centres, including a new £16m, 1,000-place sixth form college. These colleges bring thousands of aspiring young people into the town every day.

Well connected

With central bus and train stations, as well as direct access to the motorway, Barnsley is easily accessible and well connected. More than 4.5 million people pass through our transport interchange each year.

Beautiful public spaces

Many parts of the town have benefited from new natural York stone pavements, street lighting and benches which, together with the town hall gardens, provide pleasant places to relax and recharge.

Business hub

High-quality office accommodation has been developed in Westgate and Gateway plazas, while the Digital Media Centre provides a well-connected base for creative and digital businesses. Enterprising Barnsley is based here, offering support and inspiration for new and fledgling businesses.

Barnsley Town Centre

Regeneration Plan

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Final

ARUP



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Visualisation of proposed shopping boulevard in Better Barnsley

Introduction

1.1 Introduction

Barnsley Town Centre

Barnsley is a thriving market town, with the Town Centre at its heart. Recent investment which includes the Better Barnsley scheme will continue to support and strengthen the Town Centre. However, there is a need to consider how the Town Centre currently functions, and how it could be further improved and developed in the future, building on the Better Barnsley investment.

Regeneration

Tangible progress has been made in regenerating Barnsley Town Centre. The next steps are already underway through the 'Better Barnsley' scheme which will see the markets and surrounding area revitalised to include a major mixed use retail and leisure scheme with a reconfigured street layout. Shaping the next stages of this transformation to fully support the potential of Barnsley is vital. Regeneration opportunities, such as interventions within the town centre and development of key sites, can provide enormous value to help fully integrate the Better Barnsley scheme whilst enhancing the quality of the town centre environment, increasing footfall and encouraging economic success.

Purpose of the Study

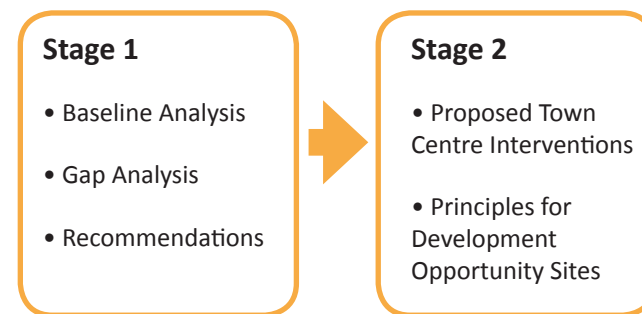
This document is intended to support the Town Centre Plan, focussing on achievable spatial outcomes, which support the objectives of the emerging Town Centre Business Plan. The study uses existing and emerging evidence to determine modest and realistic complementary interventions to support the existing plans for the Town Centre.

Our work has followed a two stage approach, as shown in the diagram opposite. The first stage of work, presented in chapter 2 and 3, is a baseline review of how the Town Centre currently functions. This was achieved through a layered approach, with baseline material mapped spatially and development opportunity sites overlain. From this layered approach it was possible to observe both spatial and thematic gaps to be addressed going forward, with a summary of recommendations.

The second stage of the study builds on the baseline analysis undertaken in Stage 1, and develops proposals for sites within the town centre which are believed to have the largest impact and address the greatest number of objectives. Chapter 5 presents opportunities and principles for three development sites. Chapter 6 introduces

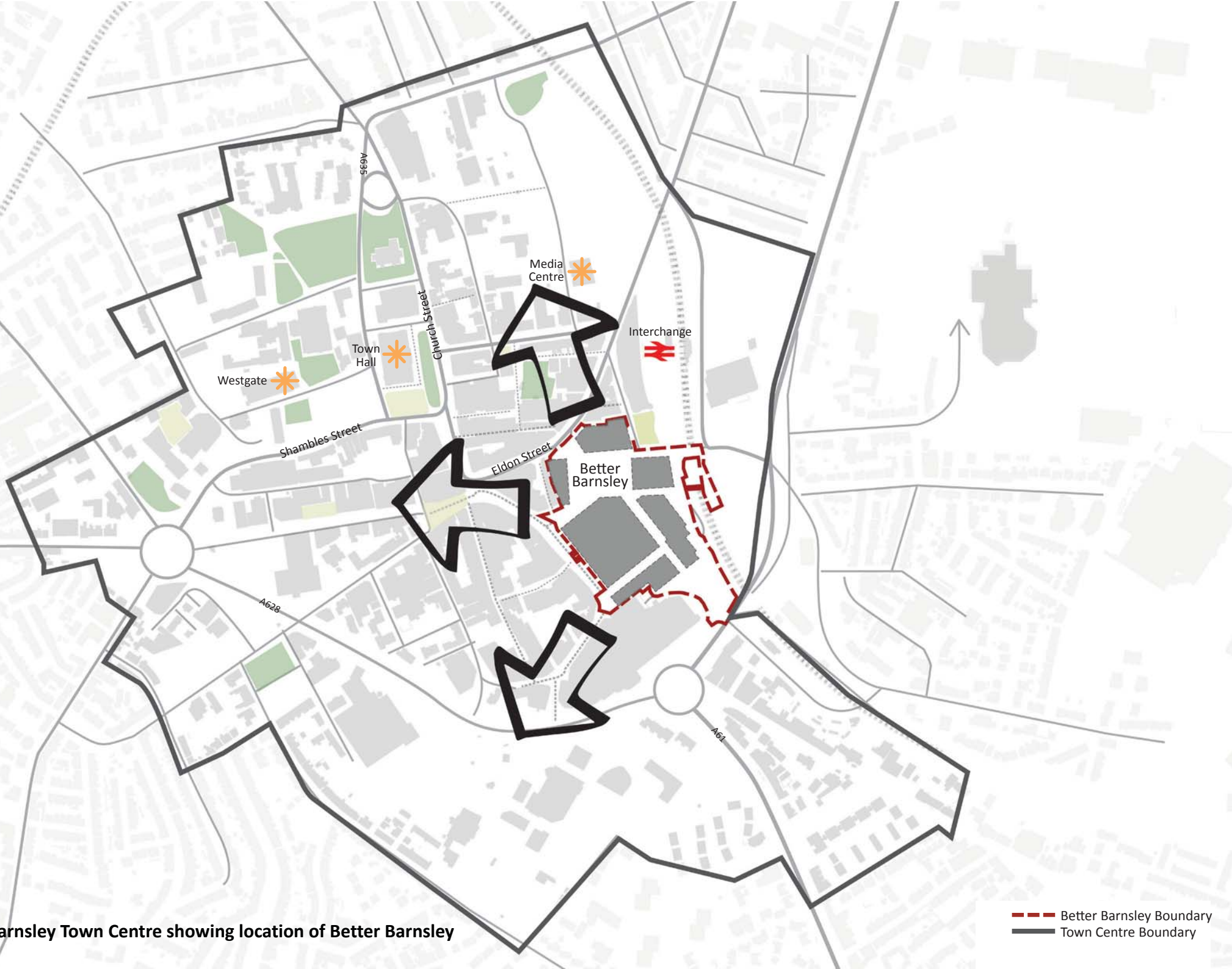
proposed interventions for three key areas within the town centre followed by suggestions on how objectives could be achieved through broader town centre wide initiatives in Chapter 7.

Taken as a whole, the study aims to help position the Town Centre for future investment to ensure its growing success.



Summary of work stages

Plan of Barnsley Town Centre showing location of Better Barnsley



1.2 Town Centre Objectives

This study provides a framework for the future development of the Town Centre. The study sits amongst a suite of planning and economic policy documents, most notably the Town Centre Plan. The Plan sets out 5 objectives which are listed below. These objectives underpin this study and have been used to help inform the recommended interventions.

Objective 1

A thriving and diverse business community

- Improved Town Centre Business Networking
- Town Centre Business support
- Promoting Town Centre Independents & local spend
- Improving information for Town Centre investors
- Quality market provision

Objective 2

Attractive, safe and welcoming to all visitors

- High Quality Public Space
- A place where people feel safe to visit
- Sustainable town Centre Living

Objective 3

Accessible & well connected

- Car parking that meets the needs of all users
- Accessible to all
- Promotes an Active Town centre (cycling & walking)
- Good transport connections

Objective 4

A vibrant evening and night time economy

- A varied and diverse evening offer
- Working to achieve 'purple flag' accreditation

Objective 5

An attractive visitor destination

- A vibrant cultural and leisure offer
- A town that promotes itself as a day out destination
- A town that is proud of its heritage



Children playing in water feature at Town Hall Square

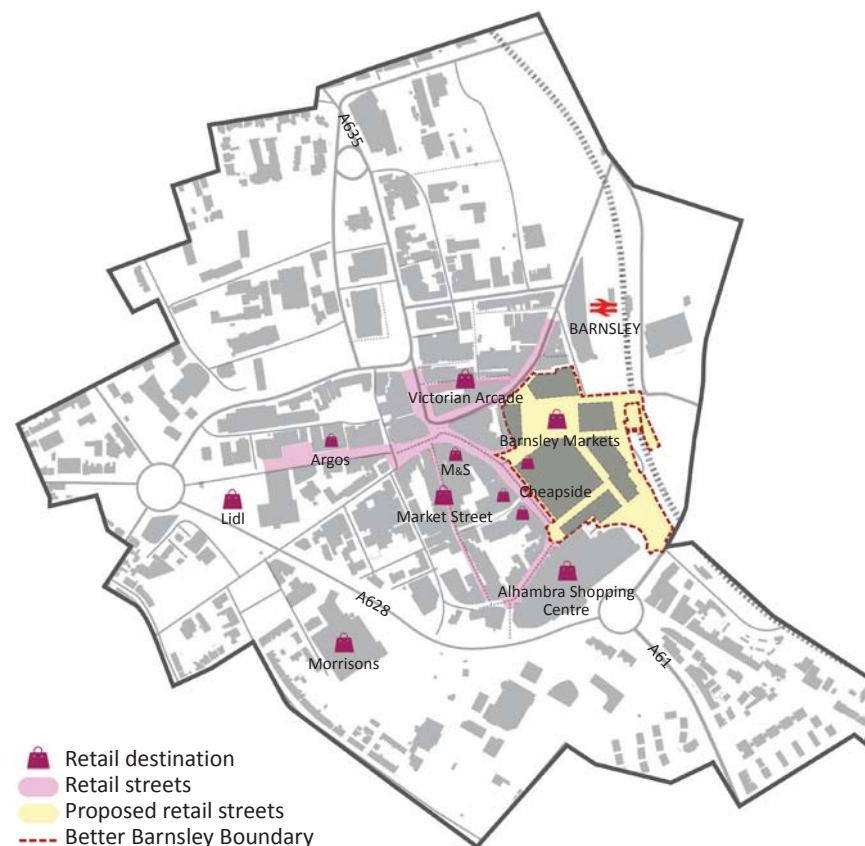


Baseline Analysis

2.1 Baseline Mapping

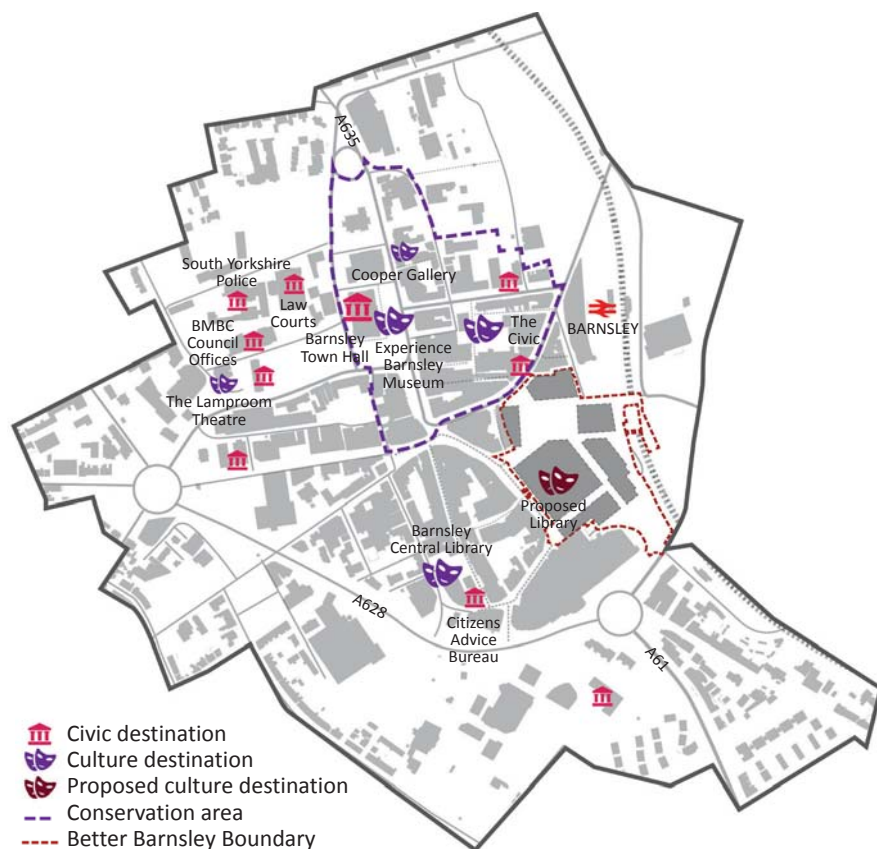
Overview

As set out in the Introduction, the analysis of the Town Centre has been undertaken through a layered approach. In order to understand the baseline scenario the series of diagrams shown opposite and across subsequent pages have been produced to show key features of the Town Centre and express planned/committed schemes that will influence how the Town Centre evolves.



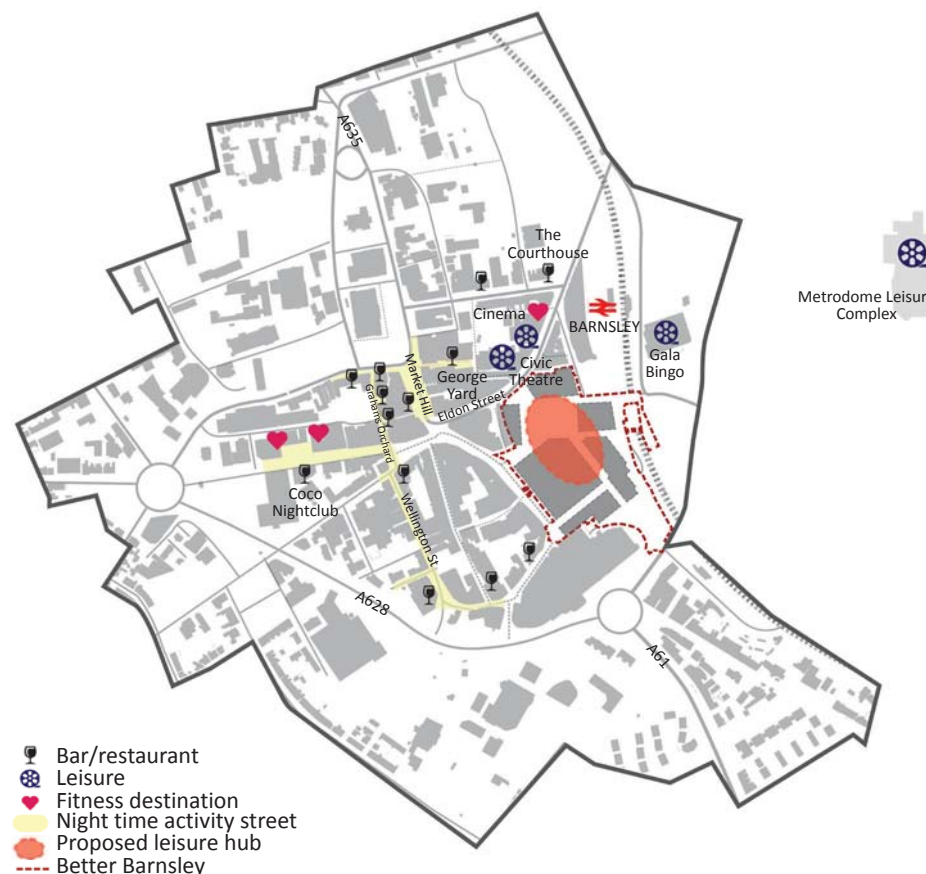
Retail

A large area of the Town Centre is characterised by its predominant retail use. This use is concentrated around Cheapside, Queen Street, Peel Street, Eldon Street and Market Hill. There are a number of national multiples/anchor stores operating in this location which are a primary footfall driver. As observed in the 2016 Town Centre Retail Study a number of independent retailers operate within the Town Centre, with many located within the Victorian Arcade and along Market Hill. The Study also suggests that total annual resident spend in the Town Centre amounts to £1.4bn, whilst the 2014 Town Centre Retail Study shows that in 2014 38.8% of units trading within the Town Centre were comparison outlets, with 6.82% units in convenience use. Along with a relatively low number of empty retail units, this is indicative of a relatively healthy retail environment. This will be complemented with the arrival of the mixed use Better Barnsley scheme.



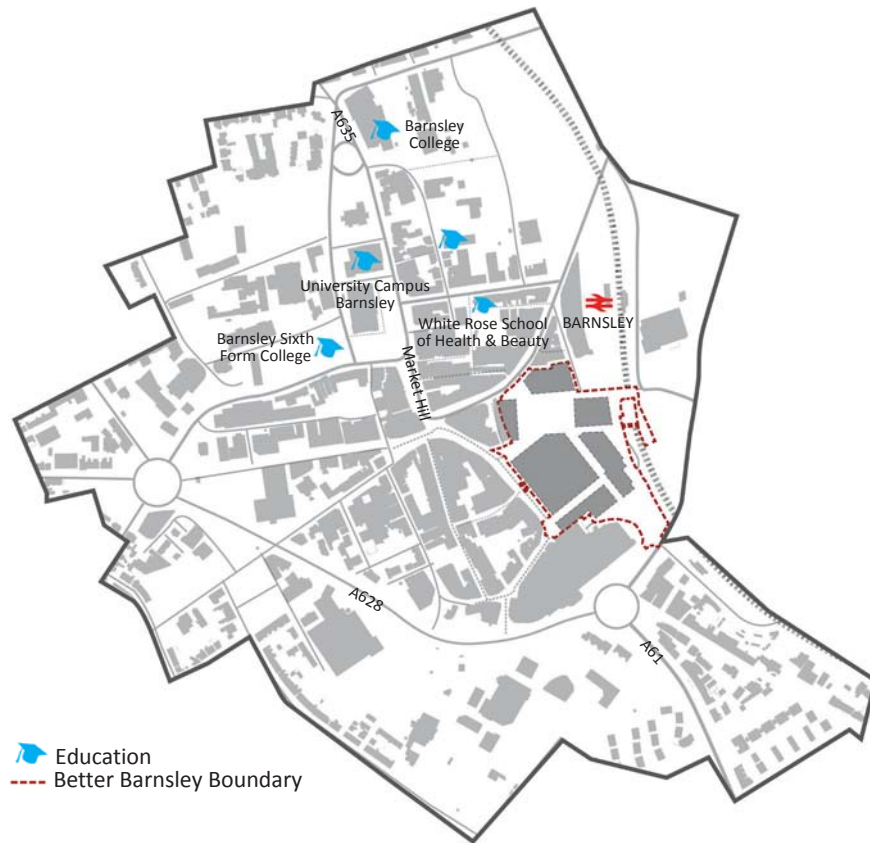
Civic and Culture

A number of civic functions, arts venues, galleries and theatres are spread across Town Centre. Public Art features throughout the Town Centre, with recent additions including the large Tin't Tin Tin (Bird Totem) sculpture at the north of County Way. The Cooper Gallery provides a vibrant, creative art-space in the heart of Barnsley and the Experience Barnsley Museum tells the story of Barnsley, through century old artefacts, films and recordings donated by local people. In addition the Better Barnsley scheme will also see the delivery of a new library as part of the overall scheme. There are a number of listed buildings in the town centre in locations such as Peel Square, Market Hill and Regent Street. The Old Town Conservation Area extends across Regent Street, Church Street, Market Hill, The Lanes and The Victorian Arcade, an area of the town with high visual quality and character.



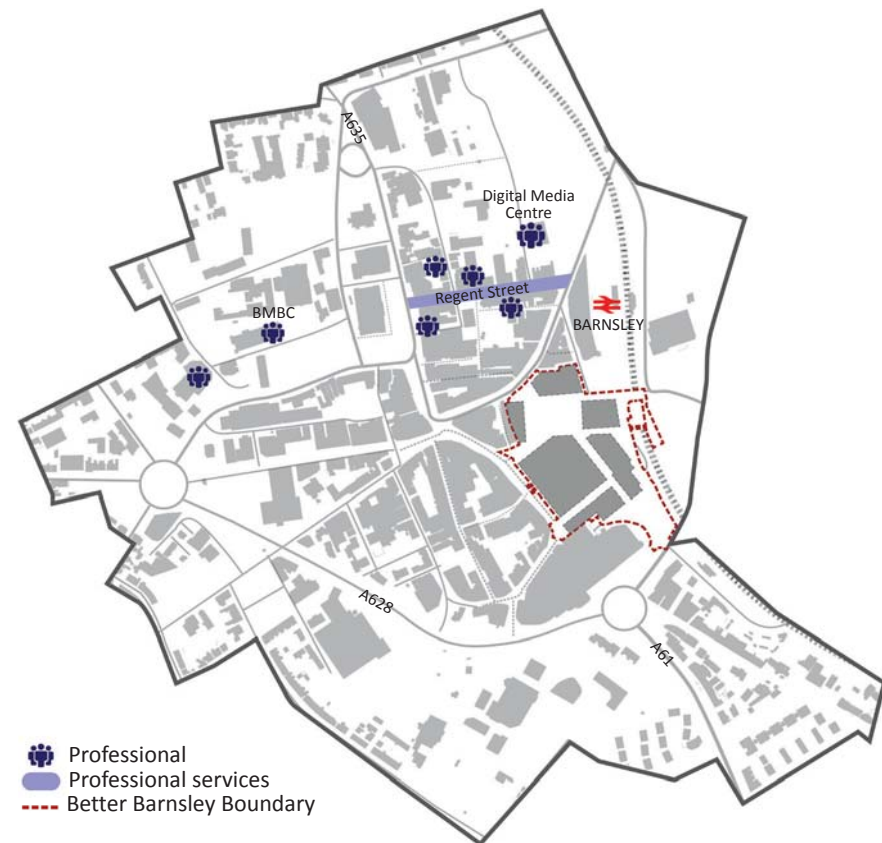
Night Time Use and Leisure

Barnsley's night time economy comprises bars, nightclubs, takeaways and some restaurants, primarily concentrated along Wellington Street, Peel Street, Graham's Orchard and Market Hill. Along Eldon Street there is the existing Parkway Cinema and The Civic, an arts centre and culture hub, with a year-round programme of theatre, dance, music, comedy, family events, cinema and exhibitions. To the east of the Town Centre is The Metrodome Leisure Complex, a multi-functional centre with swimming pool, bowling alley and arena, which attracts high visitor numbers but is poorly connected to the Town Centre. In Barnsley there is a lack of higher end night time food and beverage offer and family orientated offer. It is proposed that through the Better Barnsley scheme additional evening uses will be introduced, likely through a cinema and complementary family restaurants, to broaden the existing leisure offer with the Town Centre.



