

Public Document Pack



MEETING:	Full Council
DATE:	Thursday 28 July 2022
TIME:	10.00 am
VENUE:	Council Chamber, Barnsley Town Hall

SUPPLEMENTARY AGENDA

6. Urbed Town Centre Urban Design and Sustainability Strategy Adoption
(Cab.13.7.2022/7) - **Revised appendices 1 and 5** (Pages 3 - 94)

RECOMMENDED TO COUNCIL:-

That Council approves the adoption of the Town Centre Urban Design and Sustainability Strategy produced by Urbed.

A handwritten signature in black ink, appearing to be 'SN', followed by a horizontal line.

Sarah Norman
Chief Executive

Published 21 July, 2022

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Barnsley Town Centre

URBAN DESIGN SUSTAINABILITY & POST-COVID STRATEGY

June 2022





OUR TEAM



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INTRODUCTION

URBED and the team were commissioned in November 2019 to produce an Urban Design and Sustainability Strategy for Barnsley Town Centre, taking into account Barnsley Zero 40 and Zero 45 targets. We have worked with ADE Regeneration and LEDA to produce a response to this commission. We roughly split the work into zero carbon interventions with measurable effects and harder to measure sustainable urban design interventions, combining to create a robust strategy.

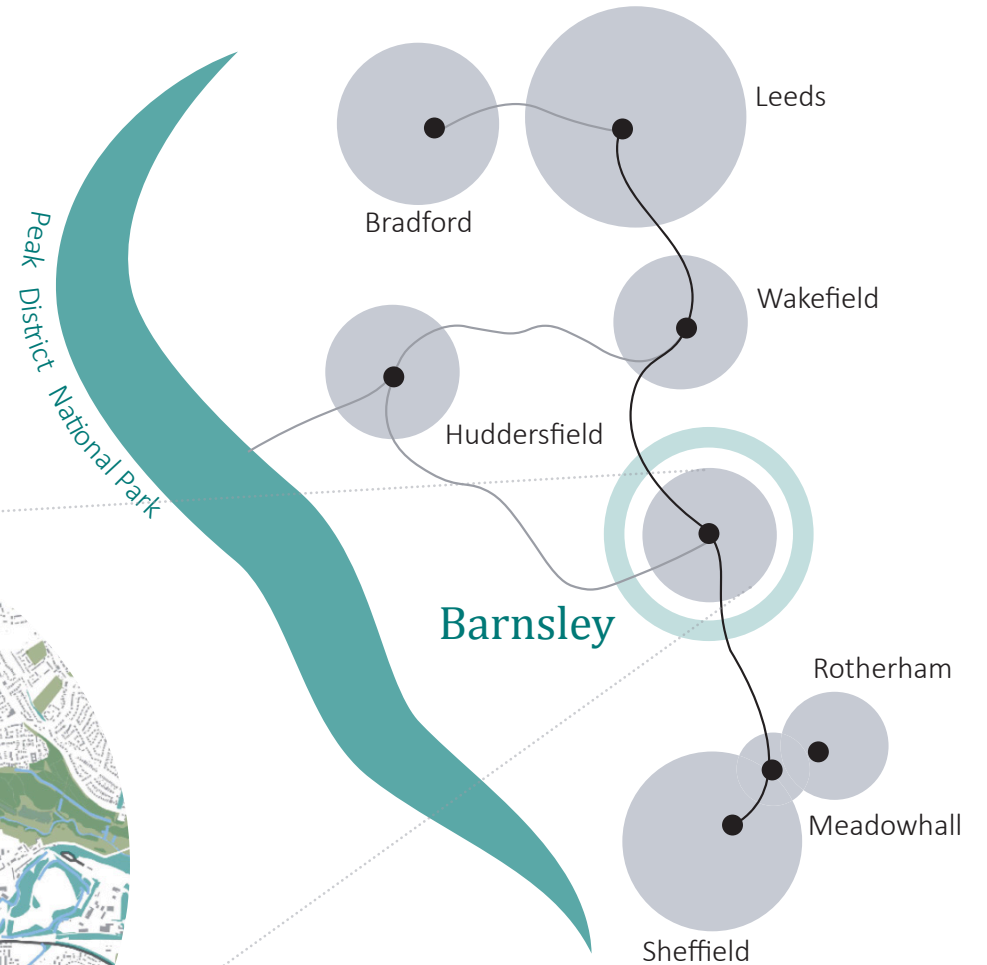
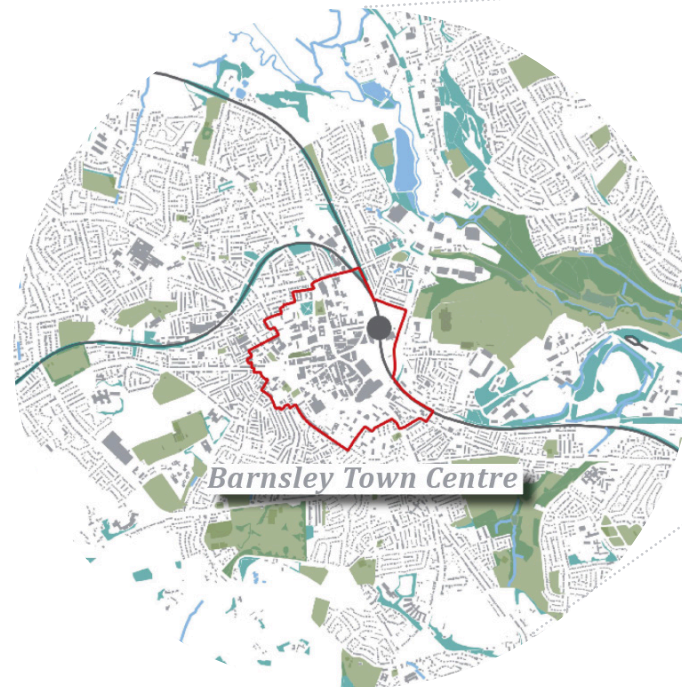
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During the course of the work the UK experienced the Covid-19 pandemic, and in January 2021 we were asked to adapt the focus of the commission to include interventions that would support the recovery of the town centre post-Covid 19.

The following document summarises the work we have completed so far and ends with a list of potential projects for

the town centre, mini masterplans showing how those interventions might come together in key areas, a delivery strategy and a sustainability action plan.