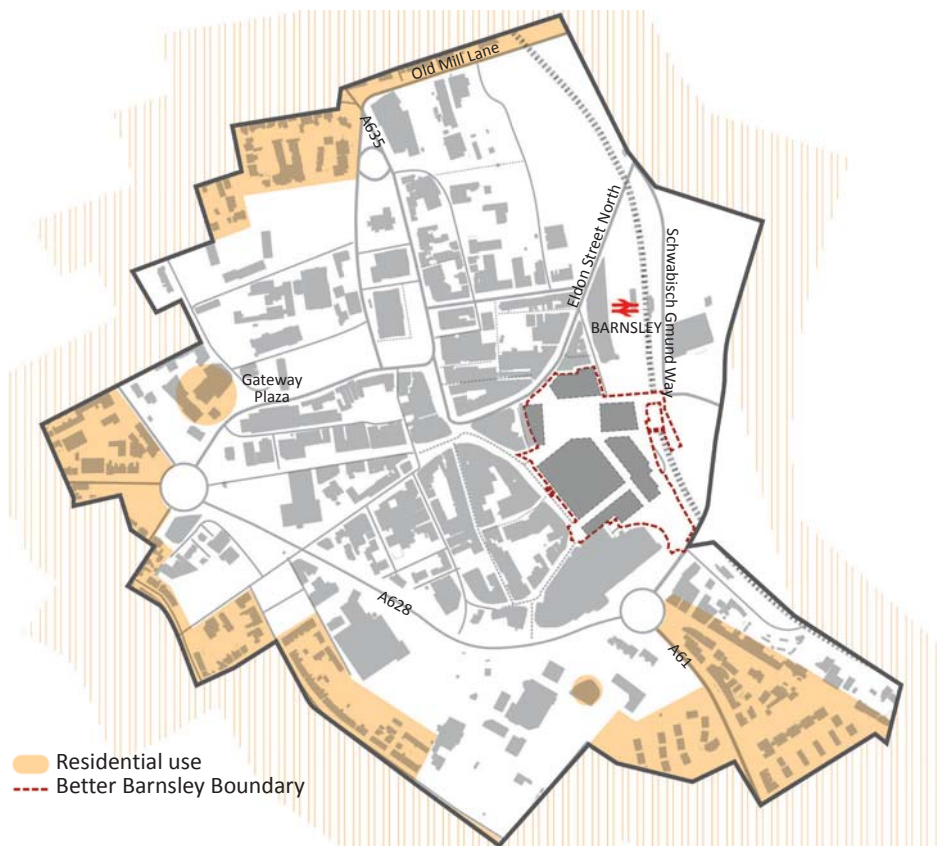
Education

The northern part of the Town Centre has a number of education institutions. These primarily comprise Barnsley College, University Campus Barnsley and the new Barnsley Sixth Form College. These institutions are a key driver of footfall in the Town Centre. With the arrival of more leisure opportunities as part of the Better Barnsley scheme there will be a key role for Market Hill and linkages such as the Victorian Arcade to play in aiding through-passage from this quarter towards the Primary Retail Area, which includes the Better Barnsley scheme.



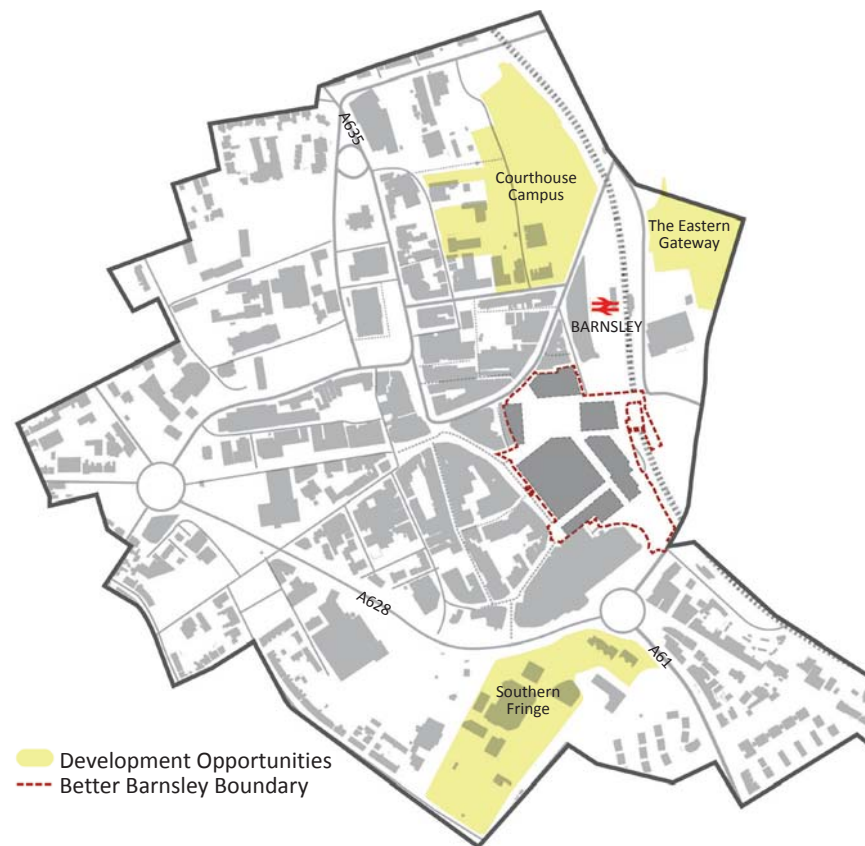
Professional

A number of professional services firms are located in 'The Lanes' (an area of tight knit streets to the west of the Interchange), Regent Street and adjacent streets. This area also includes Barnsley's Digital Media Centre off County Way. The area is located within close proximity of the Interchange and a number of car parks, providing ease of access to the professional firms. The Mixed Use retail and leisure quarter is to the south and Eldon Street and Market Hill provide the key connections.



Residential

Barnsley Town Centre is encircled by a number of residential areas which benefit from good pedestrian connectivity. There are minimal residential units within the Town Centre, particularly those of quality and catering for families or the older population. To the south a number of residential areas surround the Morrisons supermarket and Southern Fringe site (see underutilised sites opposite). These areas are segregated by the A628, though there are a number of crossing points to aid through-passage of pedestrians and cyclists into the Town Centre. At the east there are terraced residential units clustered around Eldon Street North and Old Mill Lane. These areas are segregated from the Town Centre by the Railway Line and Schwabisch Gmund Way.



Development Opportunity Sites

There are three primary sites within the Town Centre boundary that are considered to be underutilised. These comprise the Courthouse Campus site, The Eastern Gateway, and The Southern Fringe sites. The Courthouse site is currently in use as a popular car park, whilst the Eastern Gateway is a largely cleared site in the ownership of RWE NPower. The Southern Fringe site, located to the south of West Way (A628), is in mixed ownership and currently incorporates a disused Gala Bingo. All three sites are well located to offer mixed use and residential development opportunities, delivering benefits to the wider Town Centre.



Streets

The Town Centre features a distinct hierarchy of streets with different character and scales. Primary routes are generally of a greater scale and open to traffic and secondary routes are smaller in scale and generally offer pedestrian connectivity to and from the identified primary routes. The core retail area is predominantly pedestrianised, and includes streets such as Cheapside and Market Street. The street pattern around Regent Street ('The Lanes') is notably distinct, with alleyways and ginnels that are narrow and irregular in pattern, providing an interesting streetscene. The Lanes area incorporates the Arcade, a covered Victorian shopping street.



1 Shambles Street



2 Regent Street



3 County Way



4 Peel Street



5 Market Street



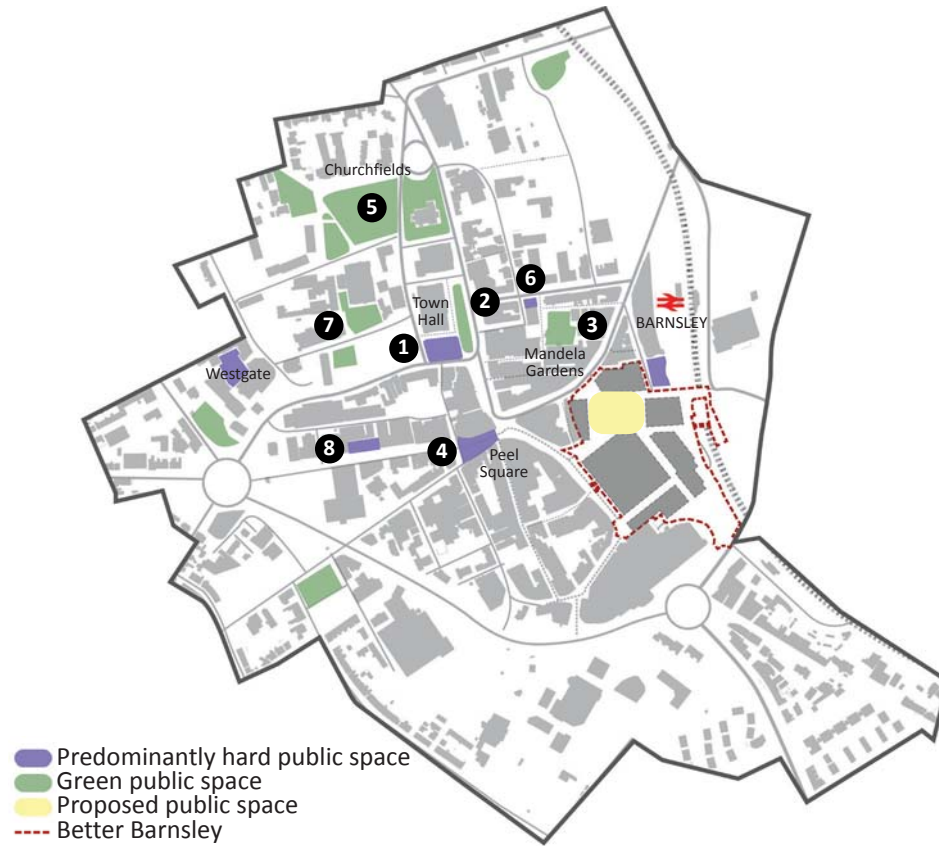
6 Cheapside



7 The Victorian Arcade



8 George Yard



Public Spaces

The majority of the Town Centre's public open space is located to the north of the Town Centre and includes Westgate, Town Hall Square and Gardens and Mandela Gardens. The Town Hall Square is of particular high quality, featuring seating, fountains and stepped planting providing respite for visitors. Elsewhere, Churchfields to the west of Church Lane provides an attractive setting to St. Mary's Church and Mandela Gardens provides green amenity space associated with the Civic. Anti-social behaviour has been noted in some of the key public spaces, including Peel Square and Mandela Gardens, which lessen the enjoyment of the space by other users. The Better Barnsley scheme will deliver a new public square, which will complement Peel Square in providing civic space to the south of the Town Centre.



1 Pals Centenary Square



2 Town Hall Gardens



3 Mandela Gardens at The Civic



4 Peel Square



5 Churchfields



6 Regent Street Pocket Park



7 Westgate



8 Peel Street Public Space



Movement

The above plan highlights the key movement routes used by people arriving and moving through the Town Centre, and reflects the footfall drivers described in the earlier sections. The plans locate carparking, of which there is an exceptionally high supply. The key gateways identify the main points of arrival to the Town Centre, by road, foot and public transport. Notable gateways include the A628/Shambles Street/Peel Street roundabout, the Interchange, the A628/A61 roundabout and the Church Street/Church Lane gateway. Whilst some gateways currently convey a strong sense of arrival, others are notably poorer and low impact, particularly the gateway across Kendray Street across the railway line which currently segregates the residential areas to the east; the Interchange which has poor wayfinding from its exits; and the A628/A61 gateway to the south which is currently framed by the blank façade of the rear of the Alhambra shopping centre.

Key Gateways



1 Eldon Street North from Interchange



2 Eldon Street and Midland Street

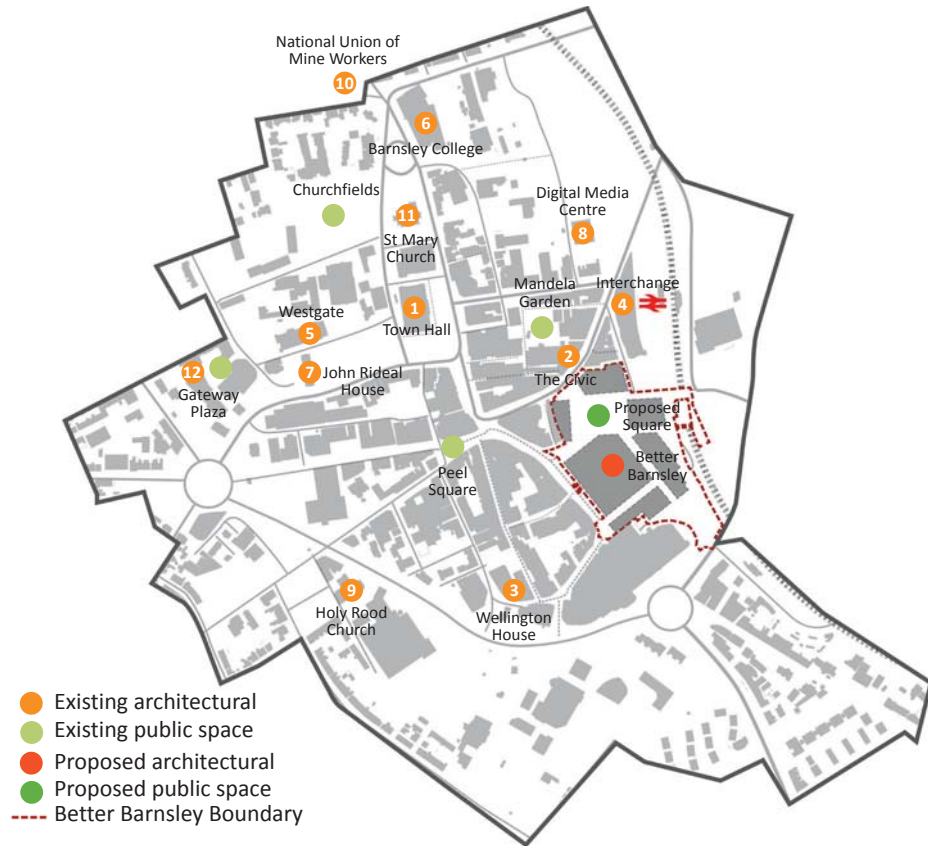
Key Carparking Sites



3 Barnsley Digital Media Centre Carpark



4 Interchange Carpark



Landmarks and Gateways

There are a number of recognisable landmarks within the Town Centre which provide legible points, assist in wayfinding and contribute to the character and identity of the town. These include buildings, areas of public open space and public art. The landmarks role in wayfinding is particularly important given the street hierarchy of the Town Centre combined with the number of alleyways and ginnels which may prove complicated to navigate as a visitor new to the Town Centre. Barnsley benefits from a number of architecturally significant buildings, notably the Town Hall, The College and Transport Interchange. In additional the Better Barnsley scheme will provide new landmarks for the Town Centre as it moves forward.



1 Town Hall



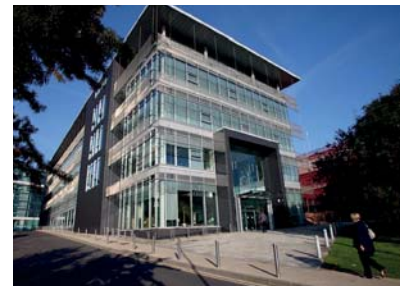
2 The Civic



3 Wellington House



4 The Transport Interchange



5 Westgate



6 Barnsley College



7 Barnsley Sixth Form College



8 Digital Media Centre



Barnsley Town Hall

Gap Analysis and Recommendations

3.1 Gaps

Overview

The tables below summarise the identified 'gaps' in Barnsley Town Centre that currently pose barriers to achieving the five Town Plan objectives. This has been completed based upon a combination of the Baseline Review and a workshop in May 2016 with Council Officers.

Objective 1

A thriving and diverse business community

Gap Analysis

-  Underutilised key town centre sites
-  Potential future shortage of high quality flexible office space to support growing business
-  Limited town centre population
-  Town centre economy remains emergent
-  Offer of independent retail needs strengthening

Objective 2

Attractive, safe and welcoming to all visitors




Gap Analysis

-  Areas of poor public realm
-  Poor wayfinding; particularly at Interchange exit and The Lanes
-  Anti social behaviour at Interchange and Mandela Gardens
-  Lower quality gateways
-  Public art strategy in early stages of implementation

Objective 3

Accessible & well connected



Gap Analysis

-  Over supply of car parking, under-utilised sites
-  Barriers to movement; particularly the railway line and roads around Town Hall
-  Limited town centre residential accommodation

Objective 4

A vibrant evening and night time economy

Gap Analysis

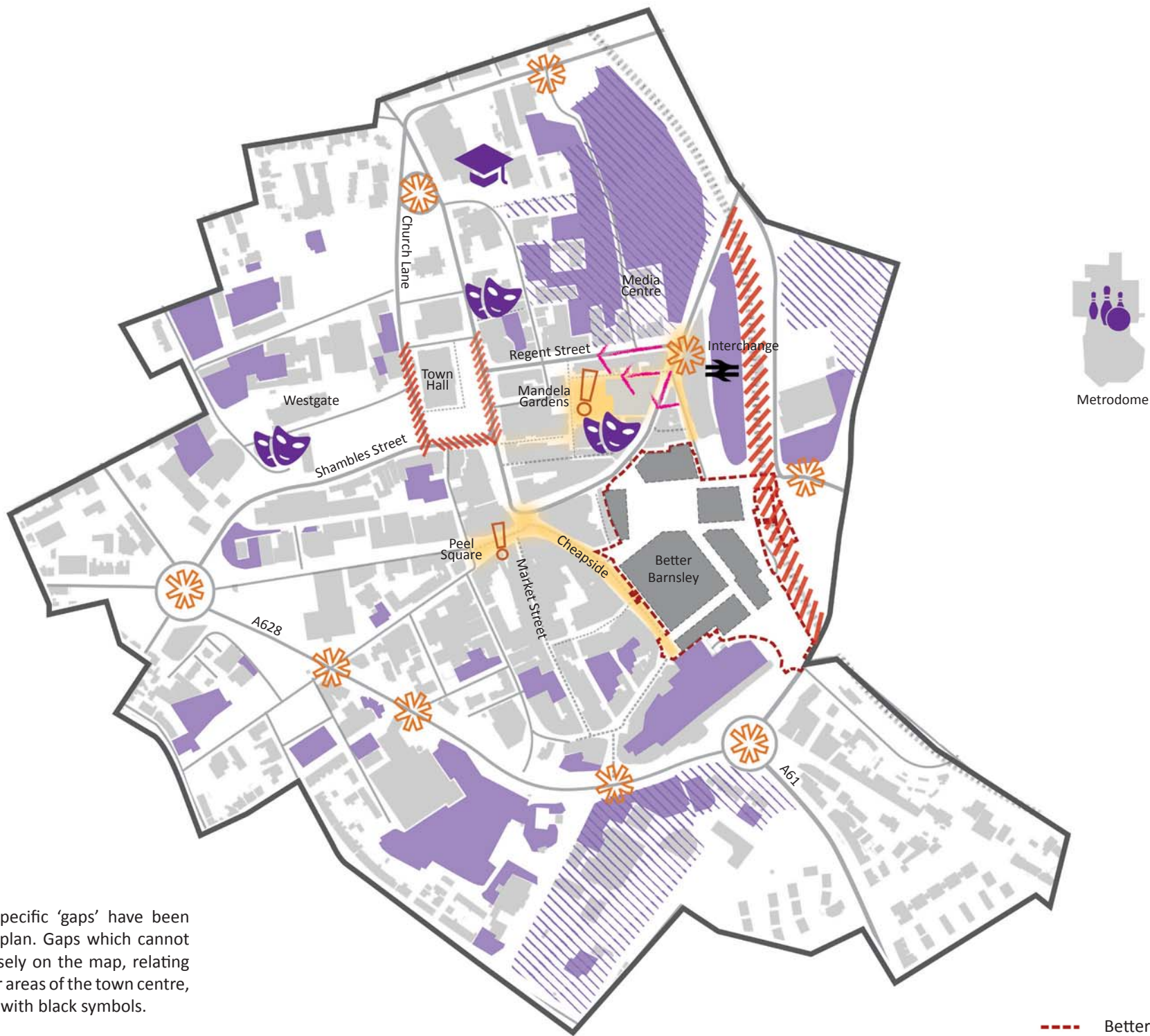
-  Secondary spend from metrodome not well captured
-  Limited early evening activity

Objective 5

An attractive visitor destination

Gap Analysis

-  Growing cultural offer but needs better connection with retail and leisure opportunities
-  Opportunities to maximise use of college facilities not being taken
-  Digital content requires further development



NB. Spatial or specific 'gaps' have been mapped on the plan. Gaps which cannot be located precisely on the map, relating to wider issues or areas of the town centre, have been listed with black symbols.

3.2 Recommendations and Areas of Focus

Overview

The recommendations address the identified gaps and have the overall aim of maximising the integration and impact of Better Barnsley into the wider Town Centre and achieving the goals of the Town Centre objectives. The next stage of work will focus on developing proposals for the three key locations identified for public realm

improvements - Mandela Gardens and The Lanes, Peel Square and The Civic and the three key development opportunity sites - Courthouse Campus, Eastern Gateway and Southern Fringe. These projects have been selected as they provide opportunity for the most impact to address the objectives.

Objective 1

A thriving and diverse business community

Recommendations

-  Activate and develop key town centre sites
-  Strengthen the offer of independent retail
-  Provide small scale interventions to support businesses
-  Seek opportunity to provide further small, scalable and flexible workspaces

Objective 2

Attractive, safe and welcoming to all visitors



Recommendations

-  Key locations of public realm improvements
-  Activity encouraged in Mandela Gardens to deter ASB
-  Improve wayfinding
-  Improve quality of gateways
-  Unified public art provision
-  Improve lighting and surveillance in key public spaces
-  Increase town centre population

Objective 3

Accessible & well connected



Recommendations

-  Rationalise carparking provision, optimise usage
-  Provide new links across railway line

Objective 4

A vibrant evening and night time economy

Recommendations

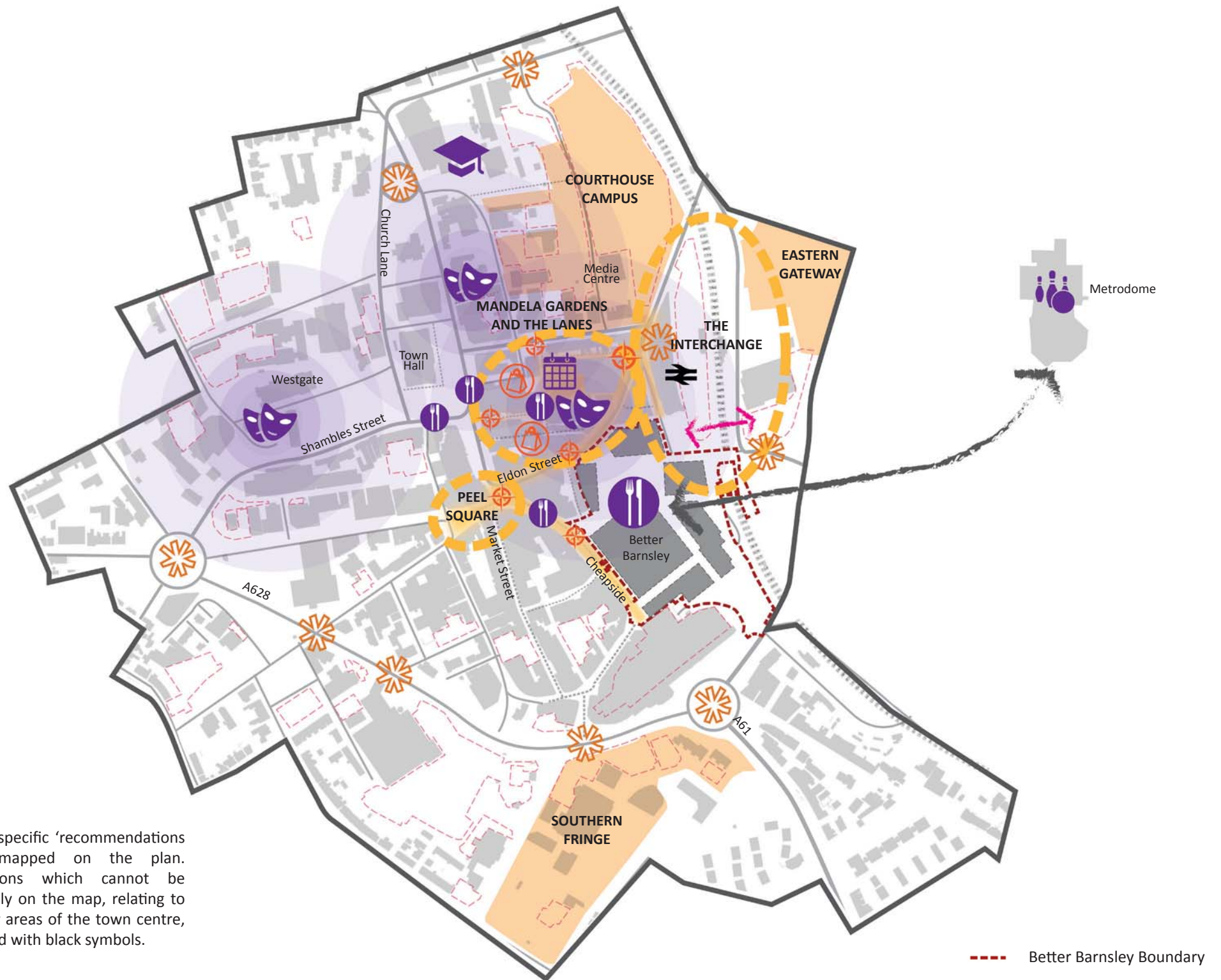
-  Improve links to metrodome
-  Encourage improved night time economy linked to food and beverage and cultural offer

Objective 5

An attractive visitor destination

Recommendations

-  Integrate town centre cultural offer with wider offer across Barnsley
-  Maximise use of college facilities
-  Strengthen digital technology to promote and enhance the visitor experience and





Artist impression of the new library at Better Barnsley

Regeneration Plan

4 Regeneration Plan

Overview

The second stage of work builds on the baseline analysis and looks at Town Centre regeneration opportunities, including review of development strategy for three key sites and landscape and public realm improvements. The proposals have been prepared with input from Barnsley Metropolitan Borough Council and The Civic Theatre along with relevant landowners and the development community.

Development Opportunity Sites

The baseline analysis identified three primary sites within the Town Centre boundary that are considered to be underutilised and offering opportunity for development within the Town Centre. These include:

- Courthouse Campus
- Eastern Gateway
- Southern Fringe

High level studies have been undertaken for these sites, taking into consideration planning policy and various previous masterplans and proposals alongside current constraints and opportunities. The focus of the studies has been to present an illustrative development framework including high level connectivity and landscape strategy, allocation of development plots and uses, indicative massing, density. The studies are focussed on deliverability and cover market testing, and delivery routes, including phasing and potential temporary uses. The Courthouse Campus site in particular provides a major opportunity for phased delivery of town centre living and high quality public realm adjacent to the Interchange.

Town Centre Projects

Landscape and public realm improvements have been developed for three key sites. These sites were selected as we believe they will provide the largest impact and address

the greatest number of objectives and maximise the impact of the Better Barnsley re-development. The sites include:

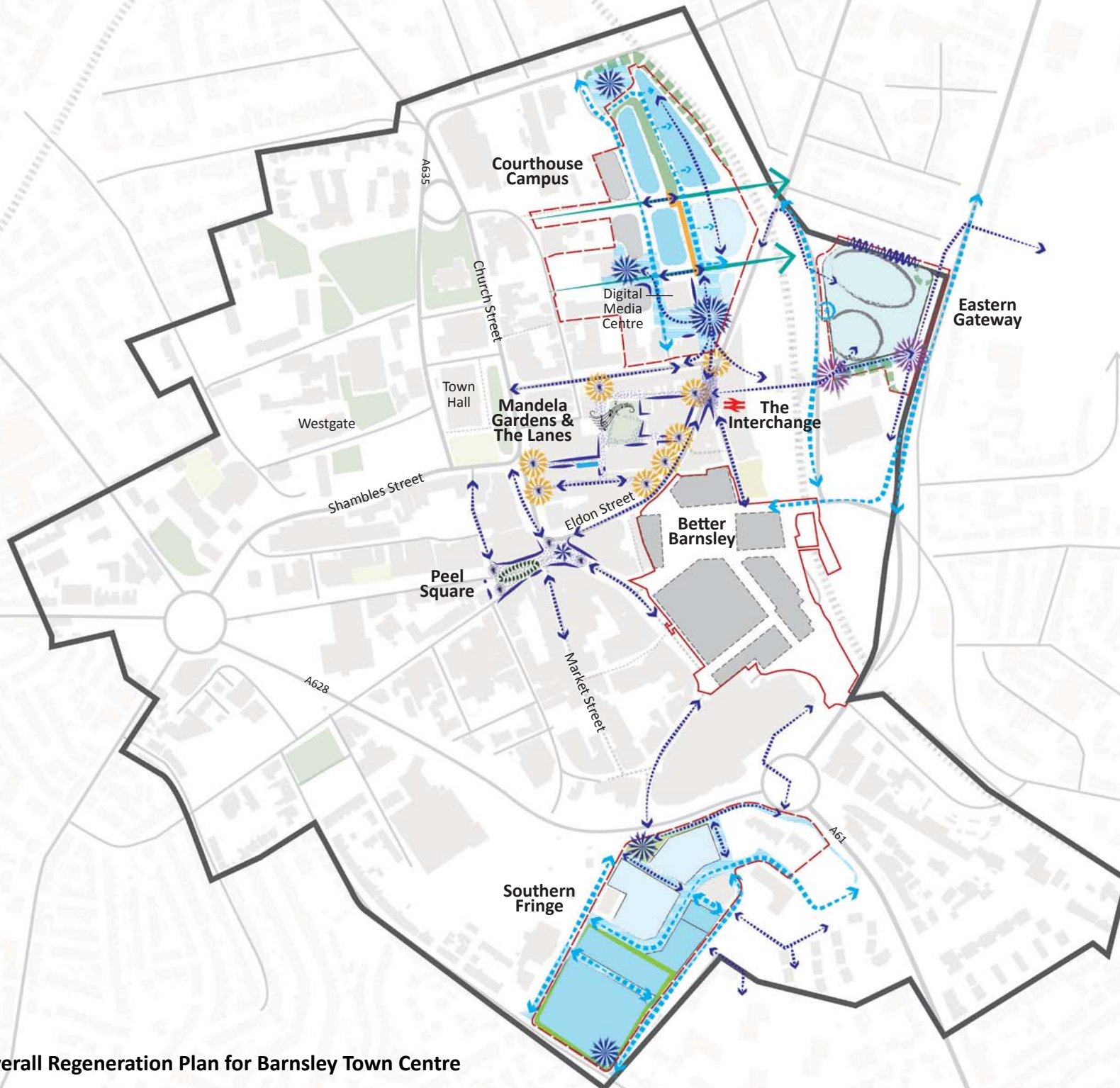
- Mandela Gardens and The Lanes
- Peel Square
- Barnsley Interchange with a focus on the West Exit

Proposals aim to create a legible urban environment with distinct areas and a network of complementary public spaces. Improvements will support town centre regeneration, encourage increased activity and footfall and a rise in revenue for the Town Centre. A town centre wide approach has been taken when developing proposals to ensure the projects complement one another and the Better Barnsley regeneration scheme and ambitious plans for the Civic Theatre.

Town Centre Wide Strategies

Town centre wide strategies have been examined for lighting, public art, digital technology and gateways to extend the regeneration improvements throughout the Town Centre and help create a legible and integrated Town Centre.

Details of all the regeneration proposals are described in more detail in the following chapters.



Development Opportunity Sites
Including Courthouse Campus,
Southern Fringe and Eastern Gateway

- Development sites boundary
- Key vehicular routes
- ⬇ Vehicular entrance
- Key pedestrian routes
- * Key gateway
- Proposed vista
- * Focal point
- Proposed landscape buffer
- Active frontages
- Improved public realm
- Feature of retaining wall
- Edge treatment
- Residential plot
- Mixed use plot
- Flexible mixed use plot , potential for education/ commercial/ carparking
- Primary school
- General development plot

Town Centre Projects
Including Mandela Gardens and The Lanes,
Peel Square and The Interchange

- * Enhance gateways
- * Improved signage
- Improved building frontages
- * Focal point
- Screening
- Events and activities
- Green space
- General landscape improvements, including surfacing and lighting
- Shared surface
- Town Centre boundary

Note: For further details please refer to Chapters 5 and 6.



Courthouse Campus Site with Eastern Gateway beyond

Development Opportunity Sites

5.1 Market Testing

Extent of Analysis

Initial 'soft' market testing has been undertaken with developers, key institutions and the professional consultancy sector. Focused on (although not limited to) the Courthouse Campus site, it included the following:

- Residential house builders, e.g. Keepmoat;
- Architects and the wider development community, e.g. CODA, BDP and Cartwright Pickard;
- Enterprising Barnsley;
- Barnsley Premier Leisure;
- Barnsley College;
- BMBC Education team;
- BMBC Employment & Skills Team.

The views expressed through these discussions were consistent in their nature and theme. They are summarised opposite, together with the key points taken forward for consideration in the options generated for the identified development sites.

Market Testing

Office

The market demand for new office space is limited at the present time. Across the town centre there is 122,000 ft² of available office space, 66% of which is available within 4 buildings (Joseph Locke House, Permanent Building, Yorkshire House and 25–27 Church Street). It could be argued that there is a shortage of Grade A quality floorspace available, and this is constraining market demand. However, recent experience at Gateway Plaza indicates that office development on a speculative basis is a challenge, with this space not taken up by the private sector. It is now occupied by the public sector in the form of BMBC. The view of the market was that speculative office development remains a challenge in the town centre.

The DMC is now 83% occupied, with 3,300 ft² remaining available. Based on this success, it was felt that future provision of smaller scale, flexible workspace would allow businesses to expand and progress from the DMC in particular. It is likely that such a scheme would need to be underpinned by BMBC as a partner in any development venture. To support this, proactive support from BMBC would be beneficial, in terms of tracking business growth and providing flexible lease arrangements that allow for expansion and relocation. Whilst there is currently not a proactive "Move On" policy in place, Enterprising Barnsley expect to progress toward this.

Conclusion: There is no short to medium term demand for new office space, although a phased approach to the development of the Courthouse site could allow for provision of a limited amount of space if demand were to increase in future.

Residential

There was strong support expressed for residential uses, across a range of tenures and typologies. Reflecting a general trend toward increased town and city centre living, there was support for town houses of varying scale on the lower (eastern) section of the Courthouse site in particular. Comparators for this include other schemes across South Yorkshire such as Little Kelham and Copper Street in Sheffield, and The Gables in Doncaster.

The upper (western) section of the site would allow for development of increased scale. This could include higher density accommodation with scope for Private Rented Sector (PRS) or other institutional investor backed models in this area. Elsewhere on the Courthouse site, those consulted suggested that student residential was a potential option, to provide accommodation for university students and support expansion by University Campus Barnsley in to the overseas students market.

Over the course of producing this plan, pre-application proposals were received by BMBC for residential dwellings

on the Eastern Gateway site. This has provided an indication of market interest and the type of uses being considered on this site, informing consideration of development opportunities. This also suggests that residential dwellings could be provided on the Southern Fringe site, integrating with the existing residential community in this area.

Conclusion: There is an appetite for residential development across all sites. On the Courthouse site, allow for lower density town house typologies on the lower level, and higher density housing / apartments on the upper level of the site. There is clear market interest in providing residential dwellings on the Eastern Gateway site, whilst the Southern Fringe site is also considered compatible with residential uses..

Leisure

Barnsley Premier Leisure (BPL) operate the well-established Metrodome complex which includes a gym, swimming pool and water park, bowling alley and events space. Given recent levels of investment in their premises, and the remaining lifespan of their current asset base, relocation to the Courthouse Campus site is not something they would consider at this stage. Further leisure uses are expected to be provided in the Better Barnsley scheme, including a cinema.

Over the course of producing this plan, pre-application proposals were received by BMBC for food and beverage uses on part of the Southern Fringe site. This has informed consideration of development opportunities.

Conclusion: There is little demand for leisure uses on the Courthouse Campus site, with BPL looking to grow their business on the existing Metrodome site. There is scope for inclusion of food and beverage units on the Southern Fringe site.

Education

Engagement with the Education team at BMBC has indicated that there is a requirement for a secondary school within the town centre, to meet both existing needs and future demand for school places due to planned residential development within the town centre.

Conclusion: There is potential for providing specialist provision for young people, of which current facilities within the Town Centre are limited. Consideration needs to be given to future locations for a secondary school, and potentially a primary school, if residential development comes forward in the town centre.



Little Kelham, Sheffield



Copper Street, Sheffield



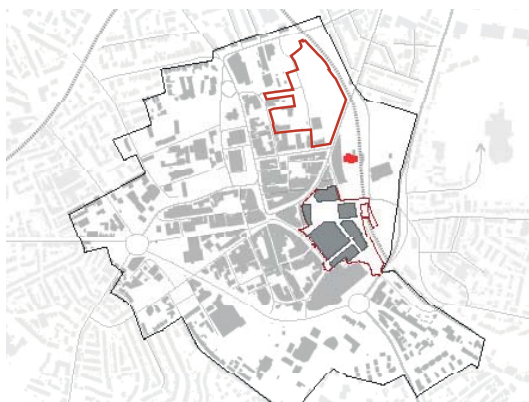
The Gables, Doncaster

5.2 Courthouse Campus

Site Analysis

A number of proposals have been developed for this 4 hectare(Ha) site, including two previous masterplans in 2008 and 2010. Proposals have previously focussed heavily on commercial uses, with market testing suggesting there is limited demand for this use. Previous proposals have also struggled with viability due to a focus on retaining the existing car parking provision within the development and the scale of proposed common infrastructure, such as a large scale public park. Infrastructure requirements such as utilities and drainage provision, access upgrades and improvements to the existing retaining wall may also adversely impact on viability and developer cash flow.

Re-balancing the proposal to consider a high proportion of residential, and responding to this through the planning and design process, is likely to improve viability and increase market interest, allowing a scheme to come forward earlier.



Planning Policy: Current Policy BTC22 'Development Site 3 for Courthouse Campus' indicates that the sites should allow for the following types of development:

- Education and community facilities
- Offices
- Developments that support creative and digital industries
- Residential development, including live-work units

Policy BTC22 further states that the development of the site will be expected to deliver the following:

- Include the creation of a new public park
- Include the provision of a multi-storey car park
- Provide improvements to pedestrian links and public spaces
- Take account of the Conservation Area status of part of the site

New public realm. There is opportunity for the creation of a new public space within this site. The appropriate scale and character of this space will require further analysis. Previous proposals have included for large scale linear parks. Current thinking leads towards a series of smaller scale urban spaces with increased activity, high quality public realm and better movement corridors through the site. This approach would also better support phased delivery.

Parking. Car parking utilisation and provision is currently being reviewed across the town centre. The Courthouse Campus car park is not fully utilised at present, with the lower part of the car park (Courthouse East) having the

lowest utilisation - although figures are higher on a Saturday, particularly when this coincides with a football match. Space could be rationalised to release land for the early phases of development. Over time, further development can be facilitated by either decanting car parking to other facilities across the town centre, or by provision of a new multi-storey car park on the Courthouse site. A flexible approach toward this can be adopted, dependent upon development progress and car parking demand.





Illustrative Framework

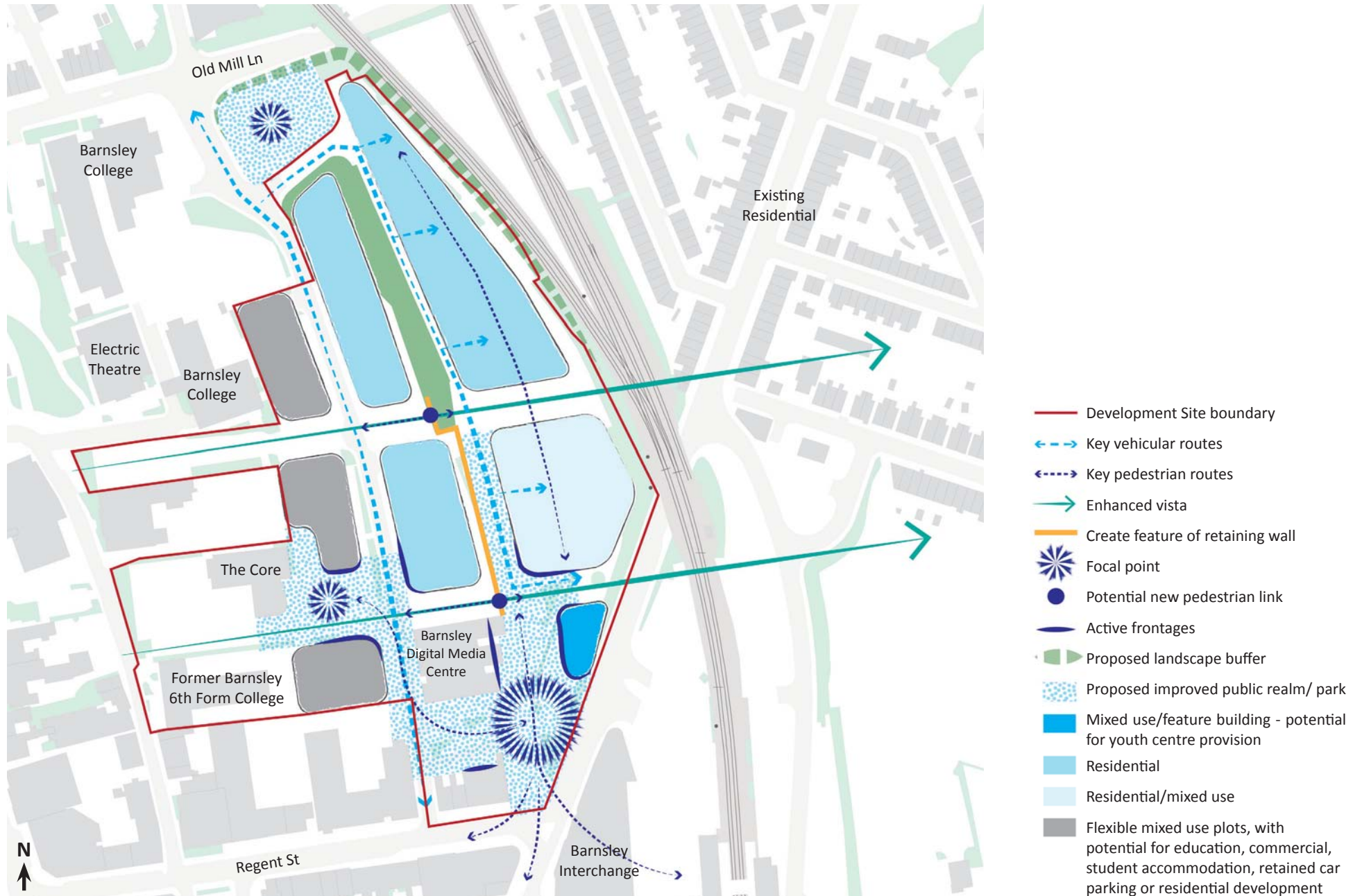
An illustrative framework for the site is presented opposite. At this stage the focus is on setting out a high level landscape and infrastructure strategy, broad development plots, indicative uses and massing. Within this framework a range of housing typologies could be explored. Clearly the site presents some challenges due to its proximity to the railway, public realm dominated by parking, changes in levels and so on.

These challenges also give rise to its main opportunities: proximity to the Interchange, views out to the wider landscape, established vehicular access, integration of features such as the arched retaining wall into new high quality public realm, and established activity such as The Core, the Digital Media Centre, the Courthouse and Barnsley College. Its proximity to the Better Barnsley scheme and the cultural, leisure and retail attractions that this will provide will underpin investment in the Courthouse site.

The site provides the opportunity to create a vibrant new residential community in the heart of the town centre. Further analysis of the framework is presented on the following pages.



A varied mix of contemporary residential and mixed use could be delivered across the site, working with the unique topography, level changes, arched wall and views to the wider landscape.



Illustrative framework

Further analysis of the Framework is set out opposite.

Massing. In general the scale increases from the northeast to southwest in response to existing context. This is flexible and subject to further analysis. The plot in front of the Digital Media Centre lends itself to a lower ‘pavilion’.

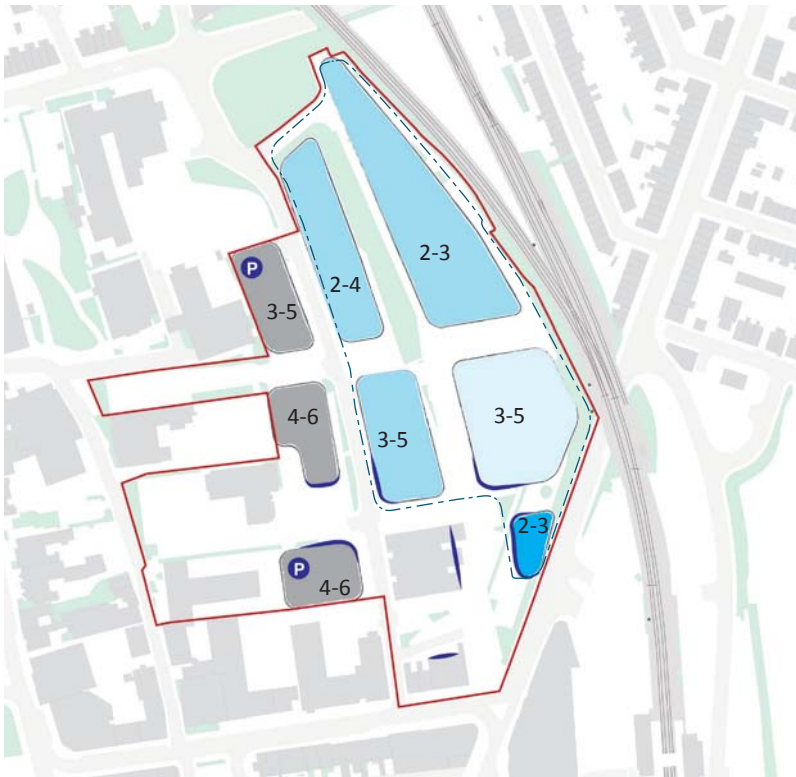
Residential density. Though the overall site area is 4 hectares, the area of potential residential development indicated in the framework is around half of that - in the region of 2 hectares. With a density ranging from around 50 dwellings per hectare (dw/ha) to perhaps 75dw/ha to the southern end, it is estimated that the primary residential areas could deliver between 125 and 150 dwellings, depending on the mix of tenures, unit sizes, massing and on-site parking provision. If, in response to further market demand, the plots to the west of the site came forward for residential then this number could be significantly increased.

City Centre Academy. BMBC has identified the need for a city centre secondary school in the form of a ‘Free School’ or Academy. Further study is required, but early analysis suggests that the site could offer a number of options for a high quality school depending on the intake.

Youth Provision. Work is ongoing within BMBC to consider the provision of a dedicated Youth Centre within the town centre. With its proximity to the Interchange, the Courthouse Campus could be an ideal location for this.