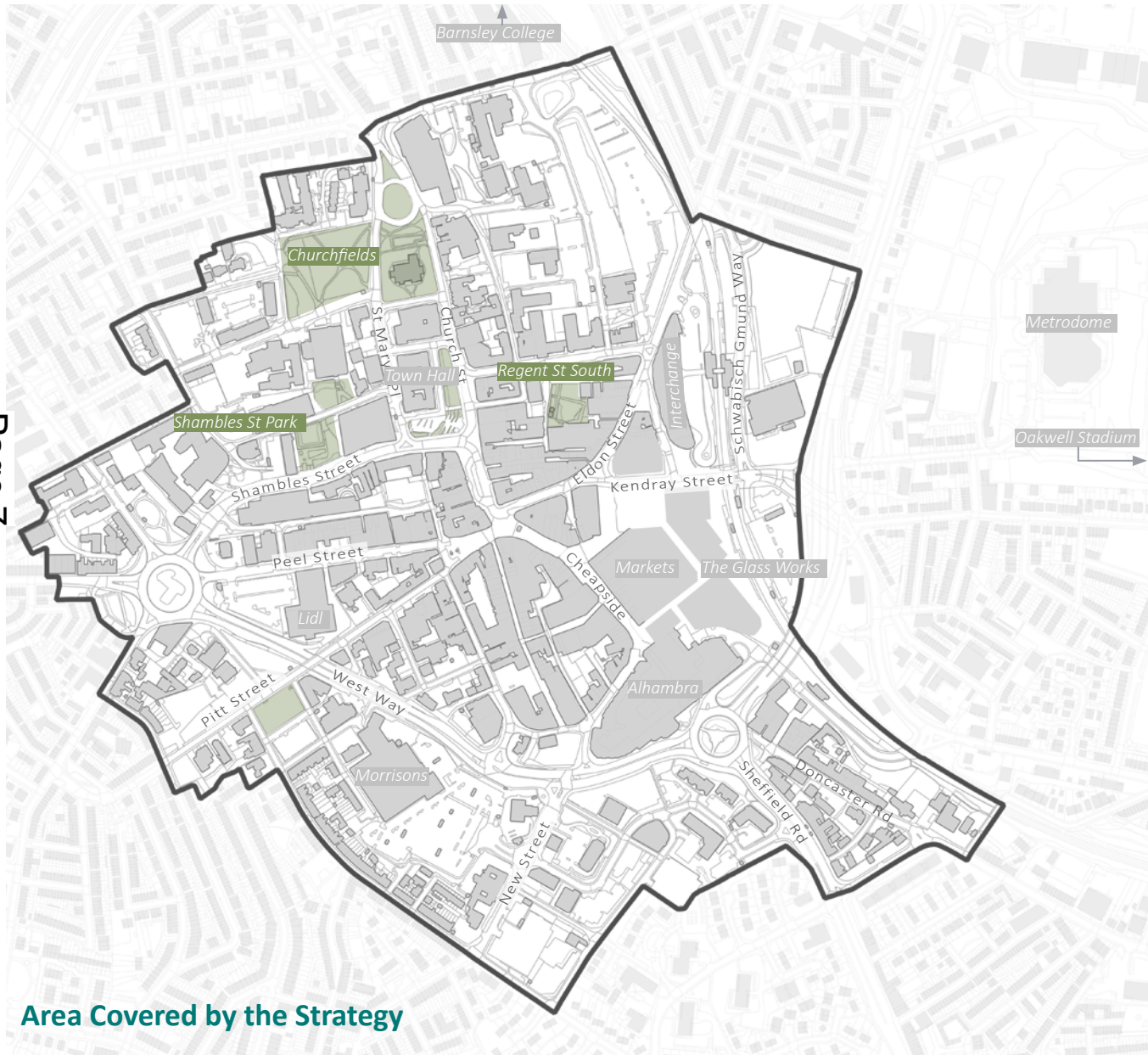
Over the course of our work we have conducted a public consultation, been in dialogue with the internal team producing the Town Centre Action Plan and provided inputs into the regional scale “Economic Blueprint” work.



Barnsley sits within a collection of towns and cities, many are connected by rail as shown in the diagram above. The boundary of the town centre is quite tightly drawn, so the commission has looked beyond this to explore the relationship with the surrounding residential suburbs.

INTRODUCTION

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Area Covered by the Strategy

Related Documents

This strategy is supported by the following detailed reports relating to sustainability and the economy, produced as part of this project and summarised within this report:

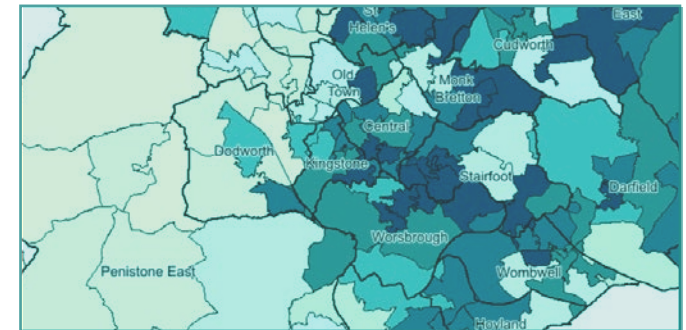
- Barnsley Zero Carbon Town Centre: Built Environment Zero Carbon Transition Strategy (2022) produced by LEDA
- Taking the Barnsley Town Centre Strategy Forward to deliver (2022) produced by ADE Regeneration

To understand the how this strategy builds on previous work it may also be useful to review:

- Barnsley Town Centre Regeneration Plan (2016) produced by ARUP.

BASELINE SUMMARY: GENERAL

A detailed analysis of the town centre was undertaken in the first phase of the project. This was revisited and updated in light of Covid-19. The following pages give a “high level” summary of our key findings. They are not intended to provide a complete overview of our analysis, but instead highlight the main insights that have influenced the ideas set out later in the document



Progress Against ARUP Plan

- Many previously identified sites in progress.
- Some gaps + further opportunities identified by URBED and client team.
- Connections needed to bring it together.

Population

- Increasing population and higher than average percentage of working age people.
- Higher deprivation/preventable mortality.
- Lower home/private vehicle ownership.

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Transport

- Good bus/rail services, though evening provision could be improved.
- Poorer walking and cycling links.
- Road infrastructure and car parking are acting as barriers.

Greenspace

- Strong green infrastructure networks and larger recreational spaces in the wider area.
- Some green spaces on the edge of centre but very little in the town centre itself.

Landuse

- Large amount of retail space for the size of the town.
- Sometimes confusing mix of uses/identity.
- Some “linking spaces” between key buildings/uses are of poor quality.

BASELINE SUMMARY: ECONOMY

A detailed analysis of the town centre property market was undertaken in 2020 and updated in May 2021 to provide insights into the current and expected impacts of Covid-19. Research was also undertaken to understand the measures being taken by other town centres to respond to the post pandemic conditions, and key reflections were made to guide the response in Barnsley.

Key findings on post-Covid property market:

- The retail market in Barnsley and Sheffield has been significantly affected by the coronavirus outbreak and lockdown restrictions, although Barnsley has fared better than some similar towns in the UK. KPMG expect high-street retail space to fall nationally by 20% - 40% as a result of an accelerated shift to online shopping (*The future of towns and cities post COVID-19* - KPMG, 2021)
- There's a general reduction in demand for office space due to remote working and an expectation that businesses will scale back their office space over the next two years. On a local level, demand for offices showed signs of recovery and the Barnsley market went in to the pandemic in relatively healthy shape.
- Barnsley's local retail and office space is expanding through the Glass Works and The Seam Digital Campus at a time when demand nationally is decreasing. These two combined factors will likely pose challenges for the town centre in the future.