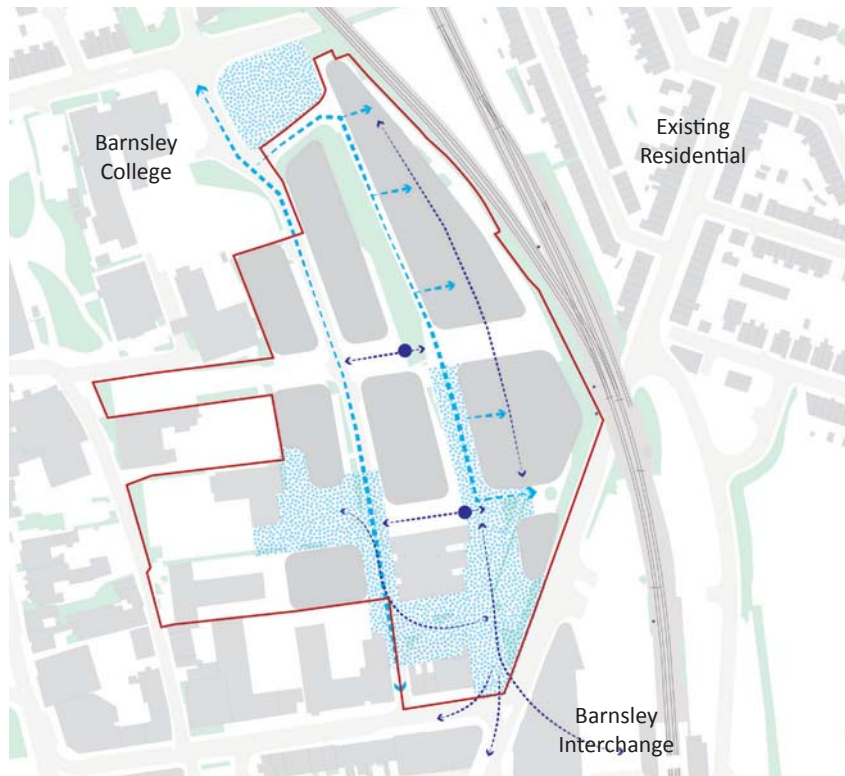
Key to diagrams

- Development Site boundary
Overall area approximately 4Ha, but this includes a number of existing buildings and heritage assets
- Area of primary residential approximately 2Ha, including public realm and level changes
- Mixed use/feature building
- Residential
- Residential/mixed use
- Education/commercial with potential for student accommodation/ mixed use
- P Potential location for multi-storey carpark
- Numbers within plots indicate suggested number of storeys.
- Key vehicular routes
- Key pedestrian routes
- Enhanced vista
- Create feature of retaining wall
- Focal point
- Potential new pedestrian link
- Active frontages
- Proposed landscape buffer
- Proposed improved public realm/ park



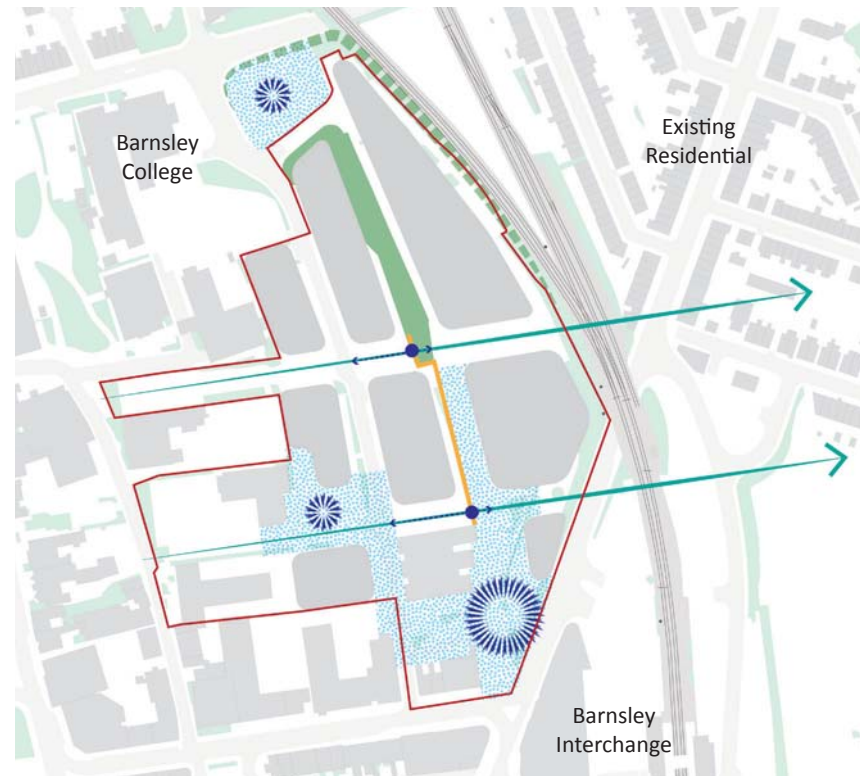
Development Plots

The above diagram indicates the main development plots, uses and massing defined by the overall movement and landscape strategy. The eastern areas of the site are primarily residential with lower density houses to the north increasing in density with the introduction of apartments, duplexes and other mixed used to the south. To the west uses could be a mixture of education, commercial and community. Retention of some car parking would help to support existing and future uses, as well as neighbouring commercial and cultural uses, e.g. Regent Street businesses and The Civic theatre. Depending on the outcome of the parking strategy, certain blocks could be used to provide multi-storey car parking as indicated above.



Movement

The site is well served with established vehicular access due to its current use as surface parking. The aspiration would be to remove vehicular access from the southern end to create a traffic free public space, with site access from the north. Pedestrian connectivity, through a series of linked public spaces, will be key. An important consideration in the design of the public realm and the development plots will be the level of pedestrian permeability between the more public areas to the south and the residential areas to the north, and also addressing the level changes across the site.



Landscape and Public Realm

The sharp level changes provide opportunities to create a series of dynamic urban spaces with selected tree removal opening up excellent views across the wider landscape. Features such as the existing arched wall can be integrated into a high quality public realm embracing the heritage of the site and offering a range of opportunities for temporary or permanent interventions. New focal points would be created, with proposals such as new feature staircases and level access at key locations. Some areas of established landscape could be retained to enhance residential development and provide a buffer to the railway corridor.

Phasing and Temporary Uses

Phased development, alongside temporary uses, offers the opportunity to test market demand and ensure a sustainable mix and quantum of development is provided.

Key to delivery of this development will be phasing to ensure that car parking provision is not compromised and each stage of the development is viable and works as a place within its own right.

The phasing needs to consider the removal and re-provision of car parking as part of the Better Barnsley scheme and also the outputs of the ongoing Car Parking Study, particularly in relation to the current users of the Courthouse car park.

Two main phasing options are indicated opposite - further studies and consultation with potential developers will be required to refine these.

Phasing of infrastructure and consideration of temporary uses for areas in transition will be an important part of this strategy.



Pop-up restaurant. Kings Cross



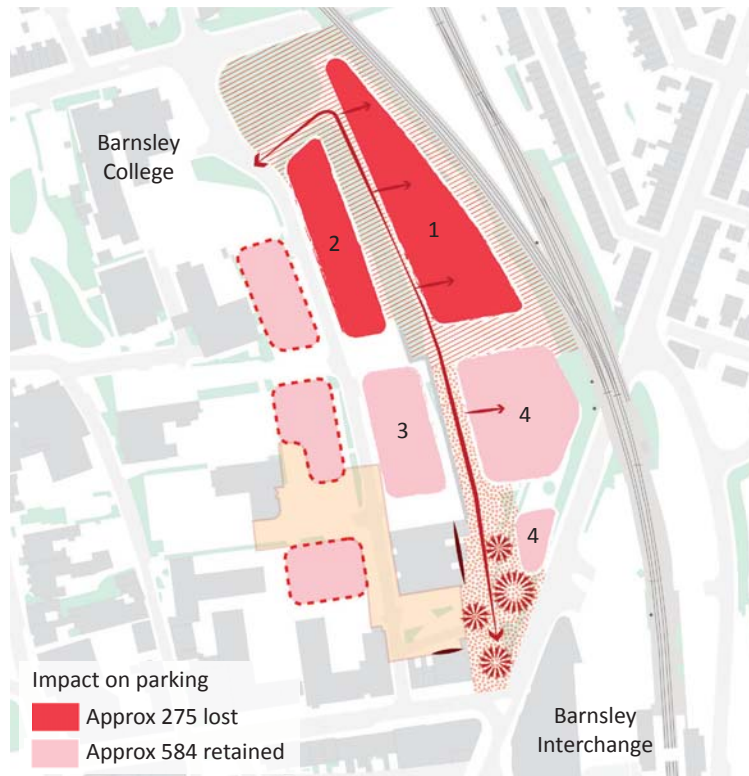
Transitioning car park into public space



Café and retail in shipping containers. Pop Up Brixton

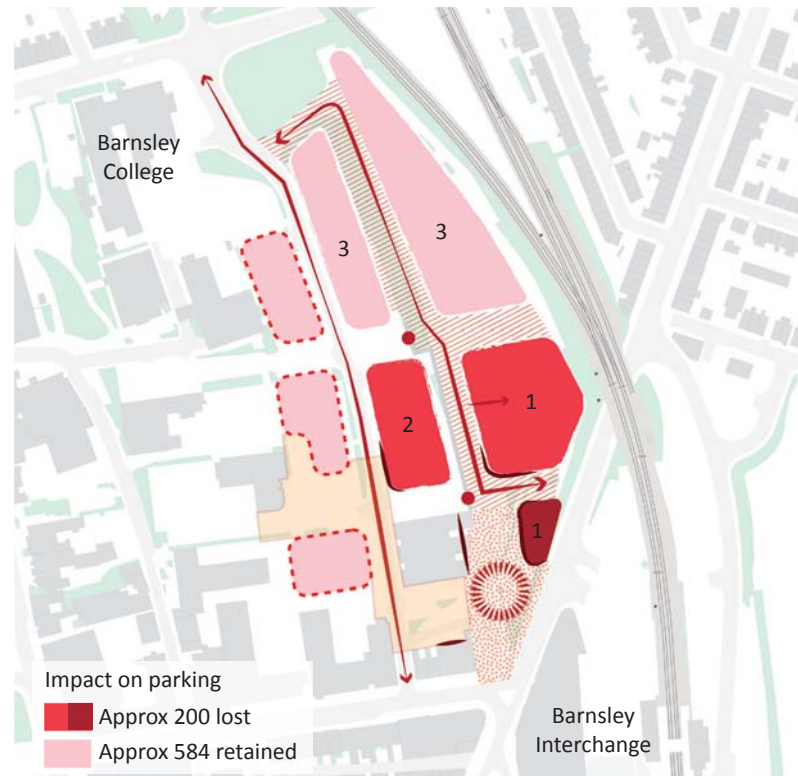


Pop-up mall. BOXPARK Shoreditch



Phasing Option 1 - starting in the north

This option retains parking at the southern end of the site and proposes to develop a first phase of residential to the north. This enables a high quality gateway to the residential development from the outset, delivering up to 75 homes. Improvement to the existing car park and routes to the town centre would buffer the development from the retained areas of parking (see plan above). A programme of temporary uses and landscape interventions could increase activity, addressing issues of anti-social behaviour and raise the quality of the spaces around the Courthouse and Digital Media Centre. Phased removal of the vehicular access to the south could be considered.



Phasing Option 2 - starting at the south

This option looks to create a sense of place and activity around the Courthouse and Interchange and would create an established public space in this area, increasing investor confidence. Parking would be retained to the north of the site (see above). Access to the new development would need to be improved. Sufficient 'critical' mass would be required to make residential viable during early phases. It would be important to ensure that viability of this first phase did not compromise the best long term mix of housing types. For example - as an isolated development this first phase would lend itself to higher density mixed use, whereas family homes might be viable on some of these plots if delivered at a later stage (as Option 1).

Numbers indicate suggested sequencing of development plots

- First phases - residential
- Areas of parking retained during first phases of development
- Mixed-use feature building - potential for Youth Facility
- Suggested later phases, but could be brought forward independently
- ↔ Access to first phase development and parking areas
- Public realm improvements as part of later phases
- Improved public realm and landscape to enable viable first phase
- Improved public realm at southern end to create a gateway to the site. For Option 1 this could be through temporary uses.
- ✶ Creating activity and a sense of place.
- Active frontage through temporary or permanent interventions
- Consider points of connection between levels to improve access/activity at each stage of development

5.3 Southern Fringe

Site Analysis

This key 3.6Ha site to the south of the town centre has potential to accommodate a high quality residential community, improved access and connectivity and new community infrastructure such as a new primary school to the south of the site.

The site also presents a number of challenges such as third-party land ownership, lack of connectivity to the town centre, poor quality edges, sharp level changes, and a dominant residential block in the centre.



Planning Policy. Policy BTC16 indicates that the site should allow mixed use developments which could include:

- Retail
- Residential
- Offices

Policy BTC16 states that the development of the site must:

- Make a positive contribution to the character and appearance of the New Street Gateway
- Provide improvements to pedestrian links and public spaces around and through the site.



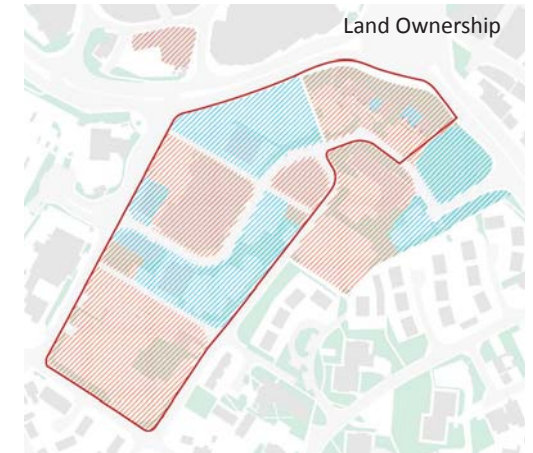
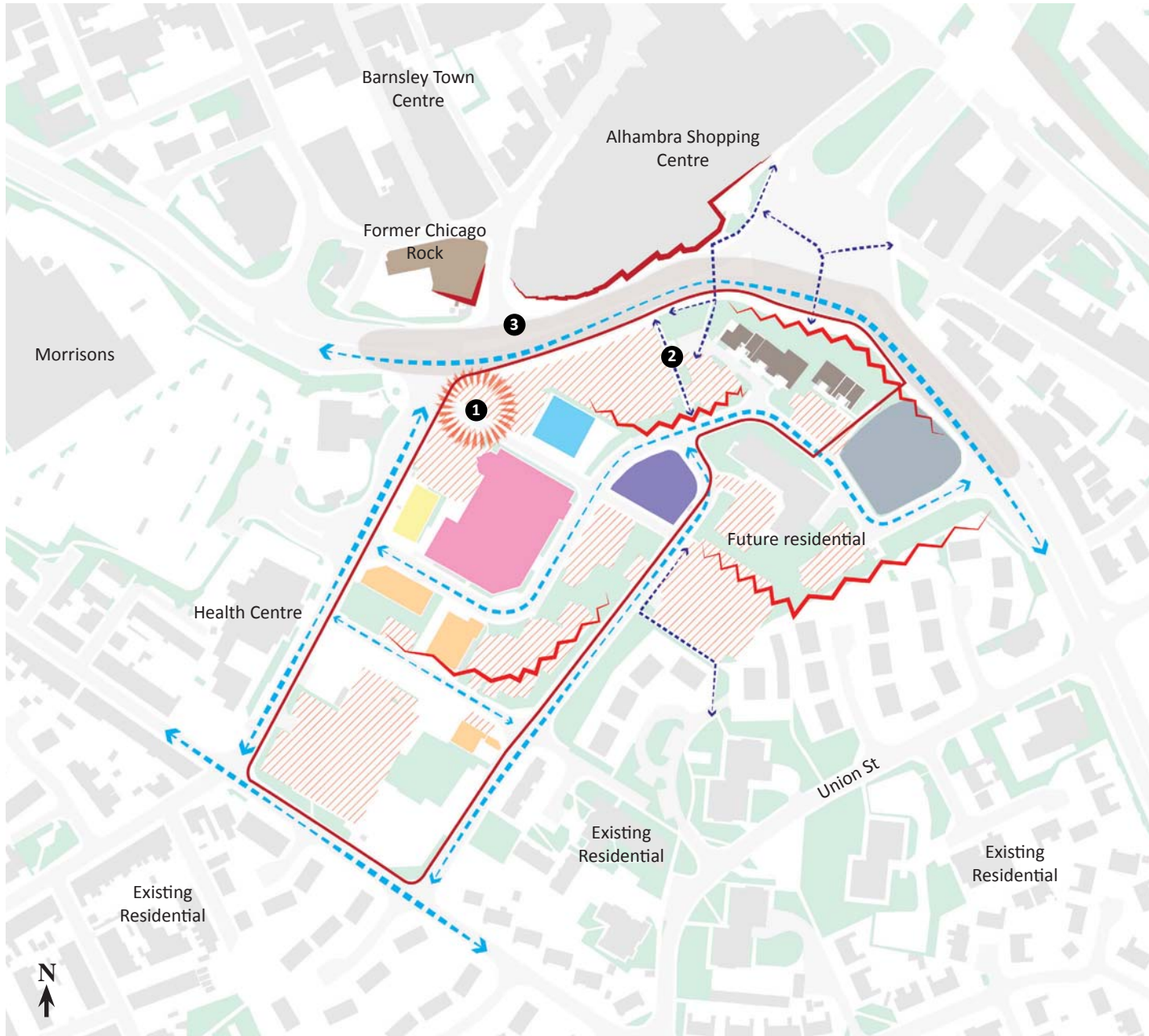
2 Opportunities for improvement of poor quality access. Note domination of site by large scale residential development. The site is also characterised by some steep level changes.



1 Opportunity to improve gateways to site both for pedestrians and car users



3 Potential location of improved connections to Town Centre and Better Barnsley scheme



- Barnsley Council
- Third Party
- Development site boundary
- Key vehicular route
- Existing poor quality pedestrian route
- Landscape level changes
- Poor quality/inactive facade
- Poorly defined gateway
- Poor Air Quality
- Existing car park
- Existing residential (Heelis St tower)
- Existing community facility to be relocated
- Existing retail/ proposed fast food
- Existing automotive
- Existing offices
- Former Bingo Hall
- Proposed GP surgery
- Potential Development Site

Illustrative Framework

Some high level development principles are set out opposite. There is potential to create a vibrant new residential community towards the southern part of the site integrated with new and existing community facilities. Creative design of housing and infrastructure could address challenges such as connectivity and sharp level changes across the plots, delivering up to 75-100 dwellings depending on types adopted (see opposite).

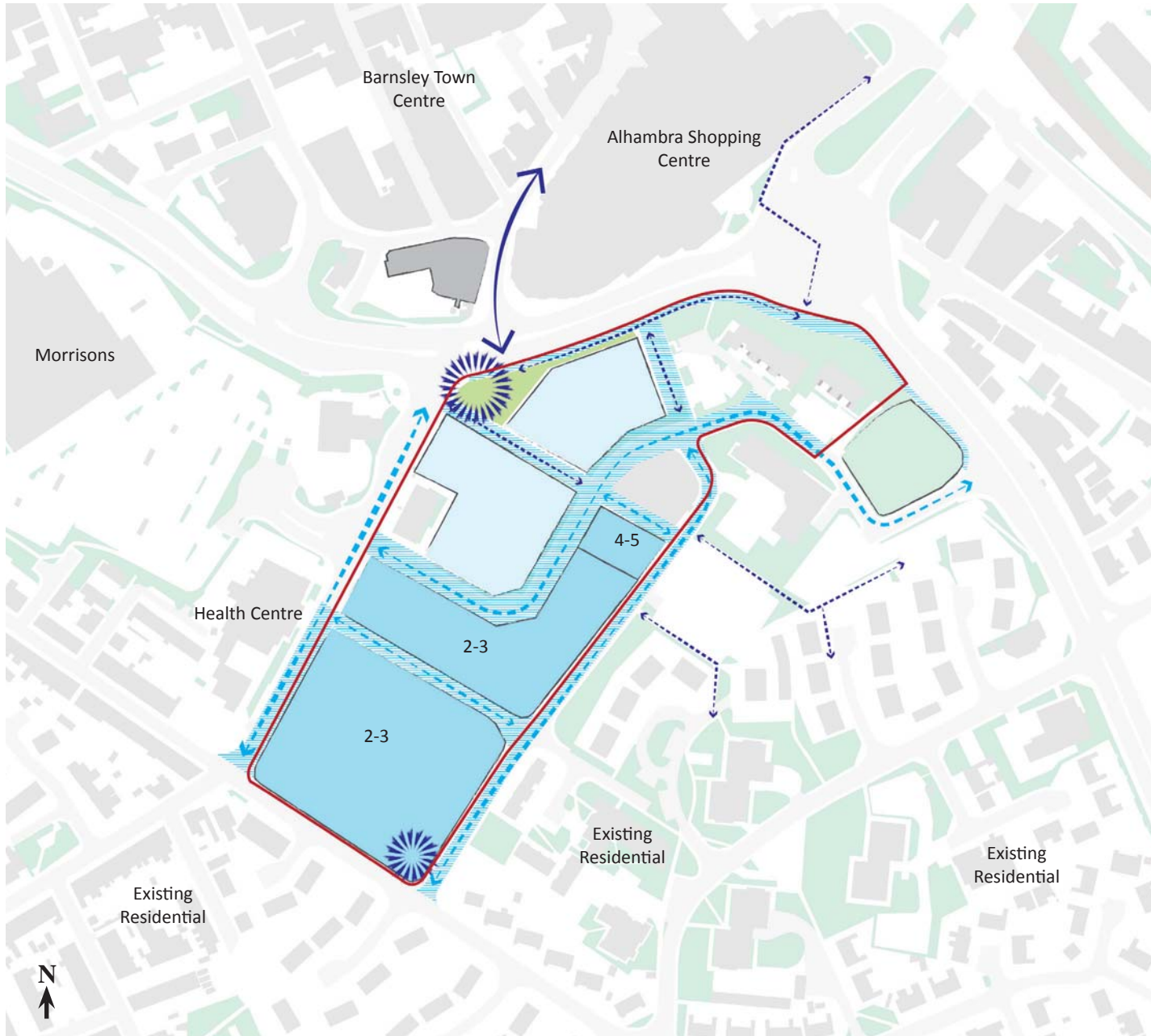
The site lends itself to a series of temporary uses during development, particularly at the northern end with a potential focus on community uses and youth activities. Further discussion around potential development routes is included in Section 5.5.



Potential temporary uses with a focus on community and youth facilities



The site could potentially accommodate a new primary school alongside high quality housing development



- Development Site boundary
- - - - Key vehicular route
- - - - Proposed pedestrian route
- ↔ Strategic link with Town Centre
- ✱ Proposed focal point
- ▨ Public realm improvement works
- Proposed pocket green space combined with new gateway

Development Plots

- Proposed residential (1.5Ha)
- Proposed mixed use, eg residential, food & beverage (approx 1Ha)
- Estimated area for a two form entry primary school (approx 1.2Ha)
- Potential development plot (former Chicago Rock)

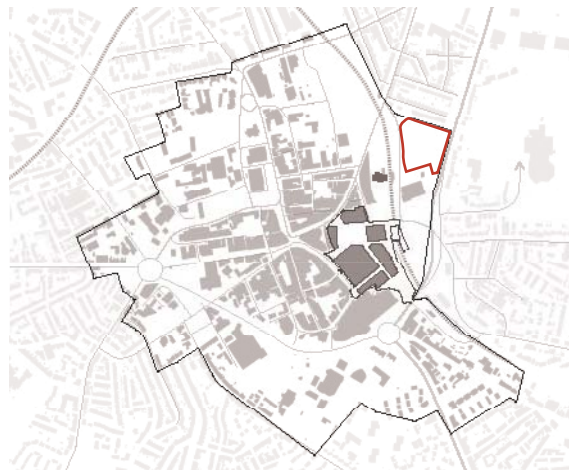
Numbers within plots indicate suggested number of storeys. Residential density suggested around 50 dw/ha. With some apartments at northern end this might deliver approximately 75-100 dwellings.

5.4 Eastern Gateway

Site Analysis

This site is in the ownership of RWE NPower. A previous proposal for retail development on the site received consent in 2005 but has not been implemented. The Local Plan allocation for the site is flexible, allowing for various uses to come forward including offices, education, transportation uses, public space, residential and ancillary retail.

Access, connectivity and sensitive landscape treatments will be key to the viability and character of the site. The Highways Authority has a stated preference for site access and egress to be achieved from Swabisch Gmund Way to the west of the site, avoiding turning manoeuvres to and from the segregated carriageway of A61 Harborough Hill Road. The proposed 'green spine' linking the interchange



through the site to the community and Metrodome to the east could be integrated with a landscape buffer around the sub-station and blank facade of the bingo hall. Providing an improved link between the site and the Interchange will encourage movement on this route and enhance connectivity to the town centre.

Planning Policy: Policy BTC24 states that the following types of development will be allowed:

- Offices
- Education, community and youth facilities
- Transportation uses associated with the adjacent Transport Interchange
- Public space
- Residential
- Ancillary retail

The development of the site must also:

- Make provision for the Green Sprint and make a positive contribution to the character and appearance of gateways
- Consider any implications arising from its location adjacent to an Air Quality Management Area.
- Not be harmful to the liveliness and economic strength of the town centre.