Further detail can be found in the Pygott and Crone Report "May 2020 Property Market" and the 2021 "Barnsley Property Market Follow Up" note.



Key actions for post-Covid recovery:

- Monitor the economic health of the town centre to ensure problems are identified early and responded to.
- Plan to remove surplus retail, either through the provision of diverse uses, or removing the quantum of built form all together.
- Diversify uses so the town is less dependent on retail, introducing creative workspaces, cultural assets, additional housing, civic services, events space and workspaces.
- Communicate about the safety of the town centre, and ensure the transport to and from allows people to feel safe.
- Support independent retail to lessen the reliance on big-chain retailers that are consolidating into larger urban centres and growing their on-line presence e.g. suitable flexible accommodation, financial support and business mentoring.
- Ensure the town's employment space is capable of meeting the changing requirements of a post-pandemic workforce.

Further detail can be found in the ADE Regeneration Report "Urban Centres, Planned Response to Covid, A Summary of UK Efforts"

One component of this strategy involves looking at how the town centre can help protect Barnsley for future generations by reducing carbon emissions to help limit the effects of climate change.

In September 2019 Barnsley Cabinet declared a climate emergency to bring issues of climate to everyone's attention.

To help Barnsley to reduce its carbon emissions the council have the following two programmes:

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Zero 40

Barnsley will become net carbon zero by 2040, or earlier if possible. This will focus on improvements in the council's environmental performance.

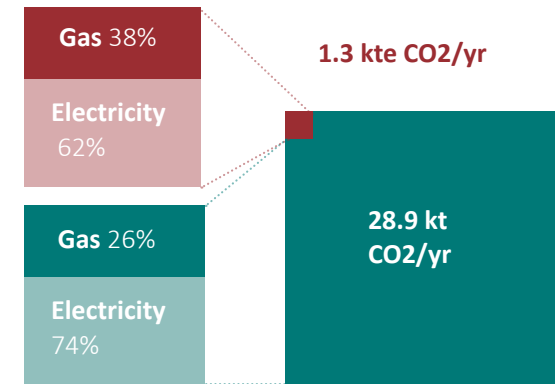
Zero 45

Where the borough will become net zero carbon by 2045 Zero 45. Barnsley will help the whole of Borough including its residents, communities, partners and businesses to support Barnsley's changeover to be net zero.

A study was undertaken by LEDA to quantify the carbon emissions from buildings within the town centre, based on best available data. The following section summarises the findings of the baseline study, with detail provided in a separate report.

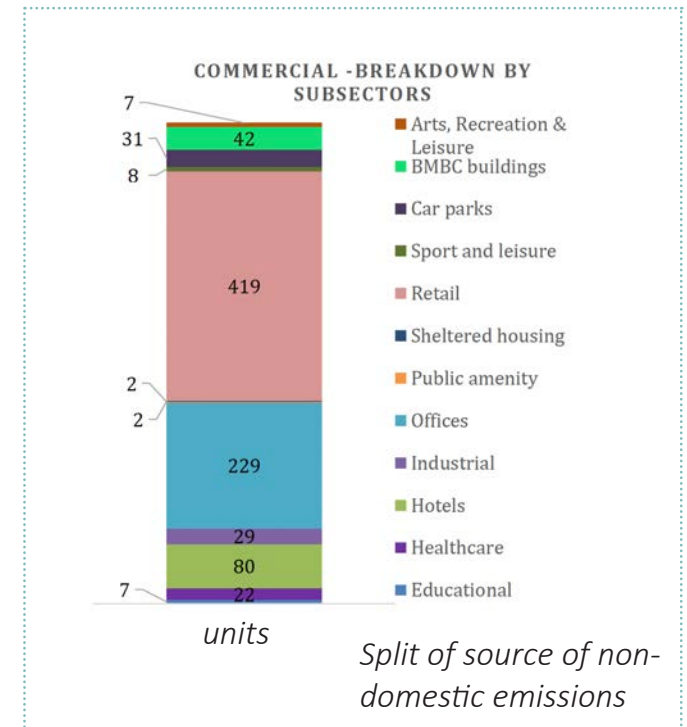
Key findings:

- Partly due to the composition of the town centre (few houses within the boundary) non-domestic buildings represent 95% of the total carbon emissions and is where the primary focus should be to meet the 2040 carbon targets.
- Domestic: the total baseline for carbon emissions is 1.3 kte CO₂/yr. 38 % of household's heating (space and hot water) demand is supplied by gas and 62% by electricity.
- Non-domestic: the total carbon emissions baseline is calculated to be 28.9 kte CO₂/yr. 26% of carbon emissions are due to gas and 74% due to electricity.

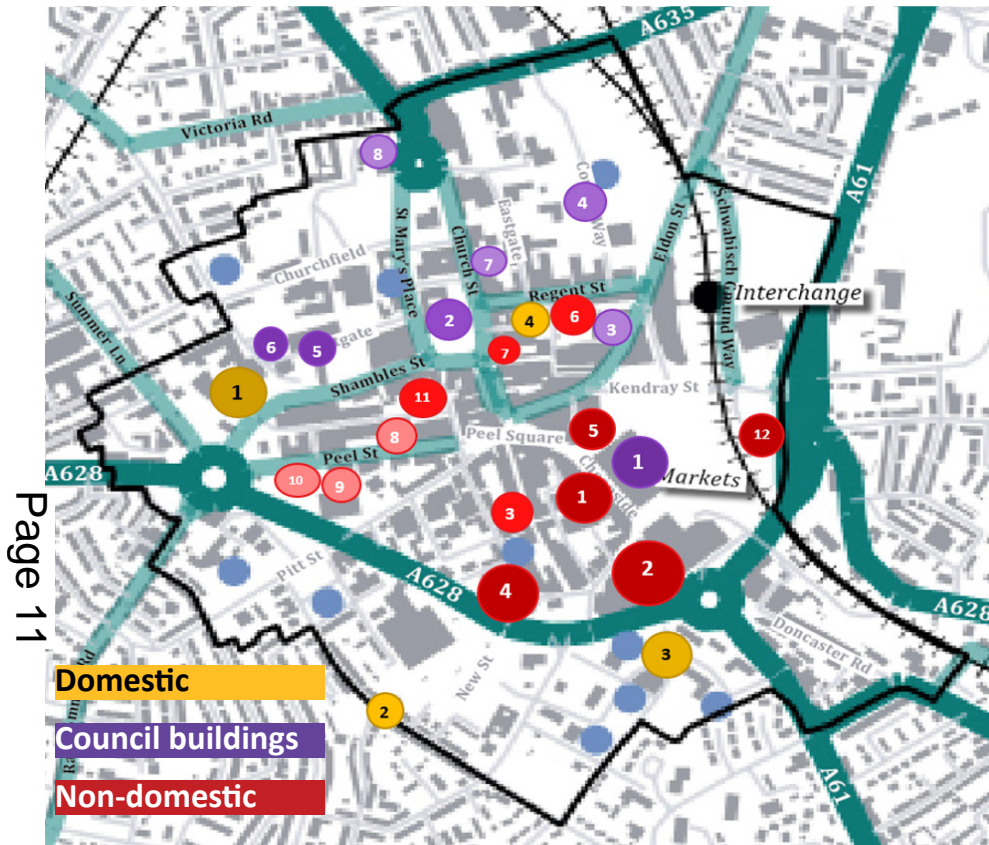


Town Centre Carbon Emissions

Domestic
Non-Domestic



BASELINE SUMMARY: SUSTAINABILITY



Map extract showing location of big emitters by sector

Highest emitters:

- Domestic: Plaza Quarter, Princess Street, Skyline Flats, Regent House
- The Council Buildings: Markets, Town Hall, Civic Hall, Digital Media Centre + more (see full report)
- Non-domestic: Cheapside retail units, Alhambra Shopping Centre, Market Street units + more (see full report)

Four case studies are detailed in the report to illustrate the approaches that might be followed for the different building typologies shown below:



BASELINE SUMMARY: SAFETY

Feeling Safe in the Town Centre

Barnsley Town Centre has purple flag status awarded by the Association for Town Centre Management in recognition that it offers an entertaining, diverse, safe and enjoyable daytime and night time visitor destination. To be awarded and retain purple flag status towns and cities must be welcoming to everyone, offer safe ways for visitors to travel home, provide a good mix of venues and attractions and be appealing not just at night but during the day too.

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Purple flag status was awarded in 2020 and retained in 2021.

Additionally recent assessments of Barnsley Town Centre and centres of Principal Towns have been carried out in 2021 to provide baseline evidence to inform covid recovery action.

The assessment of Barnsley Town Centre was based on collecting results from 10 'walks' for those streets making up the major part of the retail core of the town centre and the 'walks' were made over a number of days between

the 8th May and 3rd June, at different times of the day including early evenings from 5.30pm onwards.

The 'walks' collected consistent information for each 'walk' relating to - Maintenance of street furniture, benches and other fixtures - Instances of littering - Visibility and useability of litter bins - Instances of uncollected refuse and other detritus- Visibility and effectiveness of street signage - Instances of illegal or incorrect street parking - Perception of safety - Overall attractiveness of area - Covid safety.

The ten 'walks' and their average 'scores' were:

1. Church Street - Market Street - 83%
2. Eldon Street - Eldon Street – 84%
3. Regent Street South - George Yard -84%
4. The Victorian Arcade - The Victorian Arcade – 86%
5. May Day Green - Lower New Street – 90%
6. Queen Street - Peel Square – 86%
7. Market Street - Market Street – 76%
8. Wellington Street - Lower Pitt Street – 72%
9. Peel Street - Peel Street – 79%
10. Shambles Street - Shambles Street – 81%



BASELINE SUMMARY: SAFETY

The summary outcome of the Barnsley Town Centre assessment was:

- 81% of the town centre had an 'excellent' or 'good' rating for perception of area maintenance.
- 87% of the town centre had either a totally safe and secure or comfortable rating for perception of safety.
- 67% of the town centre had either a 'very attractive' or 'attractive' rating.
- 100% with regard to covid protection measures, with visitors saying they 'will return' or 'probably will return'.
- While much work has taken place to ensure the town centre feels safe for residents and visitors, there is always more to be done. Through a process of continuous improvement, we are constantly working to ensure a safe town centre through better quality design, events and animating the streets, the presence of town centre teams and working with businesses and other services to address anti-social behavior.



**Subsequently a more recent Audience Agency report found people felt unsafe around the Interchange, Eldon Street and Mandela Gardens.*

POST-COVID FUTURE

Town centres across the UK were struggling even before the pandemic hit. The continuing growth of online retail was reducing demand in brick and mortar stores. When customers did travel to shops in person they were often looking to have experiences in highly curated spaces linked with leisure activities - going for drinks and eating out. This meant that retail activity (and big name retailers) were consolidating their activities in city centres, which also benefited from their office market through commuter spending – at lunchtime and after work. A “winner takes all” pattern was emerging where town centres lost out to big cities.

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Barnsley wasn't suffering too badly from these circumstances pre-Covid; our market reporting from 2020 noted that “despite challenging conditions, Barnsley’s retail market appears to have held steady over the last 12 months, bucking the nationwide trend for the retail market”. However, it seems inevitable that those market forces would have begun to bite. Covid-19 has now flipped the script on the towns vs cities dynamic. Data from Centre for



POST-COVID FUTURE

Cities shows that city centres have in many cases been hit hardest by the sudden changes. With their greater reliance on department stores (now contracting or going bust entirely), office markets (at a time when most companies are planning to downsize space in the next 2 years) and access from a wide catchment area by public transport (when safety fears are high and passenger numbers are curbed) city centres have suffered significant losses.

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Barnsley is now in a really interesting position. Like many medium sized towns in the UK Barnsley has been better equipped to weather the storm, partially due to not having city centre style assets to lose in the first place. It had no significant office market and no large department store anchoring its high street. It is in many ways a practical town centre, serving the needs of residents as much as visitors or commuters.

Because of this Barnsley is in an excellent position to respond to the emerging trends following the pandemic. It may need, as ADE Regeneration highlighted, to rethink its relationship with retail, reducing its floorspace by up to a third, but it is well placed to plug the gaps left behind.



People want to move out of city centres, away from cramped apartments, without completely giving up the amenities they enjoy. Barnsley can provide family houses in town centre neighbourhoods, with outdoor space and access to independent shops, café's, restaurants and culture. People want to work more flexibly, working from home sometimes and using office facilities when they need to. Barnsley can provide home office spaces, co-working facilities, spaces to

start a business and rail links to larger centres when and if they are needed. People want a sense of community, to live more connected and healthy lives. Barnsley can provide great walkable and cyclable streets, access to green spaces and a network of local businesses and facilities.

This new way of life is not just advantageous for Barnsley's recovery, its is also inherently sustainable and can support Barnsley's zero carbon ambitions.