1 Primary access location to the west of the site



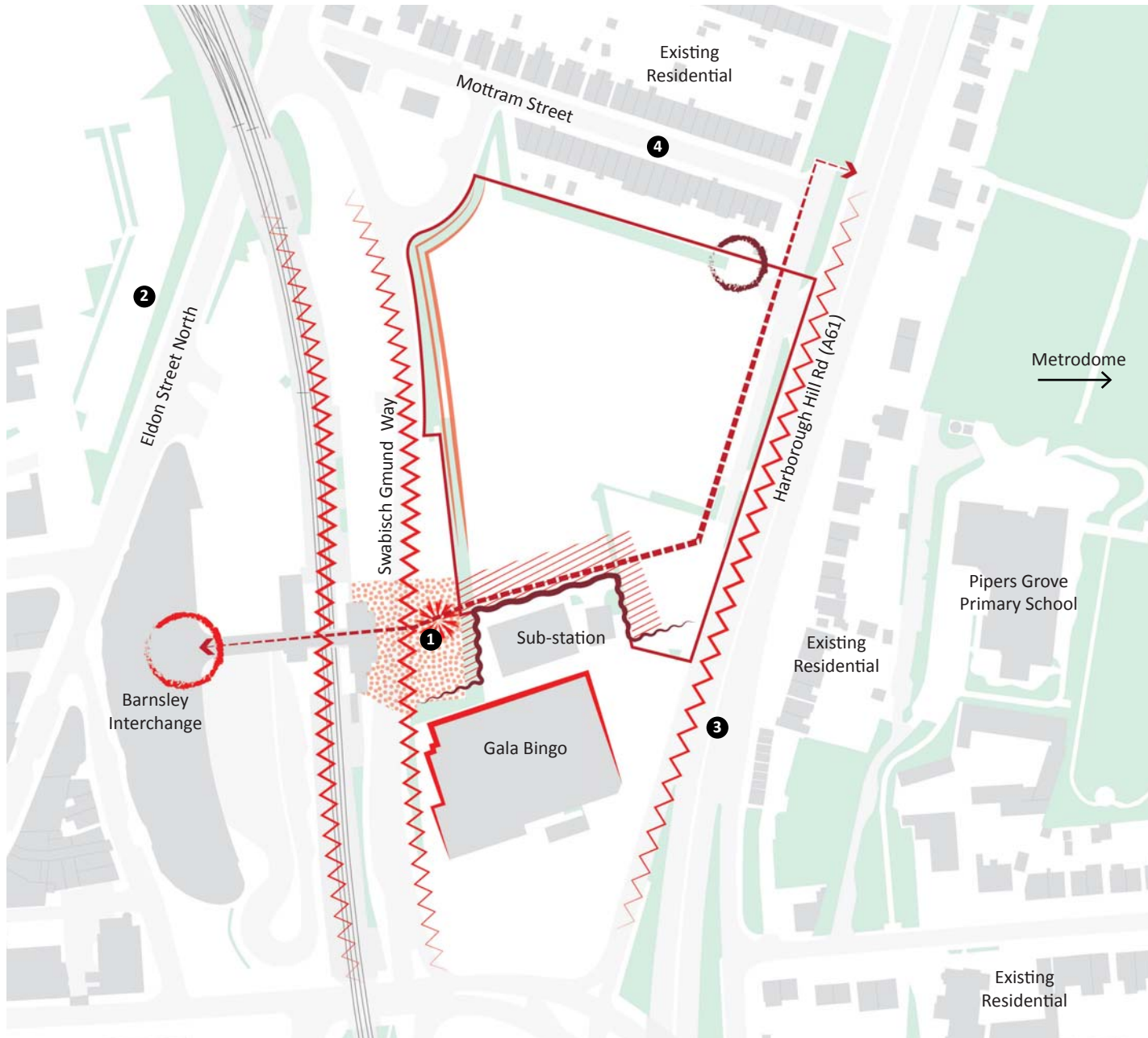
2 Views across to Courthouse and Town



3 Potential for new access to Green spine



4 Potential for new access to Green spine



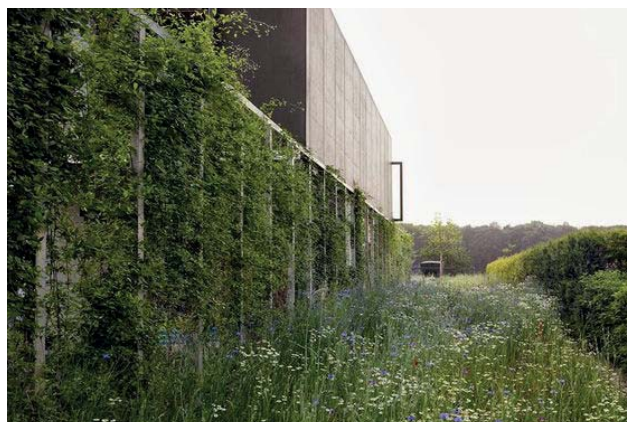
- Development Site boundary
- The Green Sprint route
- Blank facade
- Landscape level change
- Unattractive edge around sub-station
- Barrier to pedestrian movement
- Potential entrance for 'Green Sprint'
- Poor quality gateway/ exit from station
- Potential buffer zone between sub-station and new development
- Existing small sub-station
- Connectivity to town centre depends on route through station - consider provision of 24 hour access

Illustrative Framework

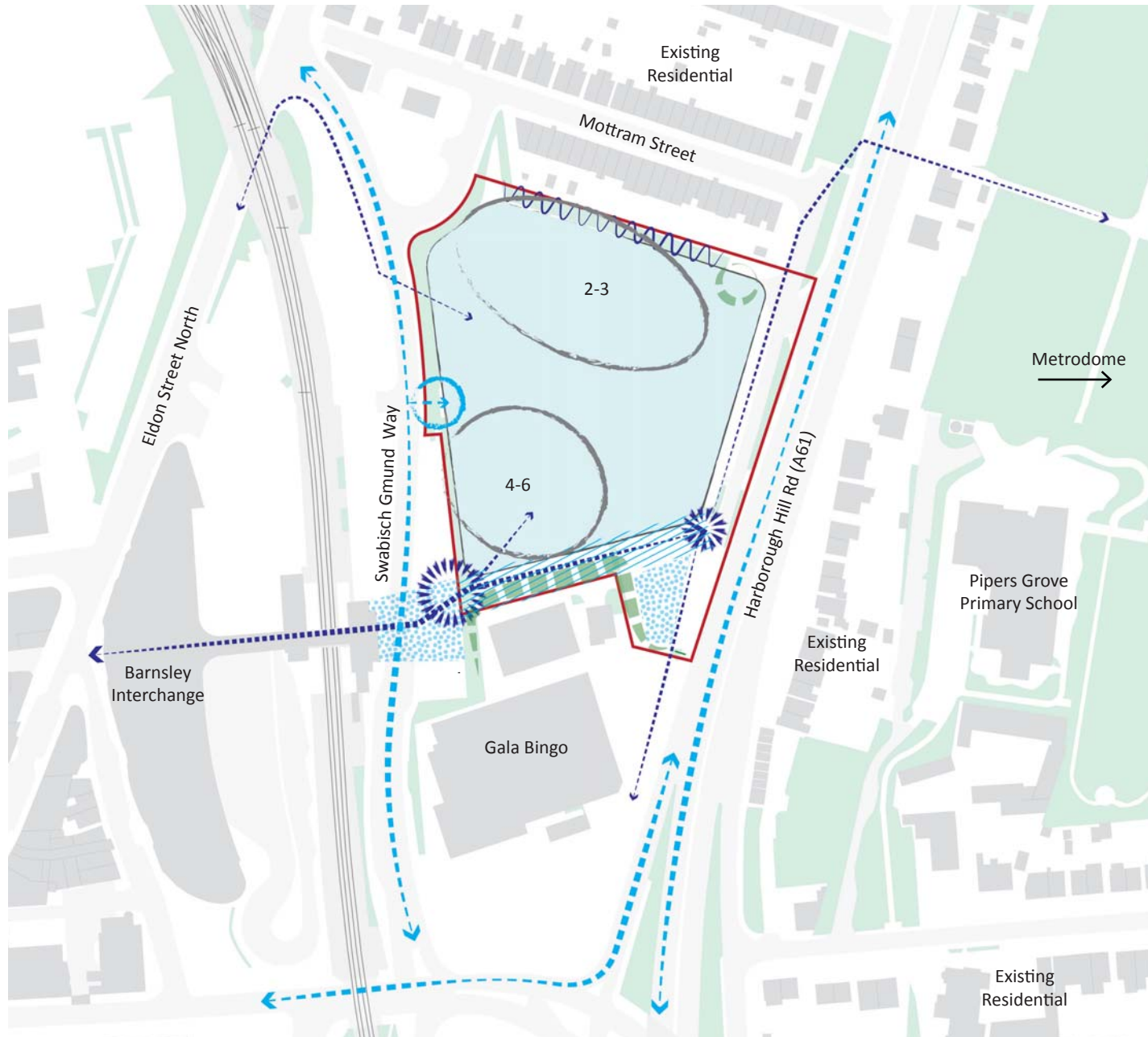
Recent pre-application proposals received by BMBC highlight that there is market interest in providing residential accommodation on the site, taking advantage of the connectivity offered by the interchange, proximity to the town centre, and opportunity to integrate with existing residential communities

Some high level development principles are set out opposite. Some of the wider connectivity considerations such as the 'Green Sprint' are outside the development area and therefore not deliverable through this development alone. However, there is potential for this development to make allowance for these in a way that raises the value of the site whilst addressing key constraints such as existing sub-stations and pedestrian access to the station and town centre.

Further discussion around potential development routes is included in Section 5.5.



Examples of the kind of landscaping and residential development that could be provided on the Eastern Gateway development. A number of uses are possible, including the potential, through careful design, to provide a high quality residential environment despite the relatively constricted nature of the site. The plot allows for future creation of the 'Green Sprint' combined with a necessary buffer zone to existing utility infrastructure to the south.



- Development Site boundary
- - - Key vehicular route
- - - Proposed pedestrian route
- ~ Consider edge treatment next to houses
- Proposed vehicular entrance to site
- ✱ Proposed Pedestrian gateway
- Proposed strategic gateway
- /// Proposed improved public realm
- - - Proposed buffer landscaping zones around utilities buildings
- Development plot
- Indicative massing: potential higher 'gateway' development to the southeast with views to town centre. Area of lower density development (2-3 storeys) in response to surrounding residential community

5.5 Development Routes

Overview

The involvement of BMBC in development across the three opportunity sites will vary, dependent upon land ownership, scale and use of site, and the level of infrastructure required to enable development. With this in mind, potential routes to development for each site have been outlined in the following sections.

Courthouse Campus

There are three key options for bringing the Courthouse site to market. These are:

1. Sell site to master developer.
2. Phased plot sales.
3. Development Partner

1. Sale to Master Developer

The advantage of this option is a quick sale. However, based on review of previous viability appraisals value is likely to be limited. Also, a developer may wish to make the sale conditional on receipt of planning, meaning a capital receipt is deferred. In the meantime BMBC may stand to lose car park revenue (a developer may look to this as a source of revenue to fund a planning application). This approach also results in less control over a key town centre site, development type and quality, and car parking provision.

2. Phased Plot Sales

A phased release of development plots to the market will require a longer term approach with greater level of BMBC involvement and does not offer a short term capital receipt. However, this may offer improved long term benefits over Option 1 and accord with the Council's ability to take a longer term view than a commercial developer. This development route will allow BMBC to retain a greater degree of control and preserve flexibility to respond to changes in market conditions.

Based on current uses of the site, its key location within the town centre, and discussions with BMBC officers, it is considered that this is the preferable option. The following next steps are suggested:

- a) A more extensive / formalised market appraisal and testing exercise would inform development mix and housing typologies in greater detail, and help form a view on when to bring the first plots to market.
- b) A "Development Framework" would set out key principles and parameters for the development site, defining key infrastructure, green spaces, public realm, view lines, development plots, broad land use options, maximum building heights etc. This report forms the initial stage of this, which can be taken forward and developed further. This will give confidence to decision makers, stakeholders and investors that there is a coherent

plan for the site and expectations in terms of developer contributions. It need not necessarily be formal planning guidance, but would be consulted upon and be endorsed by Cabinet. Such a framework would offer limited material weight in determination of future planning applications – this is considered proportionate given the extent of BMBC's ownership and resultant ability to exert influence on the development that comes forward.

c) Infrastructure would be delivered in phases linked to release of plots, and an Infrastructure Delivery Strategy would be beneficial in this regard. Either BMBC could deliver the infrastructure, or attach delivery of infrastructure packages to plots.

d) The aim of the Development Framework would be to avoid the need for an outline planning application for the whole site to preserve flexibility and reduce cost. The approach to infrastructure delivery will influence the planning strategy for the site, with this likely to entail either:

- i. Obtaining an overarching detailed planning consent for site wide infrastructure, and a series of separate detailed consents for plots; or
- ii. Obtaining a series of separate detailed consents for plots and attached infrastructure packages.

e) Plots would be brought to market through a developer

competition and sold in phases, linked to infrastructure provision, car parking rationalisation and market conditions / demand. A “Plot Development Brief” would allow BMBC greater influence over the type and quality of development that came forward (informed by items a, b & c above). Investment prospectuses could be produced to help position plots in the market and provide illustrative development options in advance of this.

f) To ensure design quality and consistency, design guides could be produced (e.g. for public realm and landscape, or building materials palettes).

g) A coordination function could be provided by BMBC, or contracted out to a development manager. An arrangement for maintenance of communal spaces would be needed.

3. Developer Partner

This option would see BMBC procuring a developer to work in partnership with them through a Development Agreement. There are various forms that this could take, dependent upon the Council’s approach to allocation of risk and the degree of control they wish to exert.

Given the extent of car parking on the site and prominence of the site in the town centre, along with a residual land value that may be suppressed, BMBC may be best placed to kick-start regeneration of the site by accepting market and planning risk, with detailed design, construction and

sales risk sitting with the developer. BMBC would invest in the initial pre-planning stages and underwrite the planning application as a means of stimulating regeneration of the town centre. The developer would then invest and take forward the scheme post-planning.

This would result in an arrangement where a developer would provide consultancy advice to the Council during the initial stages of the development, to prepare an illustrative masterplan with accommodation schedule and phasing assumptions, allowing development viability and cashflow requirements to be established along with any gap in funding that may need to be addressed.

This approach would allow BMBC to retain flexibility and a degree of control, but benefit from the capability and expertise that a developer would offer from an early stage.

It is anticipated that the developer partner would take the lead on preparing and submitting a planning application for the site, prior to bringing forward individual plots for development. The planning strategy would require definition, but could comprise an outline application with subsequent reserved matters submissions for plots and infrastructure, or a hybrid application which secured full consent for the early phases of development, with the later phases consented in outline form. Whilst a detailed application could be submitted for the entire site, this may not be preferable in order to retain flexibility over the eventual land uses and development provision on later

phases of the site.

Having secured either an outline or hybrid consent, it is envisaged that the developer would take forward plots for development, either undertaking this themselves or by disposing of plots to others (e.g. house builders). Profits could be proportioned between the Council and developer, based on the agreed contract terms and dependent upon site viability, to allow BMBC to recoup some of the initial up-front investment in securing planning permission.

To make this attractive to a development partner, clarity over the release of plots will be needed, with this being informed by the wider town centre car parking strategy and proposals for provision of new car parking elsewhere and optimisation of car park usage across the town centre. Conversely, a developer would need to be incentivised to bring forward development expediently and not “land bank” the site or focus on other sites within their portfolio at the expense of the Courthouse site. These matters would need to be reflected in the Development Agreement.

Southern Fringe

The Southern Fringe site is in multiple ownerships, with a substantial proportion owned by BMBC. Therefore, routes to development have been considered on a plot by plot basis.

1. Land Fronting Westway

To release this site for development, the existing health facility would require relocation and demolition, and surface car parking would need to be relocated to existing facilities.

Key development opportunities include retail or residential uses. It will be important to ensure that any retail use is complementary to the Better Barnsley scheme – this could comprise larger floorplate “bulky goods” showrooms that are more suited to this site. Residential development could comprise either apartments or town house dwellings – ensuring quality and diversity of unit types and sizes will be an important consideration.

BMBC’s ownership of the site will allow control over the type and quality of development that comes forward. A flexible approach could be taken to determining the preferred land use, with illustrative schemes presented in investment prospectuses to test market appetite, prior to a formal developer competition accompanied by a Development Brief. The HCA Development Partner Panel would offer a potential mechanism for this.

Investment by BMBC in improving the key movement routes bordering this parcel, and creation of new public realm / pocket park to define the gateway to this development area, would support wider third party investment and offer scope for improved quality of development on the site by reducing development infrastructure costs.

2. Former Gala Bingo Site

Recently acquired by an investor, this site benefits from a flexible land use allocation in the Consultation Draft Local Plan (2014). It is envisaged that this it would be developed privately; as part of the development there is scope to secure improvements to key movement routes through the Southern Fringe area including John Street.

3. ‘L’ Shaped Parcel

The parcel between Thomas St / Burleigh St and Joseph St / Heelis St is majority owned by BMBC. Development of the ‘L’ shaped plot as residential dwellings may serve to encourage further development on neighbouring sites and help create a market for residential property in this area of the town. Termination of lease arrangements for the current warehouses on the site would be required, along with acquisition of third party land in the northeast and southwest corners of the site (currently derelict land, some of which is in use as car parking). Surface car parking provision would need to be relocated elsewhere in the town centre and needs to be considered as part of the car

park review. There is scope to build out the site in a phased manner to defer lease terminations, by starting from the north and working to the south and west of the site. Opportunity could be sought to improve the movement routes bounding the site, to increase the attractiveness of the development and encourage movement to and from the town centre.

To bring this site to market, a Development Brief could be produced to afford BMBC a greater degree of control over the type and quality of housing provided, and a developer procured through a developer competition. The HCA Development Partner Panel would offer a potential mechanism for this.

4. Southern Parcel

(bounded by Wood Street, Heelis Street, Joseph Street & New Street)

Comprising two parcels owned by separate landowners, it is envisaged that this site would be developed privately. As part of the development there is scope to secure improvements to key movement routes bordering the site.

Alternatively this site could be acquired by BMBC for delivery of primary school provision if future school places are required.

Eastern Gateway

This site is in private ownership and it is not anticipated that significant infrastructure investment is required to enable development. Notwithstanding this, connectivity between the development and the town centre via the Interchange and Kendray Street will be important in underpinning the attractiveness of the site and driving quality development. It will also allow improved connectivity between communities to the east and the town centre itself, through provision of the Green Spine within the development site.

In this regard, improving the gateway to the Interchange on Swabisch Gmund Way would offer a tangible benefit, as would enhanced connections across Jumble Lane in the form of an accessible footbridge. BMBC is well positioned to deliver both of these interventions in conjunction with key partners.

Housing Delivery Models

Alongside traditional housing delivery models (e.g. sale of land to mass house builder) there are a number of other options that could be adopted. Recent legislative changes, including the Localism Act 2011, Self-build and Custom House-building Act 2015 and Housing and Planning Act 2016, offer scope for more flexible and innovative approaches to housing delivery. Examples of these include:

Starter Homes

An emerging Government initiative to increase the availability of housing for first time buyers. In the case of the Development Opportunity Sites being considered here, and subject to viability, this would allow for 20% of homes to be made available to those looking to start out on the housing ladder at a discount of 20% on market prices, with resale value nominally limited at this level for the first five years following completion.

Off Site Manufacture

Presenting opportunity to improve quality and affordability of housing through off-site manufacture of housing components in a quality controlled factory, it is estimated that this method could reduce the cost of construction projects by 10% to 20%.¹ Legal & General's investment in their facility at Sherburn is set to deliver 3,000 homes in to the market annually, whilst developer Citu are proposing to adopt a similar approach at 'Citu Works' on Leeds Southbank. This demonstrates that the development

market is gearing up to deliver a step-change in provision, which BMBC could take advantage of.

Private Rented Sector (PRS)

Typically backed by institutional investors such as pension funds, this model sees the fund retaining ownership of the property, with residential units leased to tenants through a management company. The PRS model is well-established overseas but has so far had limited presence in the UK. However, this is gradually changing, with a number of fund-backed developers seeking to develop out portfolios of 5,000 units or more across the UK². Locally, this model remains emergent, with a limited number of schemes being delivered in regional centres such as Sheffield and Leeds. In the fullness of time, there is potential for adoption of this model on the Courthouse Campus site, with developers seeking sites that are readily deliverable and offer the ability to achieve premium rental values.

1. Time and cost savings through off site manufacture of new homes (DCLG, August 2015)

2. Examples include Cambourne Capital and Moda Living



Mandela Gardens when first completed

Town Centre Projects

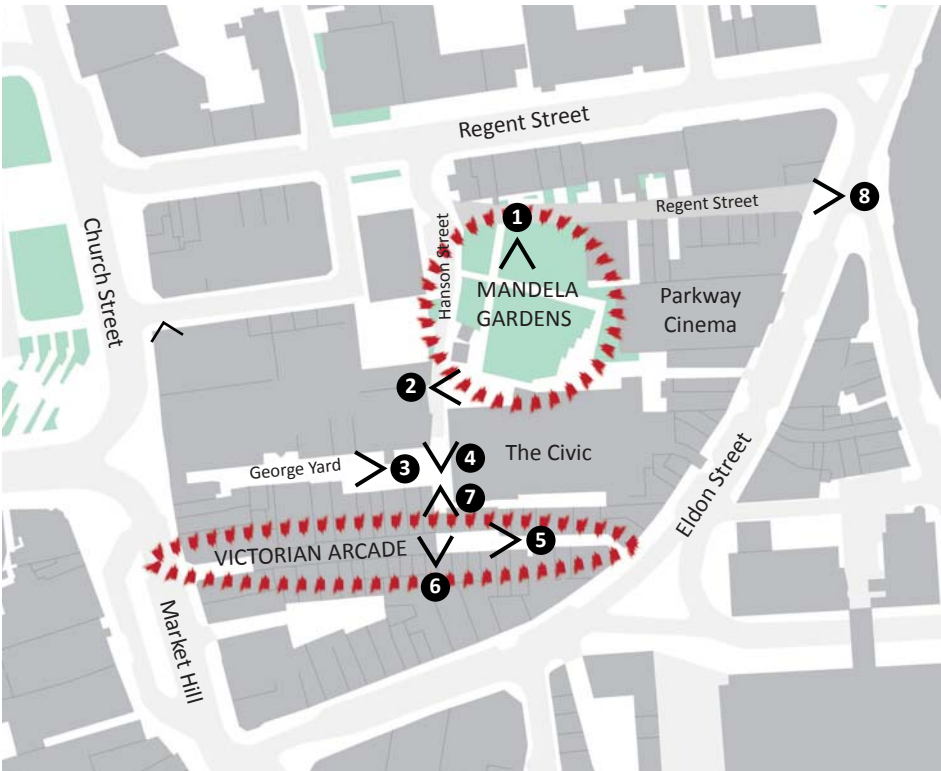
6.1 Mandela Gardens and The Lanes

Site Analysis

To the west of the Interchange is an area of Barnsley known as the Lanes, characterised by it's network of tight knit streets, ginnels and arcades. The area is enclosed by Regent Street to the north, Eldon Street to the south and east and Market Hill and Church Street to the west and is, for the most part, free from vehicles. Within the heart of the Lanes is a green public space associated with the Civic, called Mandela Gardens, with lawns, seating and public art. To the south is the Victorian Arcade, a covered Victorian street lined with small independent businesses. The Victorian Arcade links east-west across the Lanes and will provide a key link to the new Town Centre Square to be implemented as part of the Better Barnsley regeneration. The changing scale of the area provides a rich and varied townscape and gives this part of the town centre a distinctive character that can be built upon to provide a unique offer to Barnsley Town Centre.