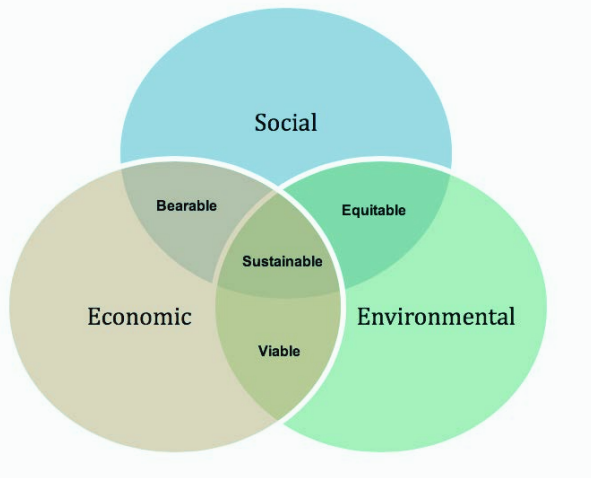
AN INCLUSIVE TOWN CENTRE

When we talk about a sustainability strategy it's important to think about this in its widest sense. Often sustainability is broken down into three parts: environmental (which many people are familiar with), economic and social.

Thinking about sustainability from a social point of view means seeing people as part of the planet and the environment

We were also inspired by Barnsley's network of equality forums to set some people-focused principles to guide our work and shape our ideas about what the town centre should be like in the future.

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The Three Pillars of Sustainability - University of Nottingham

PEOPLE FOCUSED PRINCIPLES



AN INCLUSIVE TOWN CENTRE

Be Age Friendly

Homes that meet people's needs as they get older, shops and services that are easy to access, friendly, vibrant public spaces that are easy to navigate, places to sit and slow down.

Be Child Friendly

Safe neighbourhoods that aren't dominated by cars, spaces to explore and play, a town centre that is fun and sparks creativity, places to learn and spend time with family.

Be Accessible to All

Affordable, reliable transport options that are easy to use, walking and cycling links that are easy to move through and navigate for everyone, whether they have disability or not.

Feel Inclusive

Spaces that feel safe and welcoming for everyone, a town centre that celebrates all the different people that live there and the value they bring to Barnsley.

Foster Community

Places where the people of Barnsley can come together, to celebrate events, relax, share food or work together for a common goal.

Support Healthy Living

Clean air, options for active travel (getting to where you're going on foot or by bike), green spaces, healthy food, warm, safe houses and businesses.

Although some of these ideas are focused on the possible needs of a specific group, most of them are things that everybody will benefit from: adults need to play and have fun sometimes, younger people can benefit from slowing down and sitting still occasionally, and you don't have to be a new resident to enjoy the feeling of a town that welcomes everybody.

SUSTAINABILITY

Sustainability Interventions



In-progress and existing projects

- Identify intervention points for the introduction of carbon reduction measures at key stages.
- Undertake retrofit of existing buildings, focusing first on high emitters, completing domestic buildings first and moving on to non-domestic (see full report for detailed case studies).
- Targeted demolition or change to lower emission use.

New buildings

- Fabric first approach.
- Set standards for new development.
- 2025 UK target for no gas boilers in new builds.

Carbon

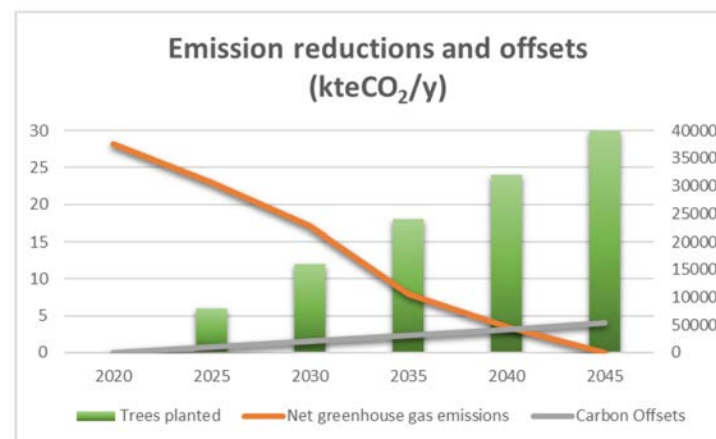
- Develop strategies to decarbonise energy supply.
- Offset residual emissions.
- Create and maintain green spaces.
- Monitor and transparently publish progress/carbon savings.

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From our baseline analysis, conversations with the client group and insights from the Town Centre Action Plan team we developed a set of themes with which to think about the next stages of work. Barnsley’s zero carbon agenda was the original focus of the commission and the client team have confirmed that

this should be the overarching principle that guides this project. The sustainability interventions therefore sit above the six themes (explained on page 15) and should be integrated into all of them. The following pages provide a summary of the approach that should be taken when doing so.

Further detail can be found in the LEDA Report “Zero Carbon Strategy for Barnsley Town Centre”



Extract showing emission reductions and offsets required along with approximate tree planting rate to provide the required offset for 2045.

There are a number of financial and structural approaches that could be taken to push forward and support the interventions listed on the previous page. This page provides an overview of some of the options and again more detail can be found in LEDA's "Zero Carbon Strategy for Barnsley Town Centre" report.

Levers and Strategies

- A "Green New Deal" for Barnsley Town Centre. A comprehensive public policy approach to address climate change and achieve other social aims like job creation and reducing income inequality.
- Grants for small businesses to make aesthetic and sustainability improvements. This could make use of Council borrowing ability to create a revolving fund.
- Power purchase agreements - funding and support to allow multiple small businesses to purchase sustainable energy collectively.
- Attractive leasing arrangements for new "green" businesses that meet certain standards, along with support for existing businesses to make changes.
- Organisation focused on supporting businesses and finding ways to incentivise them to make this transition. This could be a governance board with a number of organisations supporting it or could be a part of the Space Agency (see page 45) and would report back to the Positive Climate Partnership, which champions and co-ordinates local action on climate change.



CARBON NEUTRAL CITIES ALLIANCE

Framework for Long-Term Deep Carbon Reduction Planning

Developed for the Carbon Neutral Cities Alliance
by the Innovation Network for Communities

The Carbon Neutral Cities Alliance Report "Framework for Long-Term Deep Carbon Reduction Planning provides some useful examples of approaches that other urban areas have taken.

THEMES

Sustainability Interventions

Retail

Culture

Skills/Employment

Housing

Green space

Connection

The six themes sitting under the overall sustainability agenda have helped to guide our thinking about the future of Barnsley town centre. This section gives an overview of the themes, explaining the overall idea in each case and the reasons behind it.



Retail

What?

Reduce/diversify some retail floorspace while increasing independent, sustainable, local businesses.

Why?

- Improve town centre resilience following Covid 19.
- Build on the market and existing independent retail.
- Support local businesses.
- Lower reliance on vulnerable national retailers.
- Attract young people.



Culture

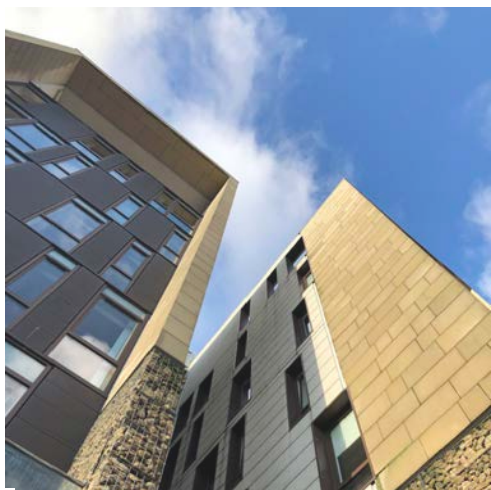
What?

Boosting Barnsley's existing cultural assets, linking them up and improving early evening options for food and drink.

Why?

- Build on good existing cultural offer.
- Boost early evening economy.
- Tie in with independent retail identity and town centre neighbourhoods ideas.
- Attract visitors from a wider area and younger people.

THEMES



Skills/Employment

What?

Make Barnsley a great place to learn skills, start a business or work remotely.

Why?

- Support and retain young people.
- Boost local economy with “green” businesses.
- Facilitate working from home/flexible working trend.
- Build on existing educational assets and The Seam digital campus.



Housing

What?

Increase the resident population in and around the town centre with high quality housing.

Why?

- Local residents supported the town centre during Covid 19. Growing population will help recovery and reduce reliance on visitors
- Boost/support other measures.
- Address housing need.
- Encourage sustainable patterns of development and travel.



Green space

What?

Bringing more green and blue spaces into the town centre.

Why?

- Improve resident and visitor access to green space boosting mental and physical health.
- Enhance first impressions of the town centre.
- Create an attractive environment and soften hard landscaping.
- Improve biodiversity, climate resilience and air quality.



Connections

What?

Creating an inclusive, accessible town centre with good non-car travel options.

Why?

- Improve resident and visitor mental and physical health.
- Allow the town centre to function better and boost existing businesses.
- Improve air quality
- Encourage sustainable travel patterns.

SPATIAL STRATEGY

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The next step was to develop a high level spatial strategy for each of the themes. The sustainability components cut across all the themes and should be integrated at “intervention points” within

specific projects. The following diagram series illustrates our initial spatial strategy, which is then developed and refined into specific interventions in the next section.



Retail

- Contraction of inner retail core focused around The Glass Works, market and Alhambra Shopping Centre.
- Development of “retail reinvention zone” around the outer core, in which to explore diversification to independent retail and non retail uses including co-working spaces, makers workshops and housing where appropriate building stock exists.



Culture

- Development of a cultural “zone” around the existing cultural institutions: The Civic, Parkway Cinema, Lamproom Theatre, Cooper Gallery and Barnsley Museum.
- Public realm improvements/ activation of connecting streets and spaces: Eldon Street, Church Street, Mandela Gardens etc based around the early evening economy.
- Improvement of eastern connectivity out to the Metrodome.

SPATIAL STRATEGY



Skills/Employment

Page 23

Introduction of flexible offices, co-working spaces and studios.

- At The Seam Digital Campus to the north, such uses could help to diversify the offer of the existing masterplan and build connections with surrounding educational institutions.
- To the north west these could be introduced through intensification and have a relationship with Barnsley Sixth Form College

Housing

Drawing high quality housing from the surrounding suburbs into the town centre.

- Around Churchfields to the north west.
- Around gateways including junction reconfiguration where needed.
- Along Pitt Street and New Street with improved crossings over the West Way.
- Within The Seam masterplan.

Greenspace

- Improvement of existing green spaces and introducing additional larger green spaces around the periphery of the town centre, including through housing developments.
- Introduction of smaller scale green interventions into a zone in the core of the town centre: pocket parks, green roofs etc.
- Development of a “wellbeing route” of green links around the core of the town centre.

Connections

- Improvement of walking and cycling connections. Including a strong link between the Active Travel Hub at The Seam and the existing Interchange.
- Development of “wellbeing route” around the town centre core with improved walkability.
- “Taming” of the West Way with landscape softening, reconfigured junctions and crossings.
- Consolidated surface car parking into multi-storey.

CONSULTATION

The preceding sections, along with a first draft of the interventions list on the following pages was taken through a consultation process from 27th July to 30th September 2021.

Methodology

A summary of the draft town centre strategy was put on the Council website for view along with supporting documents assessing the property and development market in Barnsley, looking at how Barnsley has handled the Covid 19 pandemic and how it might respond to future challenges and detailed baseline information about the current carbon emissions of the town centre.

A wide range of Town Centre stakeholders were informed of the consultation, including Town Centre businesses, Market Traders and Equality Forums. A press release was issued to encourage anyone who was interested

in commenting or attending a workshop to get in touch. All stakeholders and residents were able to review the documents and give their views via an online form. Attendance at workshops was open to all who requested to attend.

We ran three stakeholder workshops at different times of day and on different days of the week to ensure that people could fit attendance around work commitments and caring responsibilities.

- Workshops were held on
- Thursday 9th September 2pm
 - Thursday 16th September 7pm
 - Saturday 18th September 10am

We also presented to Barnsley Youth Council who provided feedback on the draft work.

At each workshop URBED presented sections of the work completed to date, asking

attendees for their thoughts in between each section. Each session ended with a large sketch drawing of Barnsley Town Centre on screen and a free form discussion of attendees ideas about and for the future of the town.

We had hoped to conduct workshops in person but due to the pandemic all of the above were held online. Information about the project and draft was displayed in a prominent location in the town centre and residents could complete paper copies of the survey and submit them by post.



CONSULTATION

Outcomes

Over the course of the consultation process we learned a lot about how people who live and work in Barnsley see their town centre. There was general support for the approach we were taking with each theme and strong support for the aspiration of an inclusive town centre and the “people focused principles” guiding the strategy. Generally people were supportive of the sustainability aims, though there were reservations about things like car parking reduction and the practicality of cycling in a hilly town! We got a lot of feedback on our long list of possible interventions as well as some ideas for new interventions. These have helped to shape the final proposed list of interventions detailed on the following pages. They are organised by theme, and a later section shows how they can fit together within three “opportunity areas”.

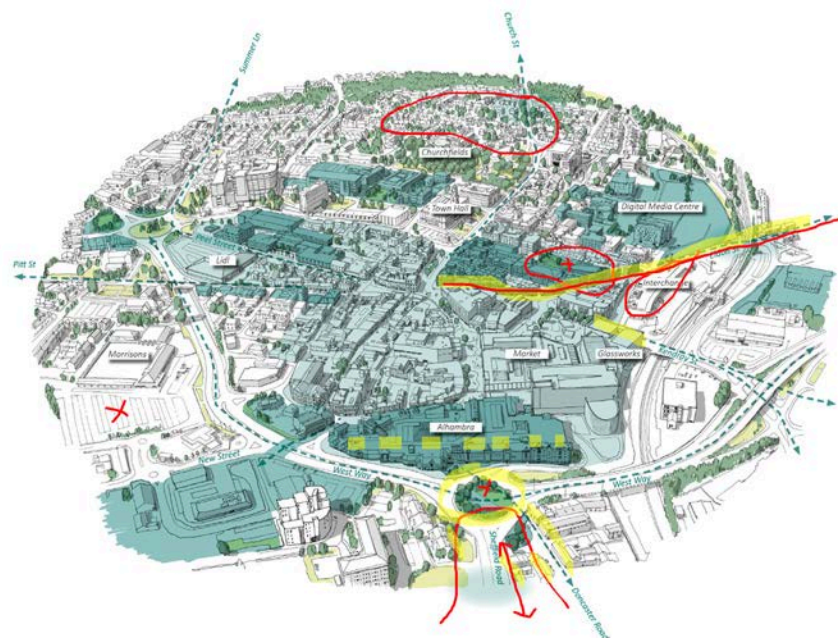


Extracts from the workshop presentation that was delivered to residents

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Your ideas! Big moves or little projects