Key Plan



Key Areas

 Key area



1 The Civic and Mandela Gardens



2 The Civic rear entrance onto Mandela Gardens



3 George Yard



4 Hanson Street



5 The Victorian Arcade



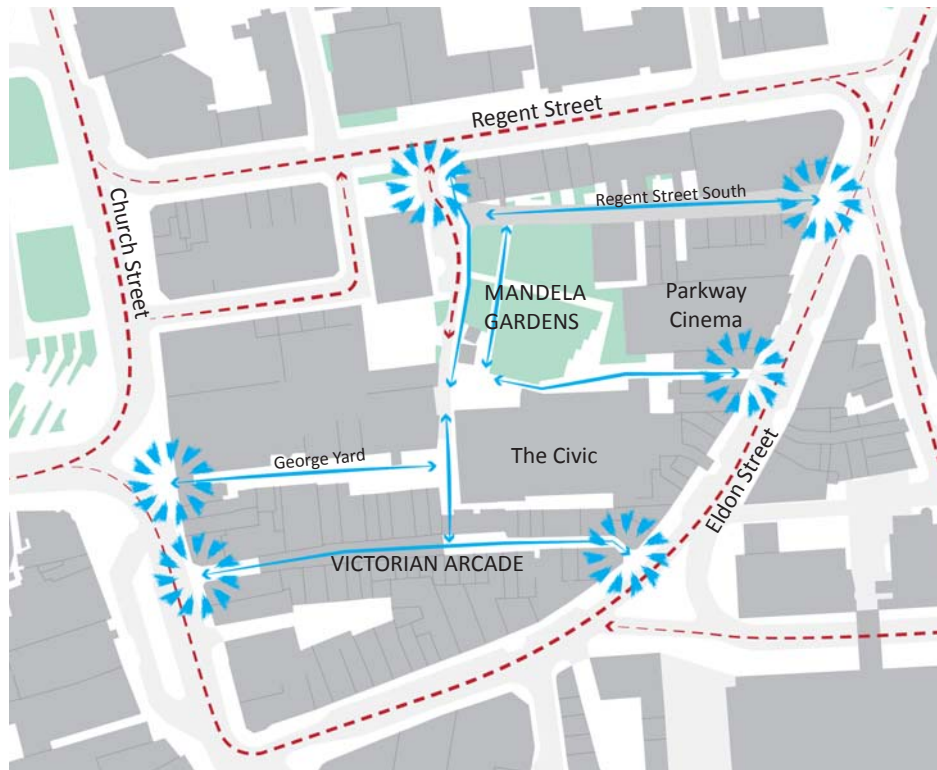
6 The Victorian Arcade link to Hanson Street



7 Hanson Street link to the Victorian Arcade






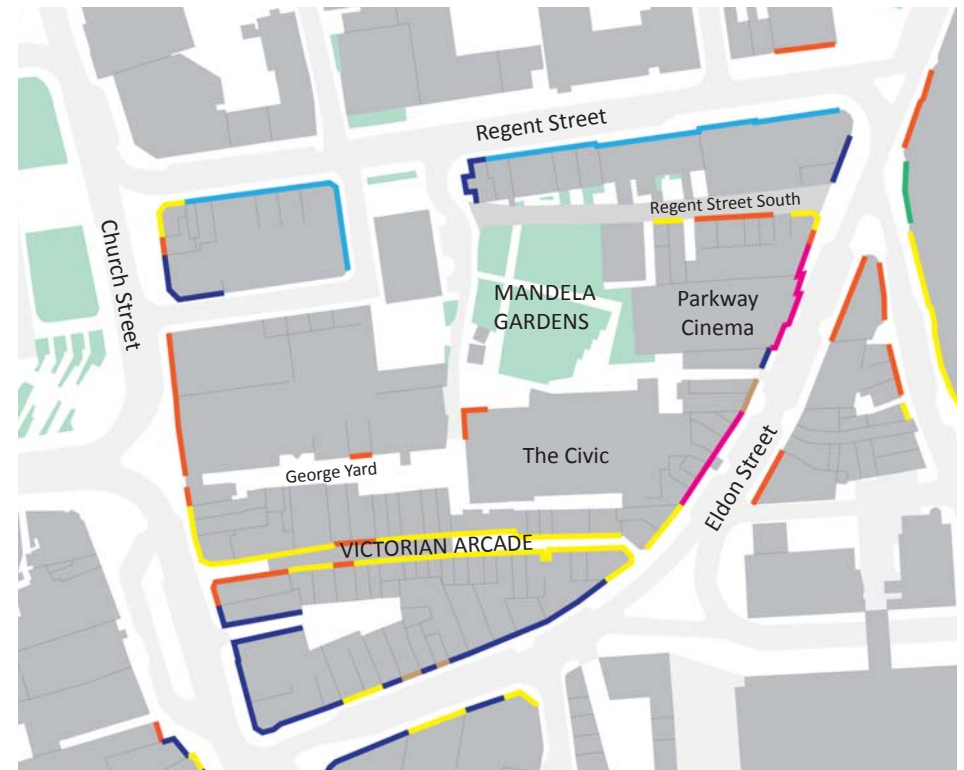
8 Regent Street South from Eldon Street



Movement and Access

The Lanes area is predominately vehicle free and there is a Traffic Regulation Order meaning that traffic is only permitted outside of trading hours. The network of pedestrianised streets contrasts with the busy surrounding roads of Regent Street, Eldon Street, Church Street and Market Hill. The Lanes provide east-west connections from the Interchange to the Town Hall and other main civic and cultural locations and an interesting sequence of streets for visitors to explore. The several gateways into the Lanes are low key and easily overlooked as is the link from Hanson Street to the Arcade.

-  Gateway
-  Pedestrian movement
-  Vehicular movement









Frontages

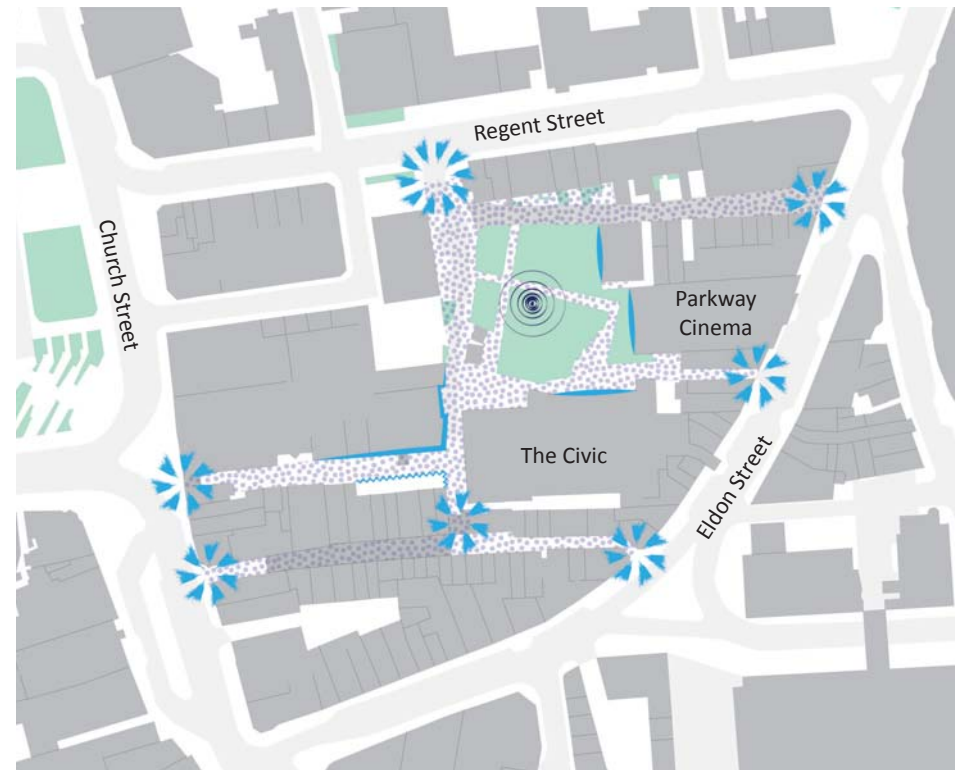
Key buildings in The Lanes include The Civic, which is an arts centre and cultural hub, with a theatre, gallery, exhibiton and workshop spaces, and Parkway Cinema. Both front onto Eldon Street and have inactive facades facing the Lanes. This is typical within this area, with the majority of active frontages facing outwards. The Arcade is an exception lined with shops and food and drink uses. The Lanes are a hub for independent businesses, including cafes, designer boutiques, jewellers, record shop, bakers and barbers.

-  Shops
-  Food and drink
-  Culture and leisure
-  Professional services
-  Private offices
-  Transport
-  Other








Constraints

-  Poor wayfinding making it difficult for pedestrians to orientate and understand routes through
-  Poor quality low impact gateways
-  Blank facades and rear of buildings line Mandela Gardens
-  Anti-social behaviour, particularly within Mandela Gardens and below overhang of the Civic
-  Public space segregated by level changes and tree line
-  Service area with bins on George Yard is an eyesore



Opportunities

-  Enhance the unique character of the lanes
 -  Improve the gateways into the Lanes Area and between Hanson Street and the Arcade
 -  Create more active frontages/features to blank facades
 -  Provide screening to waste storage area
 -  Programme of events and activities within Mandela Gardens
- In Addition
- Provide a different retail offer to Better Barnsley and rest of town centre with independent businesses
 - Develop a new hub of food and leisure uses

Landscape Proposals

The unique character of the Lanes area with its network of pedestrianised streets, ginnels and arcades and hub of independent businesses should be celebrated and enhanced. We have identified a series of small, achievable interventions which build upon existing qualities to encourage the transformation of The Lanes into a lively, exciting new district where visitors can explore, shop, dine and take in Barnsley's cultural offer. The light touch proposals will support and strengthen The Civic's ambitious regeneration plans. Barnsley Civic Enterprise Ltd, the Trust that owns and runs The Civic are keen to collaborate and support improvements in this area and are planning how they can extend their work in relation to outdoor programming in the space. Conversion of Regent House to residential apartments will also bring advantages, creating increased movement and passive surveillance of the space. Improvements to this area will encourage the growth of new independent businesses with cafes and bars providing a higher end night time offer. The Lanes will become a vibrant, eclectic, energetic district providing a destination in its own right, as with the popular Brighton Lanes or Melbourne Laneways.



Branded signage

To carry a strong clear branding which reinforces the identity of the area and how it should be perceived. To be located at gateways and key changes of direction to aid wayfinding, bold in key locations for impact and subtle in secondary locations to maintain a sense of exploration. To include a variety of carefully selected options, including fingerpost signs on Hanson Street and archways over entrances, all should maintain a clutter free environment. **1**



Enhanced gateways into The Lanes

To entice visitors and create a vital positive first impression. All obstacles to be removed, framed views created into the streets and public spaces, lighting interventions and branded signage, such as archways over entrances. The alleyway between the Civic and Parkway Cinema to be improved with resurfacing to bring in line with the surrounding quality within The Lanes, lighting interventions and artwork on blank facades. **2**



Enhanced link to The Arcade from Hanson Street

To add drama and aid wayfinding through the use of signage, lighting and artwork on blank building facades.



Improved lighting

To complement the existing lighting scheme for the Civic and Mandela Gardens. A minimum level of light to be provided throughout to provide a sense of comfort and safety with key facades and features highlighted and the introduction of playful lighting installations as a mechanism to transform locations such as the alleyway between the Civic and Parkway Cinema. See section 6.1 for more details. **3**



Waste storage screening on George Yard

Artwork or a green wall used to screen waste storage areas to provide an improved outlook and setting. **4**



Creating a feature of a blank facade

Blank building facades bordering Mandela Gardens to provide a canvas for artwork or

activity, such as film screenings, in collaboration with the Civic and Parkway Cinema. **5**



Active frontages

To encourage street frontages to have an active engagement between those on the street and those on the ground floors of buildings. For example cafe and retail spillout to bring interest, life and vitality throughout the day and evening, which in turn helps to deter anti social behaviour and create a sense of safety. Active frontages achieved through working closely with existing businesses and building owners. **6**



Programme of events and activities

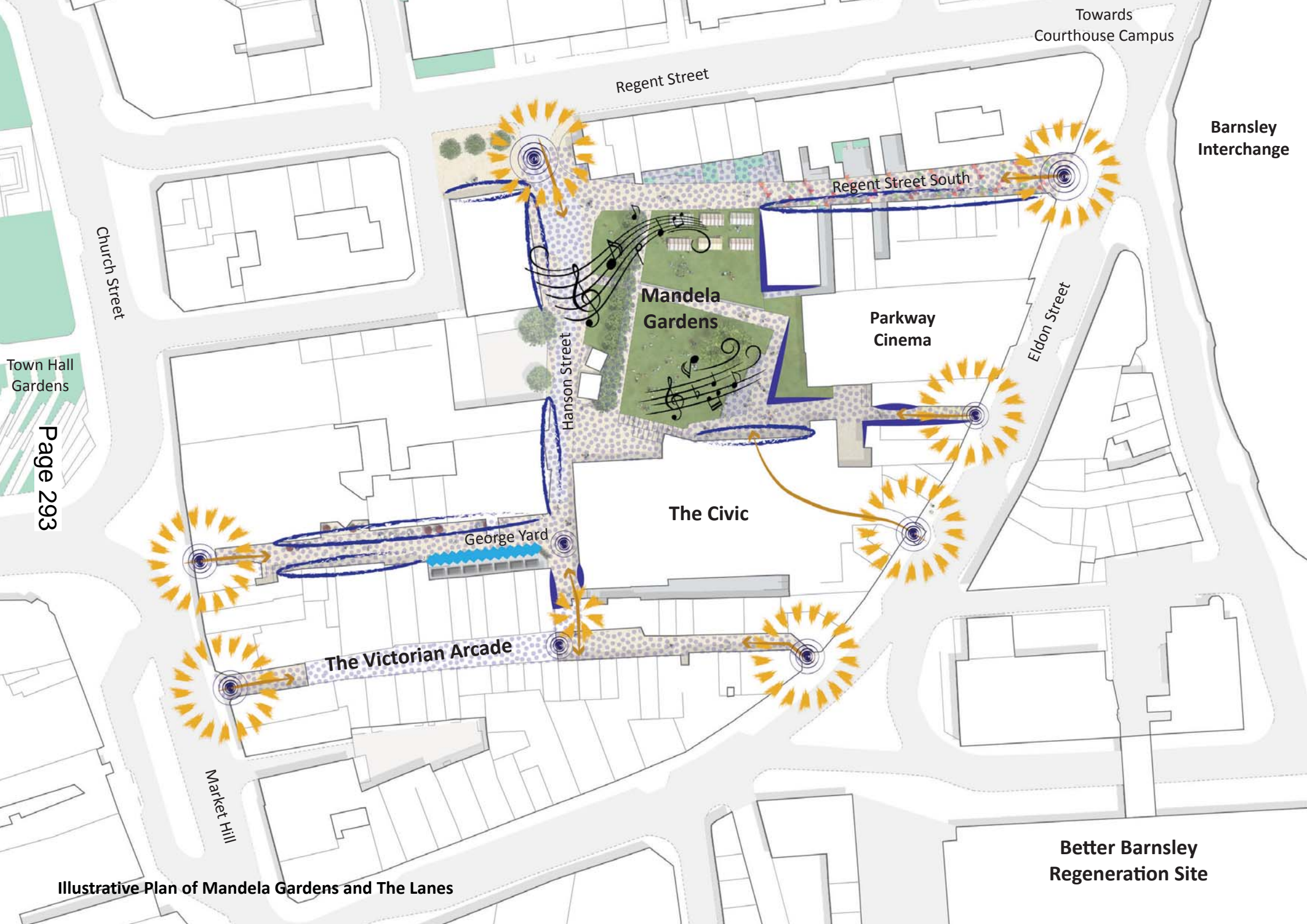
To inhabit the public spaces and draw in a wide variety of visitors from Barnsley and further afield. To include a mix of regular events and large scale seasonal events, such as performances, workshops or activities related to the work of the Civic. **7**

Independent businesses

To build upon and enhance the existing offer within The Lanes, including antique, clothes, bric a brac, cafes, bars etc. To provide an alternative offer to the more commercial retail and national chain stores found in other areas of Barnsley. **8**

Managed maintenance

To ensure the streets and public spaces are maintained to the highest standard, in particular the lawn in Mandela Gardens.



Towards
Courthouse Campus

Barnsley
Interchange

Regent Street

Regent Street South

Eldon Street

Parkway
Cinema

Mandela
Gardens

The Civic

George Yard

The Victorian Arcade

Market Hill

Better Barnsley
Regeneration Site

Illustrative Plan of Mandela Gardens and The Lanes

Church Street

Town Hall
Gardens



1 Branded signage



2 Archways announcing the entrance



3 Lighting installations to transform narrow streets



4 Green wall to screen waste storage



5 Blank facade turned into an outdoor cinema



6 Cafe spillout to bring life to the public realm



6 Active frontages



7 Activities and events within the public spaces



8 Hub of independent retailers



Sketch View of Mandela Gardens

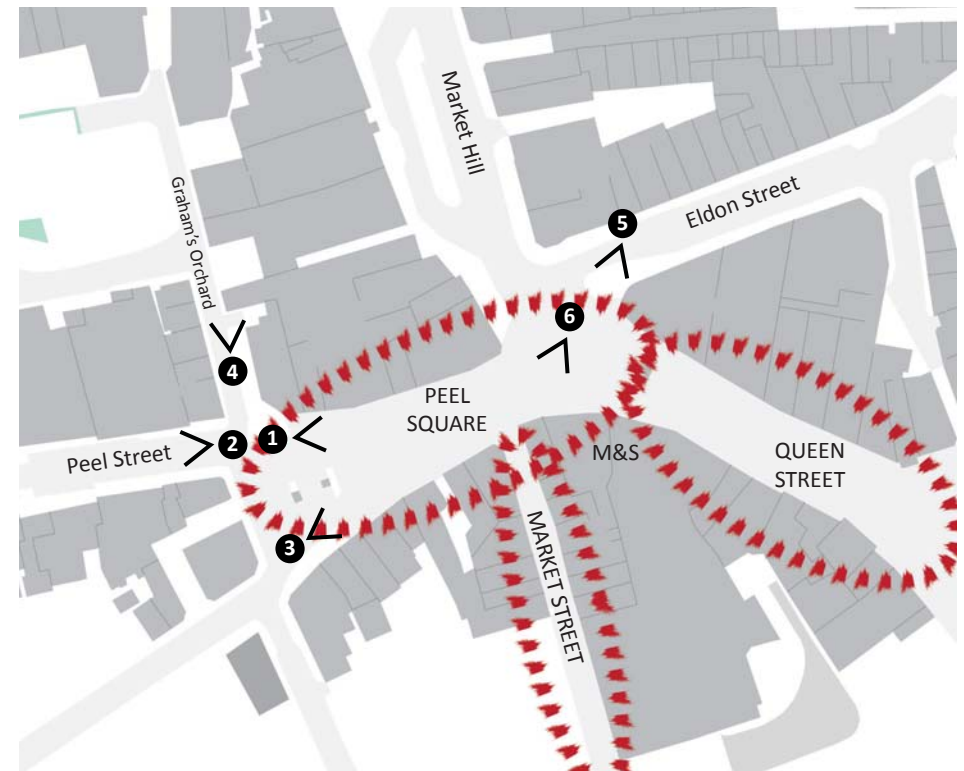
6.2 Peel Square

Analysis

Peel Square is currently the key public space within the retail centre of Barnsley linking to the pedestrianised retail streets of Queen Street, Cheapside and Market Street, which accommodate some of the highest footfall within the Town Centre. The square is a hub for banking and provides a temporary location for Barnsley's market stalls, which will be relocated to Better Barnsley once the development is complete. The square is a hard paved public space with public toilets and pop up food van. Unfortunately anti-social behaviour, centered on the public toilets, has made Peel Square an uninviting place for some visitors. The square is in a prominent central location in the Town Centre and moving forward must complement the new Market Square being delivered as part of the Better Barnsley development.



Key Plan



Key Areas





1 North edge of Peel Square



2 Peel Street



3 Peel Square from Peel Square Street



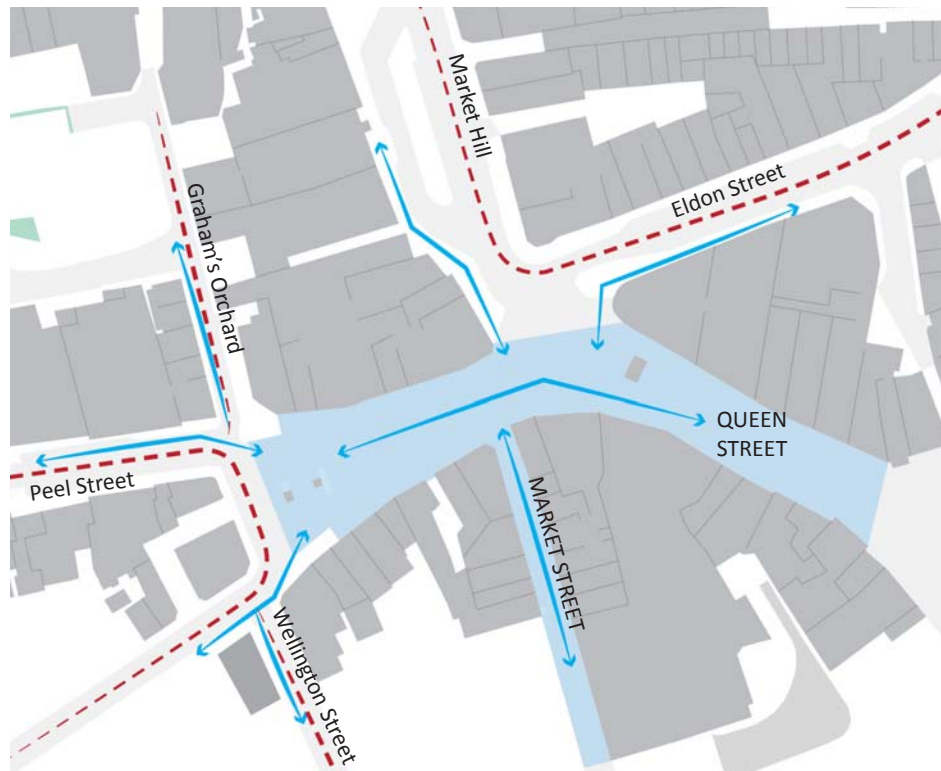
4 Graham's Orchard north



5 Entrance to Peel Square from Eldon Street



6 Peel Square from Eldon Street edge



Movement and Access

Peel Square forms a point where many key pedestrian routes converge and cross and the space seamlessly merges to the surrounding pedestrianised shopping streets of Queen Street, Cheapside and Market Street. Eldon Street, leading to the Interchange, passes to the north of the square where there is a location for taxi drop off. Controlled service access for the surrounding businesses is along the north and south edges of the square.

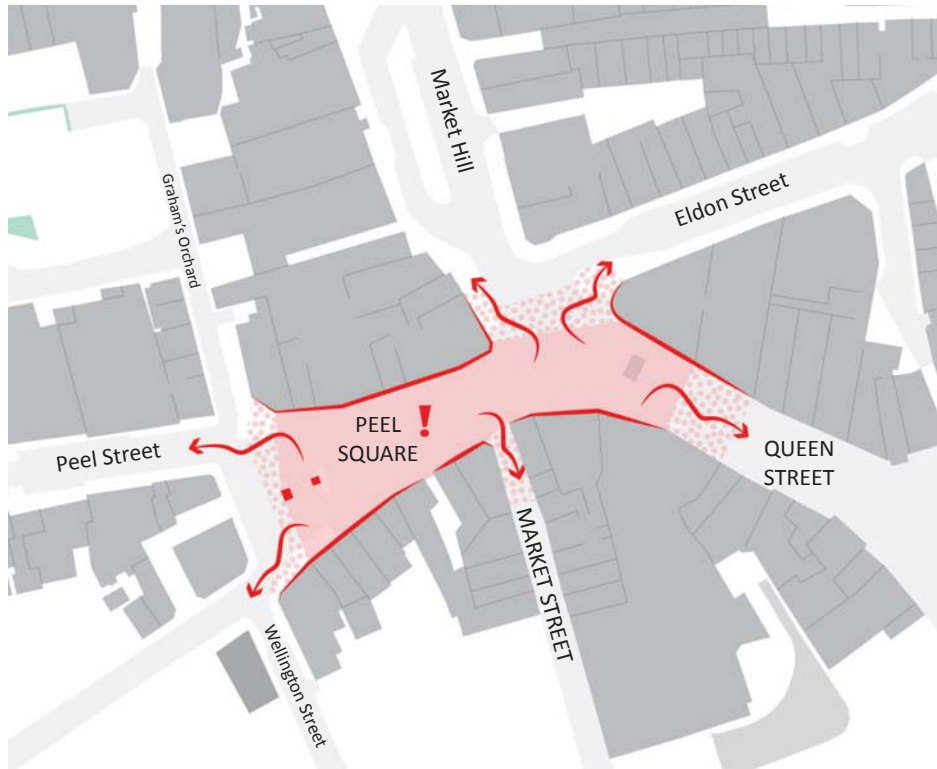
- Pedestrianised area
- ↔ Pedestrian movement
- - - Vehicular movement



Frontages

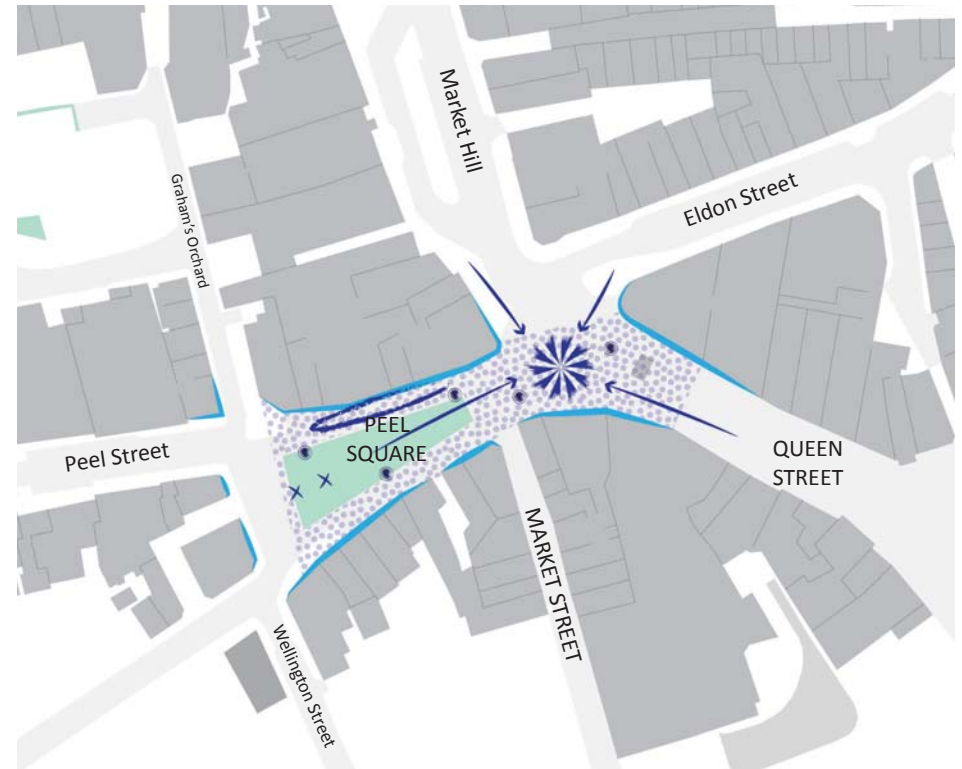
The square is a hub for banking with the Yorkshire Bank, Halifax and Santander and the key anchor store of Marks and Spencer holds a prominent location. In addition there are some smaller businesses, including opticians, bookmakers and food and beverage. Peel Square is lined with active frontages although shop signage and facades are inconsistent and in some cases of low quality.

- Shops
- Food and drink
- Culture and leisure
- Professional services
- Private offices
- Transport
- Other



Constraints

- Poor wayfinding
- Prone to anti-social behaviour
- Unattractive public toilets access
- Poor boundary definition to the square
- Shortage of features in public space
- Inconsistent and low quality shop frontages and signage



Opportunities

- Blank canvas for design
- Soft landscape provision
- Create focal point
- Improve frontages to square
- Create spillout to activate the square
- Enhance/ remove public toilets
- Seating provision for pedestrians to relax away from the main thoroughfare

Landscape Proposals

Peel Square is a well known and key public space in Barnsley Town Centre. Despite its distinguishable size and location, it is a fairly low quality featureless space. When the market stalls are relocated to Better Barnsley the square will need to work hard to provide a new draw for visitors and to benefit the surrounding businesses. Landscape proposals in Peel Square should complement proposals for investment in Graham's Orchard and Peel Street, where there is proposed resurfacing of the carriageway and pavement to provide a more uniform and higher quality streetscape. Peel Square itself provides a blank canvas and opportunity should be taken to reimagine the space, and create a high quality public square which has a strong character and identity with focal points and features.

The baseline analysis revealed the lack of green public space within the central and southern areas of the town centre and retail core. Peel Square could fill this missing gap by providing a balance of green space and hard public space, which would complement the proposals for the new Market Square in Better Barnsley. The design must integrate solutions to tackle the problems of anti-social behaviour. Peel Square should provide a safe tranquil space away from the main thoroughfare, a place for people to meet, to pause and to relax. Future design needs to be carefully considered to take account of future maintenance implications whilst putting Peel Square back on the map exemplifying high quality public realm design.

The proposals are described here and illustrated on the opposite plan. Numbers relate to the precedent images on the following pages.



Improved signage

To tie in with the signage strategy within Better Barnsley to create an integrated and comprehensive Town Centre. Signage to be located at gateways and key changes of direction to aid wayfinding and to include a variety of carefully selected options. **1**



Unified surfacing

A carpet of high quality paving to raise the standard of the space, bringing it in line with other notable public realm in Barnsley. Paving to define the edges of the square and provide a shared surface giving priority to pedestrians. **2**



Shop front guidance

To configure high quality and consistent shop frontages to increase the standard of the shopping areas and influence the character of the square. **3**



Feature to the square

To provide a well considered focal point at the convergence of routes to form a landmark and generate activity and interest on the square, such as public art or a water feature. **4**



Spillout onto the square

To encourage cafe spillout, particularly maximising the sunny position to the north of the square. To bring interest, life and vitality throughout the day and evening which in turn will help to deter anti social behaviour and create a sense of safety. **5**



Seating

To provide a choice of seating encouraging people to pause and relax in the public space. **6**



Soft landscape areas

To widen the offer of public spaces within Barnsley Town Centre, to green the townscape and create a defining character to Peel Square. Raised lawn areas to provide informal seating and trees to offer shade and create seasonal variation. **7**



Performance space

Designated performance space to celebrate and encourage the existing activity of busking. **8**

Improved lighting

Early night time assessments for 'Purple Flag' criteria highlighted an issue with the quality of lighting in Peel Square. Catenary lighting is proposed to distinguish and characterise the space, and provide a consistent light level to deter anti social behaviour. The suspended lighting reduces clutter in the landscape. **9**

Public toilets removed

To remove the eyesore from the square and help to discourage anti-social behaviour. Public toilet requirements to be met within the Better Barnsley development.



Graham's Orchard improvements

To tie in with the proposed resurfacing of the carriageway and pavement.

Illustrative Plan of Peel Square



Market Hill

Eldon Street

Towards Barnsley
Interchange

Queen Street

Towards Better
Barnsley

Marks and
Spencer

Market Street

Wellington Street

Street



1 Signage



2 Carpet of high quality paving to unify the square



3 Consistent shop frontages



4 Feature to the square



5 Cafe spillout onto the square



6 Seating



7 Raised lawn areas for informal seating



8 Performance space



9 Catenary lighting

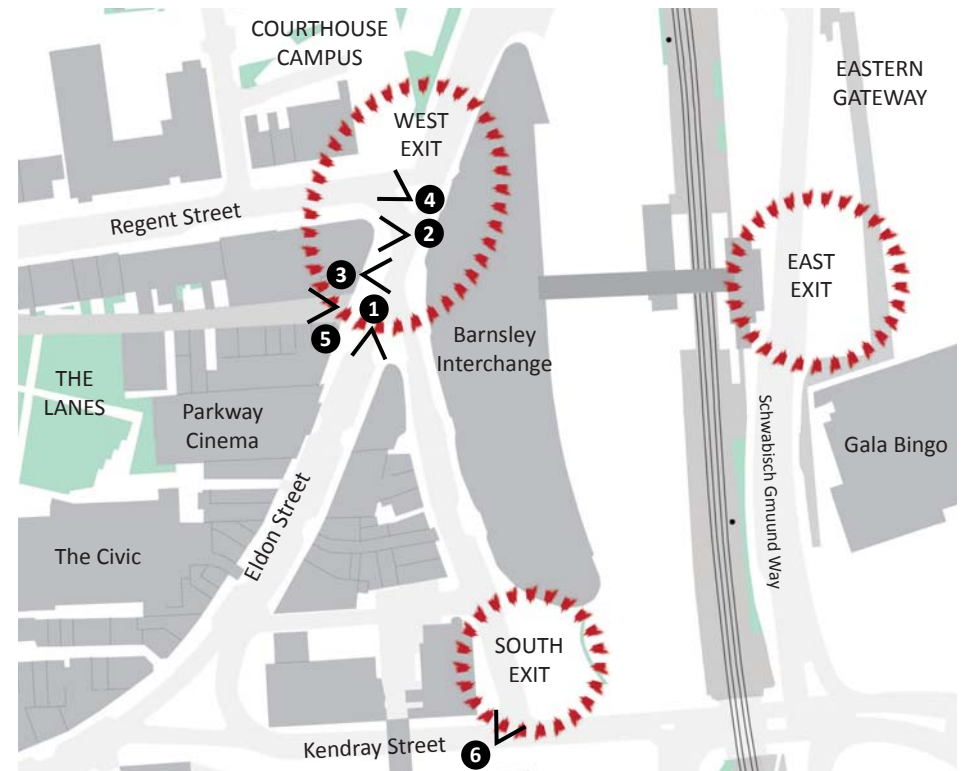


Sketch View of Peel Square

6.3 The Interchange

Site Analysis

Barnsley Interchange is a hub for visitors arriving to the Town Centre by public transport, providing rail and bus connections. The landmark Interchange building opened in 2007, and has a bold curving form with a vibrant street frontage and three key entrance/ exits. The west Eldon Street exit opens onto the Lanes area and is of low impact, with poor wayfinding and a lack of route hierarchy. The south Kendray Street exit fronts a public space with pleached trees and a public art feature marking the mining heritage. This square will become the main exit to Better Barnsley. The east exit is on Schwabisch Gmund Way and will become the main connection to the Eastern Gateway site. The Interchange and surrounding area provide the vital first impression of Barnsley to many visitors and must be of high quality and enable people to continue their journeys through the Town Centre pleasurably and with ease.



Key Areas

 Key area



1 Eldon Street - Midland Street from the Interchange



2 Eldon Street crossing for the Interchange Exit



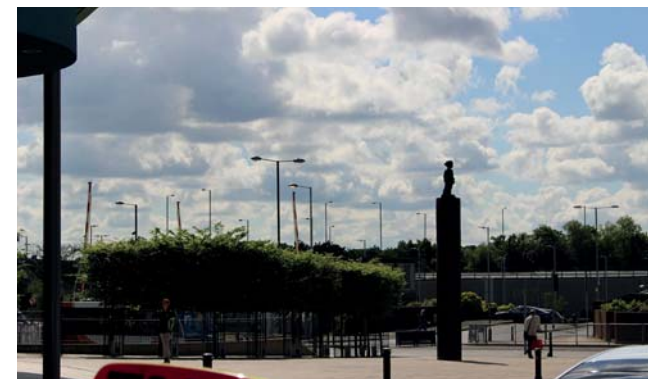
3 Barnsley Interchange West Exit



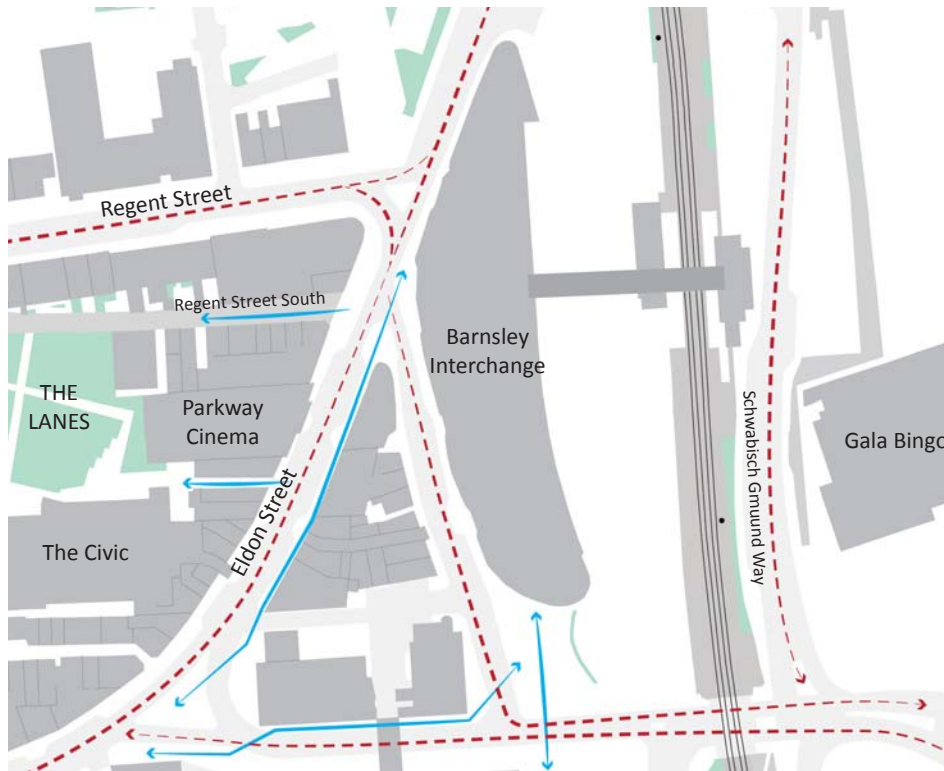
4 Eldon Street North from the Interchange Exit



5 Regent Street South from the Interchange Exit



6 Interchange Square



Movement and Access

The Interchange is the point of arrival to Barnsley for many passengers travelling by bus and rail. On the Hallam line, rail services operate frequently to Wakefield Kirkgate and Leeds and on the Penistone line to Huddersfield, Sheffield and Nottingham. The Interchange is located between Eldon Street (a main one way street through the Town Centre) and Schwabisch Gmund Way.

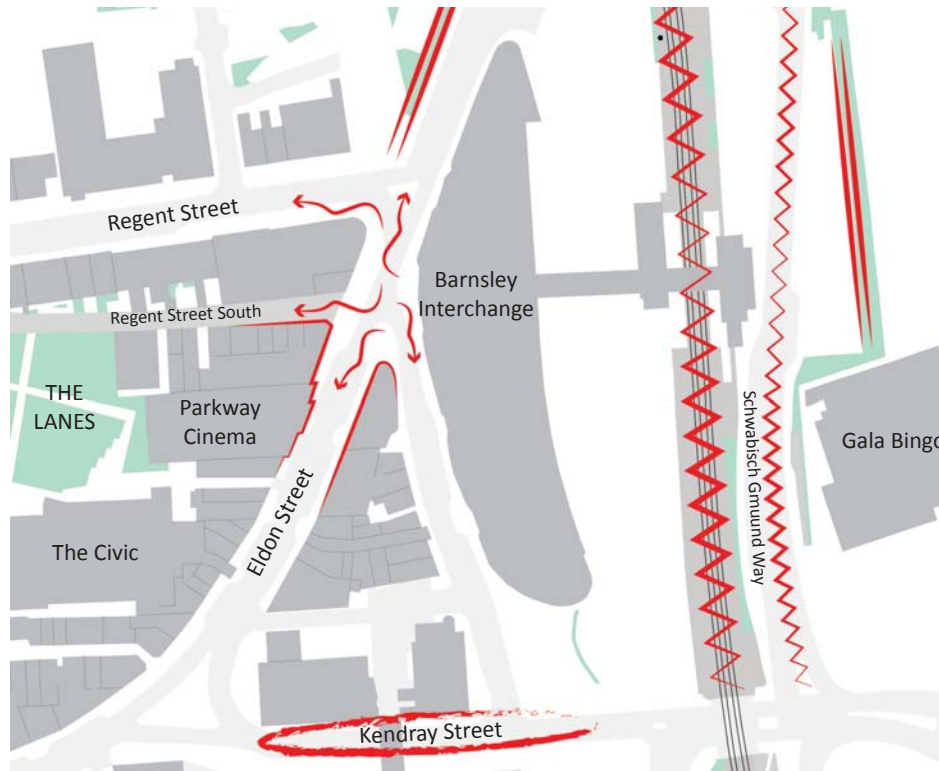
- Pedestrian movement
- Vehicular movement
- Railway line









Frontages

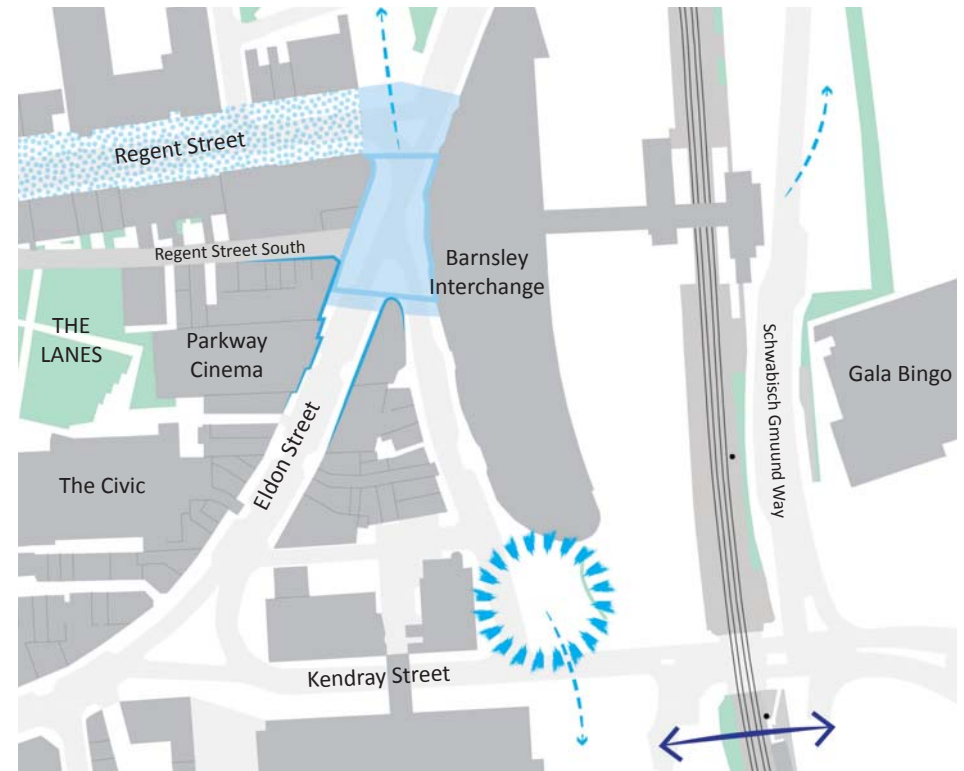
The business frontages on Eldon Street and Regent Street South are the first view of Barnsley for many visitors. They are currently of variable quality, many are poorly maintained and signage and frontage treatment is inconsistent. The Civic is an attractive Victorian building providing a landmark to the area.

- Shops
- Food and drink
- Culture and leisure
- Professional services
- Private offices
- Transport
- Other










Constraints

-  Poor wayfinding
-  Inconsistent and low quality shop frontages and signage
-  Roads creates barrier to movement
-  Railway line creates barrier to movement
-  Level change creates a visual barrier
-  Taxis and vehicle routes on to Kendray Street will detract from the pedestrian experience following completion of Better Barnsley.



Opportunities

-  Improve frontages
-  Shared surface
-  High quality street with view to Town Hall
-  Landscape improvements to link entrance area with high quality Regent Street
-  Improved links to development sites
-  New bridge link
-  Improved and well connected south entrance

Landscape Proposals

The landscape proposals focus on the west exit of the Interchange on to Eldon Street. More detailed proposals for the southern Interchange area are currently being developed in coordination with the Better Barnsley Scheme. Proposals for improvements to the eastern entrance area are captured in the Eastern Gateway development opportunity site framework (ref Section 5.4).

The west exit to the Interchange is the first view of Barnsley Town Centre for many of the visitors arriving by public transport. The regeneration delivered as part of Better Barnsley will bring more visitors and movement through the Interchange, making these gateways increasingly important spaces. It is vital to create a positive first impression of a high quality, welcoming and animated Town Centre and to clearly guide visitors to their further destinations.

On departing the Interchange at the west exit there are a number of streets leading to different parts of the Town Centre. The proposals look to create a clearer hierarchy of routes and improved signage for better wayfinding and the introduction of a shared surface to improve pedestrian movement.

The proposals are described here and illustrated on the opposite plan. Numbers relate to the precedent images on the following pages.



Improved signage

To tie in with the signage strategy within Better Barnsley to create an integrated and comprehensive Town Centre. Signage should clearly demonstrate and enhance the hierarchy of routes and be located at gateways and key changes of direction to aid wayfinding. To include a variety of carefully selected signage options. ①



Enhanced gateway into The Lanes

To entice visitors and reinforce the identity of the area. Framed views created into the streets and public spaces, lighting interventions and branded signage, such as an archway over the entrance. For further details see section 6.1. ②



Enhanced gateway to Regent Street

To give greater prominence to the street and views to the Town Hall which are an asset to Barnsley. To provide better integration with the Interchange and Eldon Street through extended paving surfacing and improved signage.



Shared surface principles

To give greater priority and improved movement to pedestrians. Segregation of pedestrians and vehicles should be minimised through use of a unified paving surface and flush kerbs encouraging drivers to reduce speeds and create a safer pedestrian environment. ③



High quality surfacing

A carpet of high quality paving to raise the standard of the entrance, bringing it in line with other high quality public realm in Barnsley. Paving to define the shared surface, giving greater priority to pedestrians. ④



Shop front guidance

To configure high quality and consistent shop frontages to increase the standard of the streets and improve first impressions. Key frontages for improvement include the corner of Eldon Street and Midland Street, and Eldon Street and Regent Street South. ⑤



Active frontages

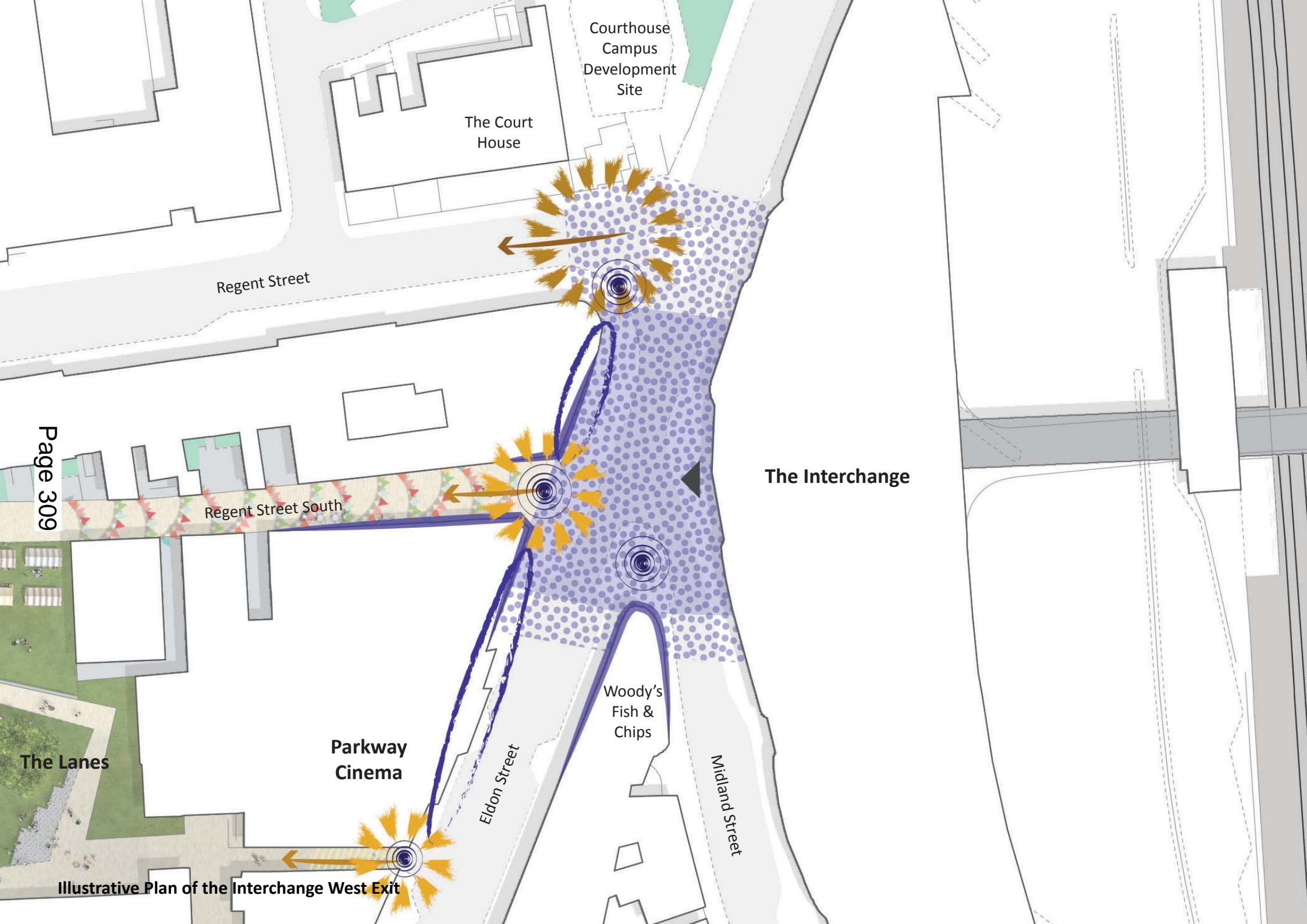
To encourage building frontages to have an active engagement with the street to bring interest, life and vitality to the area. ⑥

Improved lighting

There should be a consistent light level to ensure that the area is welcoming and safe at all times of the day and night.