- Retail
- Culture
- Work
- Housing
- Greenspace
- Connections



FROM STRATEGY TO PROJECTS

The next section of the report takes us from our broad spatial strategy and long list of possible interventions, into a shorter list of projects for each theme. These have been guided by discussion with the client team, the consultation process, the sustainability aims and people focused principles we set at the start of the document.

In choosing these projects we've tried to bring together the various elements of this project: the

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design and appearance of the town centre, the need for it to reduce the amount of carbon it uses, and it's future economic success, all while making sure Barnsley is a great place for the people who live and work here. We've tried to select projects that bring all those different pieces together, to get the best possible outcomes from any investment.

For each theme there is a map showing the location of

the projects along with short description of each one. We've also shown whether the projects are likely to be short, medium or long term. Some projects fit under more than one theme. Where that happens we have shown the related projects underneath the text.

In some cases projects are also accompanied by "actions" - things that don't relate to a specific part of the town centre, but need to

Action C1: Designing Out Crime

The future design of all interventions will be required to incorporate Design to Avoid Crime principles, and take account of the Protect Duty around publicly accessible locations as necessary.

happen to deliver the strategy. Most of these relate to a particular theme, but Action C1: Designing Out Crime (*above*) applies to all the themes.



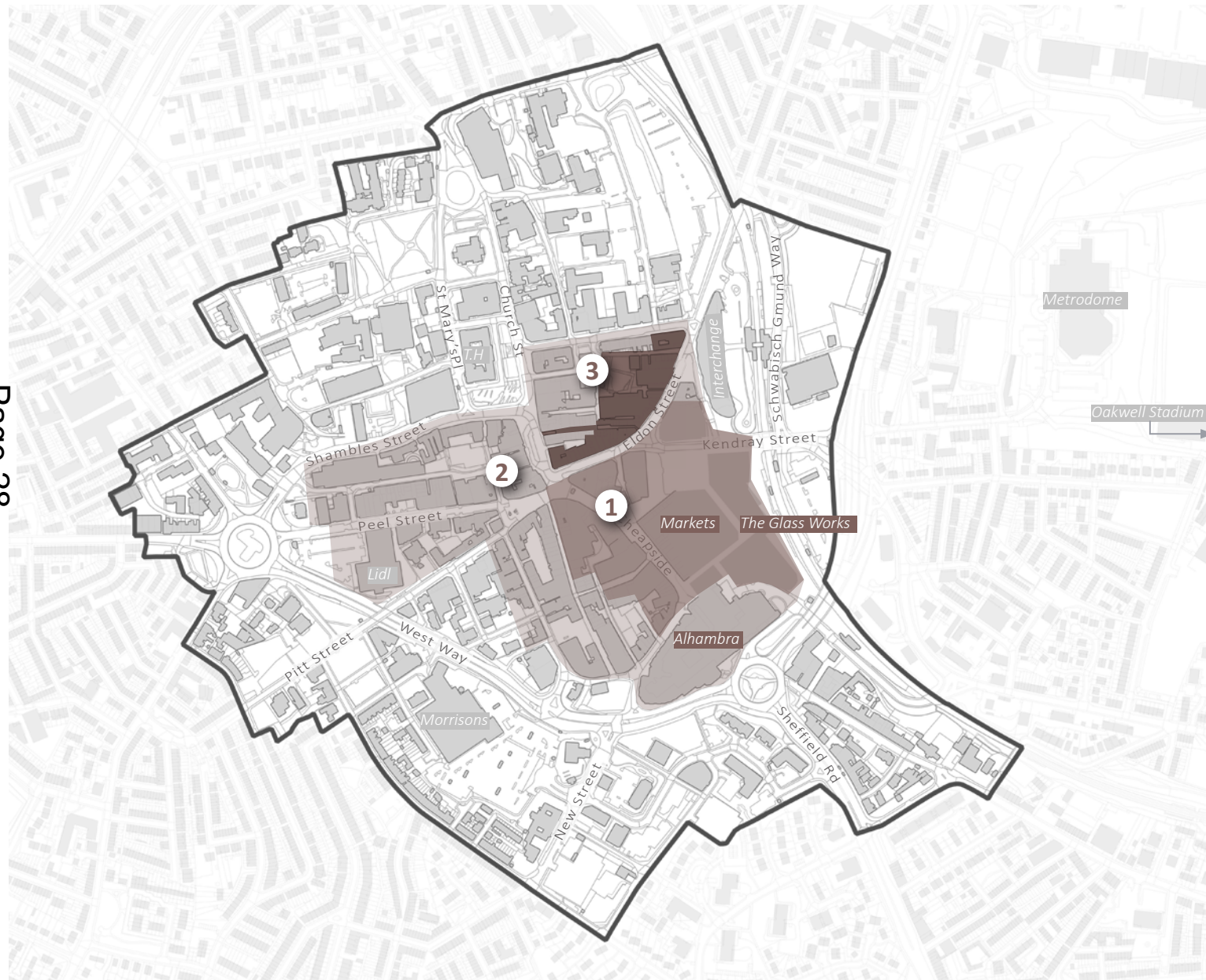
PEOPLE FOCUSED PRINCIPLES



After the themed projects there is:

- A 3D sketch of the town centre showing project locations.
- Mini- masterplans showing how key areas could look in the future.
- Advice on how to deliver the strategy including rough costs and next steps for each project.
- A sustainability action plan which sets out how this can be done in a way that supports Barnsley's carbon reduction targets.





1



Inner Retail Core

The inner retail core is defined around The Glass Works, Markets and a new public square.

Action R1: Inner Retail Core

The Inner Retail Core defined on the diagram opposite will be the focus for new and relocated retail floorspace. National brands and multiple retailers should be preferentially located here. Independent retail will also be supported.

Justification: to ensure that the anticipated 20-40% retail reduction (KPMG 2021) is managed in a way that preserves the core function of the very centre of town.

S
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RETAIL PROJECTS

2



Retail Reinvention Area

The retail reinvention area covers the area around Church Street, Eldon Street, Shambles Street, Pitt Street, Wellington Street, Market Street, Regent Street, Peel Street and the Alhambra Shopping Centre.