Removal of street clutter

Remove existing unnecessary street furniture and reduce street clutter to create an integrated carefully thought out public realm.



Courthouse
Campus
Development
Site

The Court
House

Regent Street

The Interchange

Regent Street South

Woody's
Fish &
Chips

Midland Street

Eldon Street

Parkway
Cinema

The Lanes

Illustrative Plan of the Interchange West Exit



1 Signage for routes



2 Enhanced gateways to The Lanes



3 Shared surface



4 High quality paving



5 Enhanced shop frontages



6 Active frontages





Town Centre Wide Strategies

7.1 Lighting

A robust and integrated lighting strategy is vital to create a positive image for the town centre after dark.

Currently in Barnsley Town Centre there is a variety of lighting, of varying design and age. Lighting, for the most part, focuses on function with the addition of feature lighting at the Town Hall, Mandela Gardens and in The Arcade.

A lighting strategy for Barnsley Town Centre should provide a base level of lighting to create a comfortable level of light during the evenings and ensure that the streets and spaces are safe and welcoming for visitors. In addition to this functional lighting, opportunities for highlights should be identified to create focus points of selected architectural and landscape features, such as The Civic and key trees. Within our proposals we recommend playful lighting installations to provide positive transformation of space, such as a currently neglected alleyway within The Lanes. Catenary lighting in Peel Square could help define and characterise the space whilst providing a consistent level of light to help tackle anti social behaviour.

Lighting can improve both the legibility of the town centre and it's ambience, so that more people are encouraged into areas for evening cultural, social and economic activity. The choice of light and lighting furniture would also reinforce the individual characters of different areas and support connectivity to the fringes of the town centre.



Facade feature lighting



Playful lighting features, example of circular street luminaires



Example of contemporary street



Catenary lighting

7.2 Public Art

Public art takes the form of a variety of media and is accessible to all, adding an extra dimension to the streetscape, provoking surprise and pleasure and encouraging exploration and connection with the urban environment.

The Barnsley Public Art Strategy (2014) provides a vision and guide to support the commissioning and/or deployment of public art. The vision is stated below:

“The arts in the public realm will: contribute to Barnsley’s distinctiveness, enabling residents and visitors to engage with and discover the Boroughs’ cultural heritage and future through ambitious, innovative commissioning; create lasting memories of positive experiences of Barnsley as a place, exploring landscapes, the built environment, and most importantly the character of Barnsley - its people.”

During production of the strategy three permanent artworks were commissioned: Barnsley PALS WWI Commemorative Artwork; Loom; and T’int Tin Tin.

The location and message of new public art in Barnsley Town Centre is important and should be carefully considered. Pieces can be site specific, incorporating community engagement and collaboration. A key site identified for a landscape feature, which could take the form of a water feature, public art piece or other is Peel Square, at the location where key routes converge. Public art could also be integrated within the proposed public realm improvements at the Courthouse Campus, the proposed footbridge over the railway line, and other key locations within the town centre.



Red Ball Project - A fun and interactive project which could make a feature of the narrow streets in The Lanes



Richard Serra Sculpture - Contemporary public art with curving shapes contrasting with linear architectural forms



Waterfront Public Art - Playful features integrated with functional items and street furniture



Cow Parade, Manchester - Features forming an art trail, providing a way of exploring and connecting with the urban environment

7.3 Digital Technology

Through integration of digital and transport technologies a more personalised, time-efficient and convenient urban mobility solution can be provided.

Greater adoption of digital technology offers the opportunity to deliver services more efficiently and effectively, enhance social and digital inclusion, and achieve positive environmental benefits - and in doing so enhance the brand and perception of Barnsley town centre.

Smart Transport

Through integration of digital and transport technologies a more personalised, time-efficient and convenient urban mobility solution can be provided.

Whilst many smart transport initiatives will be best delivered at a broader scale, some small scale and readily deliverable interventions for the town centre could include:

- **Electric Motor Scooter Sharing:** to meet the needs of last mile mobility and the desire of providing comfortable public transport service, BTC could install and maintain an electric motor sharing service. This service could be integrated into a tap payment card system and an app could support its use in the town.
- **Bike Share Schemes:** Already popular in many UK towns and cities, bike share schemes offer a low carbon and healthy transport option for short journeys including

commuting and leisure trips. There is already a Bike & Go scheme in the Interchange, with scope to expand this service across the town centre. Electric bikes are increasing in popularity and would broaden the appeal of a bike share scheme, particularly to respond to Barnsley's topography which may deter some potential cyclists. Integration with a smart phone app would allow quick payment and easy identification of bike hubs across the town centre.

Smart Parking

Smart parking strategies are increasingly implemented in cities and towns. Their purpose is to mitigate congestion and cut carbon emissions by distributing real time parking space information to help drivers reduce circling time.

Smart parking offers the following potential advantages for Barnsley:

- **Balance Parking Space Demand and Supply:** It could help manage town centre parking space demand and supply in real time. By distributing information on the location of available parking, BMBC could improve parking space utilisation, reducing operating costs and carbon emissions, and releasing land for development.
- **Economic Opportunity:** Smart parking could enable the introduction of dynamic pricing based on real time parking space demand and supply. This could be an opportunity to increase revenue from parking and encourage use of



Bike and Go Scheme in Sheffield



Wifi in the Town Centre

7.4 Gateways

alternative modes of transport for commuting purposes in particular. Automation of the parking charging process through sensors, digital portals and integrated payment systems could help BMBC reduce the cost of parking operation and enforcement.

- **Positive User Experience:** It could help reduce the time taken to find parking and reach the user's final destination, improving the experience for leisure and business travellers and encouraging repeat visits to Barnsley Town Centre.

Free Public Wi-Fi

Offering free Wi-Fi would greatly assist with digital inclusion by providing free unlimited access to anyone that wishes to access a set of pre-defined (wall-gardened) public internet locations that would be agreed with the council based upon the social benefits they provide to the community, i.e. council transactions, job seeker, health and education sites.

Gateways are important to the success of any Town Centre. They are critical to ensuring a sense of arrival, and firmly demarcate the extent of the Town Centre.

There are a number of notable gateways to Barnsley Town Centre by road, foot and public transport. Whilst some currently convey a strong sense of arrival, others are notably poorer and of low impact, particularly the gateway across Kendray Street over the railway line which currently segregates the residential areas to the east; the Interchange which has poor wayfinding from its exits; and the A628/ A61 gateway to the south.

Opportunities to improve the quality of gateways should be identified through a dedicated study. Proposals should employ high quality design, and contribute strongly towards achieving a 'sense of place'. There may be a role for higher density, larger scale buildings or public art to provide landmarks. Improved lighting, surface materials and street furniture can contribute to a high quality public realm. The Interchange proposals described in Chapter 6 look to improve the gateway from the eastern exit of the Interchange through creation of a shared surface and eye catching signage proposals to provide improved pedestrian movement.



Clearly defined entry points to the town centre



Carefully defined focal points in the public realm



Project Delivery

8.1 Policy Alignment & Funding Options

The tables below provide a high level summary of the alignment between the proposed projects and key local and regional policies, including those of BMBC and other partner organisations. Potential funding sources are also identified; in the case of Combined Authorities and Network Rail it is likely that there are multiple funding routes through the organisations listed, and these can be identified in further detail as the projects are developed further.

| | Project | | | | | | | | |
|-------------------------------------|-----------------------------|-----------------|-----------------|------------------------------|-------------|--------------------|-------------------------------|-----------------|-----------------|
| | Town Centre Projects | | | Town Centre Wide Initiatives | | | Development Opportunity Sites | | |
| Policy | Mandela Gardens & The Lanes | Peel Square | The Interchange | Lighting | Public Art | Digital Technology | Courthouse Campus | Southern Fringe | Eastern Gateway |
| Policy Alignment | | | | | | | | | |
| Town Centre Action Plan | (1) (2) (4) (5) | (1) (2) (4) (5) | (2) (3) (4) (5) | (2) (4) | (1) (2) (5) | (5) | (1) (3) (4) | (1) (2) (3) (4) | (1) (3) (4) |
| SCR – Housing Growth | | | | | | | ✓ | ✓ | ✓ |
| SCR – Employment Growth | | | | | | | ✓ | ✓ | |
| SCR – Regeneration of Urban Centres | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| SCR - Connectivity | | | ✓ | | | ✓ | | | |
| Network Rail – Network Safety | | | ✓ | | | | | | |

| | Project | | | | | | | | |
|------------------------------------|-----------------------------|-------------|-----------------|------------------------------|------------|--------------------|-------------------------------|-----------------|-----------------|
| | Town Centre Projects | | | Town Centre Wide Initiatives | | | Development Opportunity Sites | | |
| Policy | Mandela Gardens & The Lanes | Peel Square | The Interchange | Lighting | Public Art | Digital Technology | Courthouse Campus | Southern Fringe | Eastern Gateway |
| Potential Funding Routes | | | | | | | | | |
| SCRCA ¹ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| HCA | | | | | | | ✓ | ✓ | |
| Network Rail ² | | | ✓ | | | | | | |
| BMBC | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Local Businesses | ✓ | ✓ | ✓ | | | | | | |
| Developers (3 rd Party) | | | | | | | ✓ | ✓ | ✓ |
| S.106 / CIL | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |

¹ SCRCA offers a funding route via the SCR Infrastructure Fund. Future commissioning calls for projects are expected to stem from the SCR Integrated Infrastructure Plan, with decision making through the Infrastructure, Transport and Housing Executive Boards (funding quantum not yet known).

² Options include the National Stations Improvement Programme (NSIP), Access for All Fund, Level Crossing Risk Reduction Fund and Network Rail Discretionary Fund (NRDF)

8.2 Project Phasing & Timescales

Indicative project phasing and timescales are set out in the diagram below, with a more detailed indicative programme provided at Annex A. This considers the scale and complexity of the interventions proposed and the varying degree of control that BMBC can exert over each project. Proposals in this document should compliment and integrate with the ambitious regeneration scheme at the Civic Theatre. The programme is based on the following assumptions:

- Improvements to Mandela Gardens will be funded by BMBC along with local businesses and organisations, and therefore external funding processes will not be a programme factor.
- It is assumed that the Better Barnsley scheme will complete end of Q1 2019.
- Following completion of Better Barnsley, market stalls can be relocated from Peel Square, enabling redevelopment of this area.
- Funding for Peel Square, The Interchange and Development Opportunity Sites will be sought simultaneously as one integrated package of works. It is assumed that schemes will attain 'programme entry,' and subsequently progress through business case and delivery phases linked to progress of development sites and sequencing of other packages of work (including Better Barnsley).
- The timescales for achieving programme entry are dependent upon the funding route pursued, noting that timescales for commissioning through the SCR IIP have not yet been confirmed. Therefore an assumption has been made at this stage. It is recommended that BMBC seek to maintain momentum and expedite scheme development, costing and benefits quantification work to ensure that funding opportunities can be maximised.
- The approach to funding Town Centre Wide Initiatives will require further consideration once the extent and scope of these is determined in greater detail.
- The first phases of development on the Courthouse Campus and Southern Fringe sites will be brought forward in the near term, to stimulate delivery of quality housing in the town centre.
- Assumptions have been made relating to development of third party land holdings – these are indicative only.

Indicative Programme

An indicative summary programme is below and a more detailed programme for the Courthouse Campus Site can be found in Appendix A. This programme is subject to funding and delivery capacity & necessary BMBC funding approvals.

| Town Centre Projects | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|--|------|------|------|------|------|------|------|
| Town Centre Improvement Sites | | | | | | | |
| Mandela Gardens | | | | | | | |
| Design development, costing, funding & approvals | | | | | | | |
| Procurement & implementation | | | | | | | |
| Peel Square | | | | | | | |
| Design development, costing, funding & approvals | | | | | | | |
| Procurement & implementation | | | | | | | |
| The Interchange | | | | | | | |
| Design development, costing, funding & approvals | | | | | | | |
| Procurement & implementation | | | | | | | |
| Town Centre Wide Initiatives | | | | | | | |
| Lighting | | | | | | | |
| Strategy, planning, design, costing, funding & approvals | | | | | | | |
| Phased implementation | | | | | | | |
| Public Art | | | | | | | |
| Strategy, planning, design, costing, funding & approvals | | | | | | | |
| Fabrication & installation | | | | | | | |
| Digital Technology | | | | | | | |
| Strategy, planning, design, costing, funding & approvals | | | | | | | |
| Phased implementation | | | | | | | |

| Development Opportunity sites | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|--|------|------|------|------|------|------|------|
| Courthouse Campus | | | | | | | |
| Market Testing, Development Framework, Infrastructure Delivery Strategy, Viability Appraisal | | | | | | | |
| Funding programme entry | | | | | | | |
| Planning application – site infrastructure | | | | | | | |
| Plot Sales – Phase 1 | | | | | | | |
| Infrastructure Delivery – Phase 1 | | | | | | | |
| Plot Sales – Phase 2 | | | | | | | |
| Infrastructure Delivery – Phase 2 | | | | | | | |
| Plot Sales – Phase 3 | | | | | | | |
| Infrastructure Delivery – Phase 3 | | | | | | | |
| Plot Sales – Phase 3 | | | | | | | |
| Infrastructure Delivery – Phase 3 | | | | | | | |
| Southern Fringe | | | | | | | |
| Viability appraisal, design development, infrastructure delivery strategy, funding | | | | | | | |
| Plot Sale – ‘L’ shaped parcel | | | | | | | |
| Planning approvals & development | | | | | | | |
| Infrastructure Delivery – Phase 1 | | | | | | | |
| Plot Sale – Land fronting Westway | | | | | | | |
| Infrastructure Delivery – Phase 2 | | | | | | | |
| Planning approvals & development – Former Gala Bingo site & Southern Parcel (assumption) | | | | | | | |
| Infrastructure Delivery – Phase 3 | | | | | | | |
| Eastern Gateway | | | | | | | |
| Design development, costing, funding, land assembly, approvals | | | | | | | |
| Procurement and Implementation | | | | | | | |

8.3 Next Steps

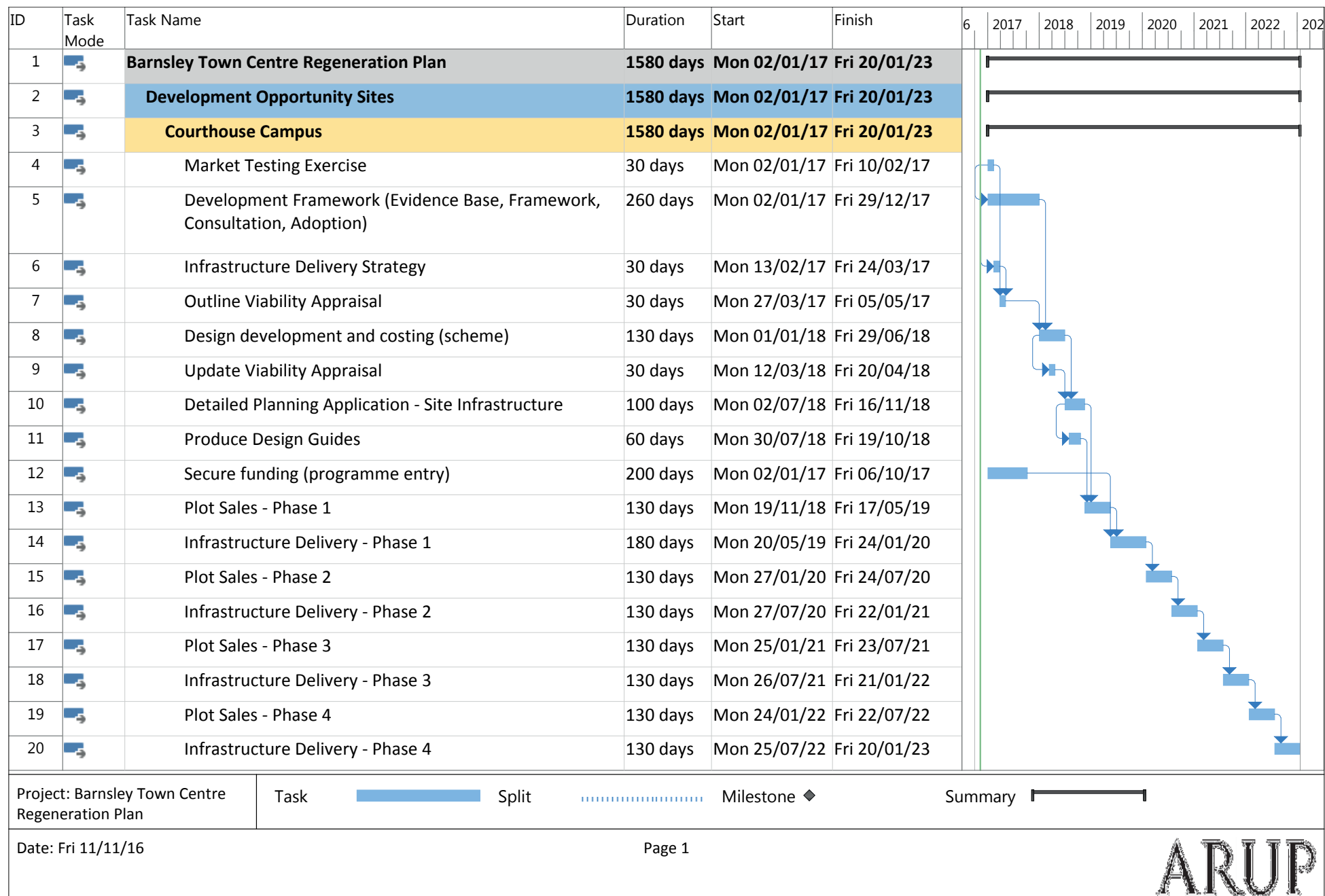
It is suggested that the following next steps are progressed:

1. Consultation with local businesses, stakeholders and landowners on proposals for Mandela Gardens, Peel Square, The Interchange and the Eastern Gateway. This will help inform proposals at an early stage of design and encourage stakeholder support for the proposals.
2. Market testing to inform proposals for the Courthouse Campus and Southern Fringe sites.
3. Design development for Mandela Gardens, Peel Square, The Interchange, Southern Fringe and Eastern Gateway (assumed design to RIBA Stage 3).
4. Development Framework for the Courthouse Campus site.
5. Scoping out strategies for town centre Lighting, Public Art and Digital Technology.
6. Prepare information to support funding bids – including definition of the strategic case, policy fit, project scope and delivery arrangements, cost estimation and benefits estimation.

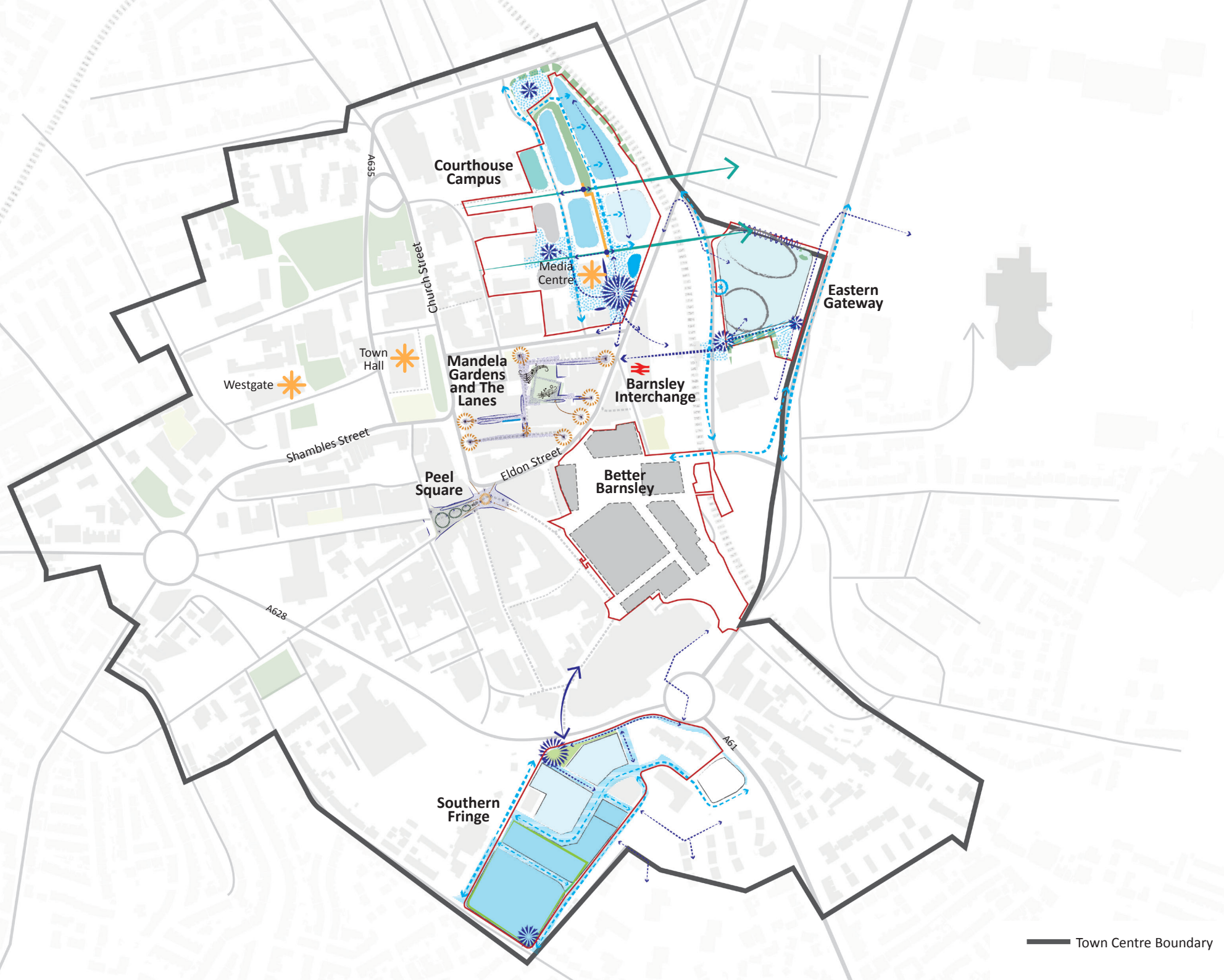
Suggested tasks for subsequent stages of work are contained in the programme in Annex A, and the commentary provided elsewhere in this report.

Appendix

Appendix A - Delivery Programme



ARUP



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