Action R2: Retail Reinvention Area Continued

and enhance areas of historic value and significance.

A Council “Space Agency” will be established to buy up and lease vacant units to new businesses, and provide financial support for aesthetic and sustainability improvements. Peel Street and Peel Street Arcade should be prioritised.

This concept could be branded as “Indy Town”.

Justification: *to direct the anticipated 20-40% retail reduction (KPMG 2021) away from the inner retail core. To support independent, sustainable businesses and improve the appearance of the centre.*

3



Eldon St and Regent St South

As part of the Heritage Action Zone frontages along Eldon Street will be improved. This could include independent retail at the ground floor, especially within the Victorian Arcade.

The green space at Regent Street South could be activated by pop up shops to expand the offer in the area. This could serve as a test bed for independents who could then be supported to take more permanent units.

The strategy for this area incorporates several other themes (below). The relationship between projects that sit across more than one theme is explained more in the “Opportunity Area” section

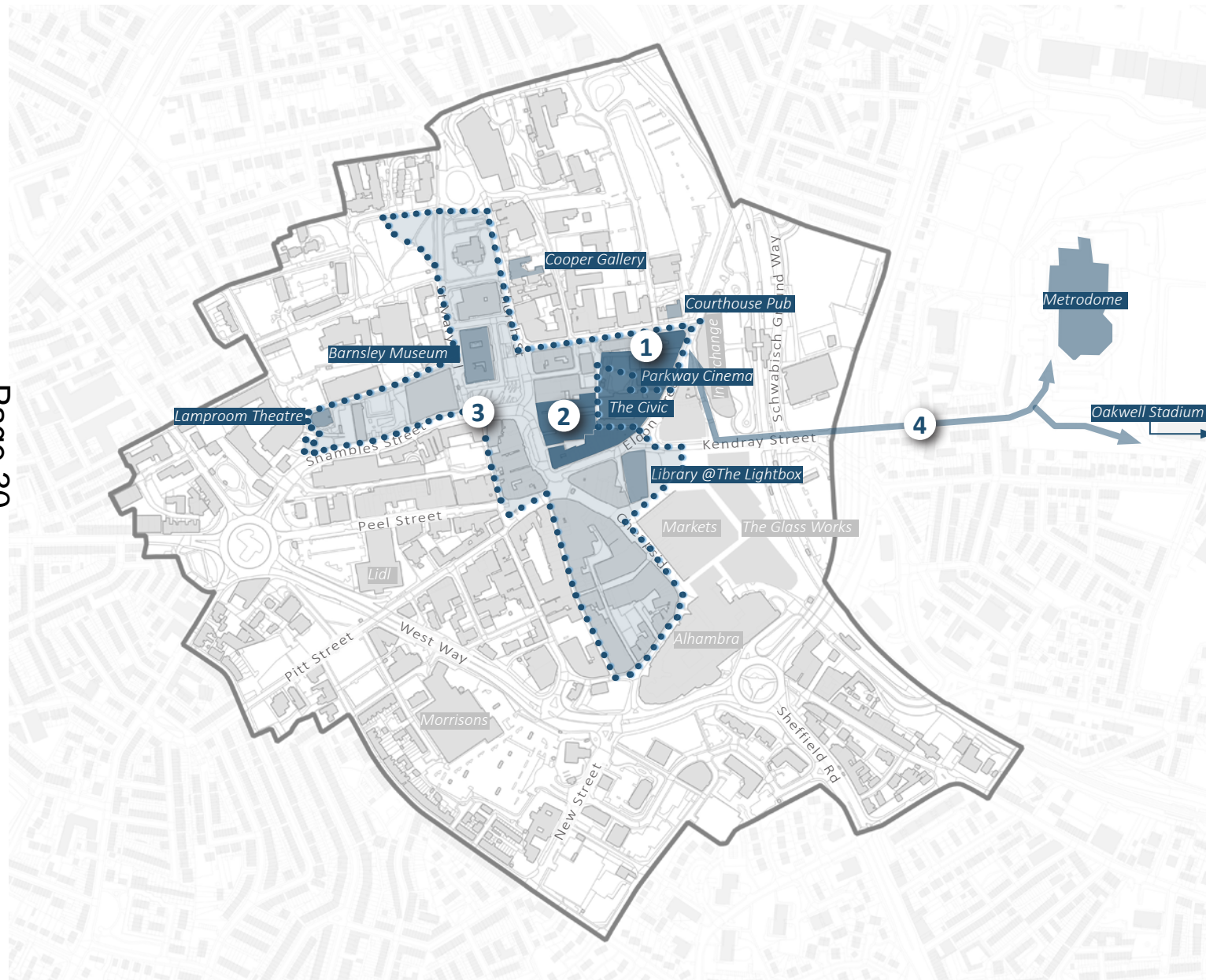
Culture - 1

Housing - 1

Connections - 7

Action R2: Retail Reinvention Area

In the Retail Reinvention Area defined on the diagram opposite diversification away from retail towards all other uses will be supported, provided ground floors remain active. New, independent businesses, including some retail, will also be supported. Development should preserve



Approach

We will celebrate and enhance Barnsley's existing cultural offer, improving the spaces and connections in a cultural "zone" around the existing institutions. A Wellbeing walking route will link up venues and provide a focus for changing art and cultural events. An improved link to the Metrodome and Oakwell Stadium will connect into the route, encouraging visitors into the town. New food and drink business will be encouraged to improve the early evening economy with family-friendly, pre-event options.

CULTURE PROJECTS

1



2



3



4



Eldon St and Regent Street South

Frontages along Eldon Street will be improved through the Heritage Action Zone, preserving and enhancing Barnsley's historic culture.

Eldon Street also includes two key cultural institutions; the Civic arts centre and the Parkway cinema. The physical relationship between these uses, Eldon Street and the green space at Regent Street South (which includes Mandela Gardens) should be improved. Work is already underway on the alleyway linking Eldon Street and the Civic with lighting and activation. The green space could also be activated with "screen on the green" film events, market stalls or outdoor cultural festivals.

George Yard and The Arcade

George Yard and the western end of the Victorian Arcade could be a hub for food and drink uses. This would provide family friendly, early evening venues for visitors to the Civic, Parkway cinema and other cultural venues.

George Yard already has a number of bars. Further food and drink uses should be encouraged in this area and at the western end of the Victorian Arcade including cafe's and independent food retailers to ensure day and evening activity. Improvements to paving at George Yard were made recently could be further enhanced by the addition of lighting, street furniture and planting, taking into account servicing requirements.

Wellbeing Route

A marked walking route that links Barnsley's many cultural institutions and public open spaces, starting and ending at the Interchange. It will be culture-led but have multiple functions. It could be the focus for events like "Routed" a temporary art project.

The route shown is illustrative and should be developed further in consultation with stakeholders. The final path should be accessible for people with different mobility needs. It should include places to sit and consider the location of public toilets as well as lighting and safety measures.

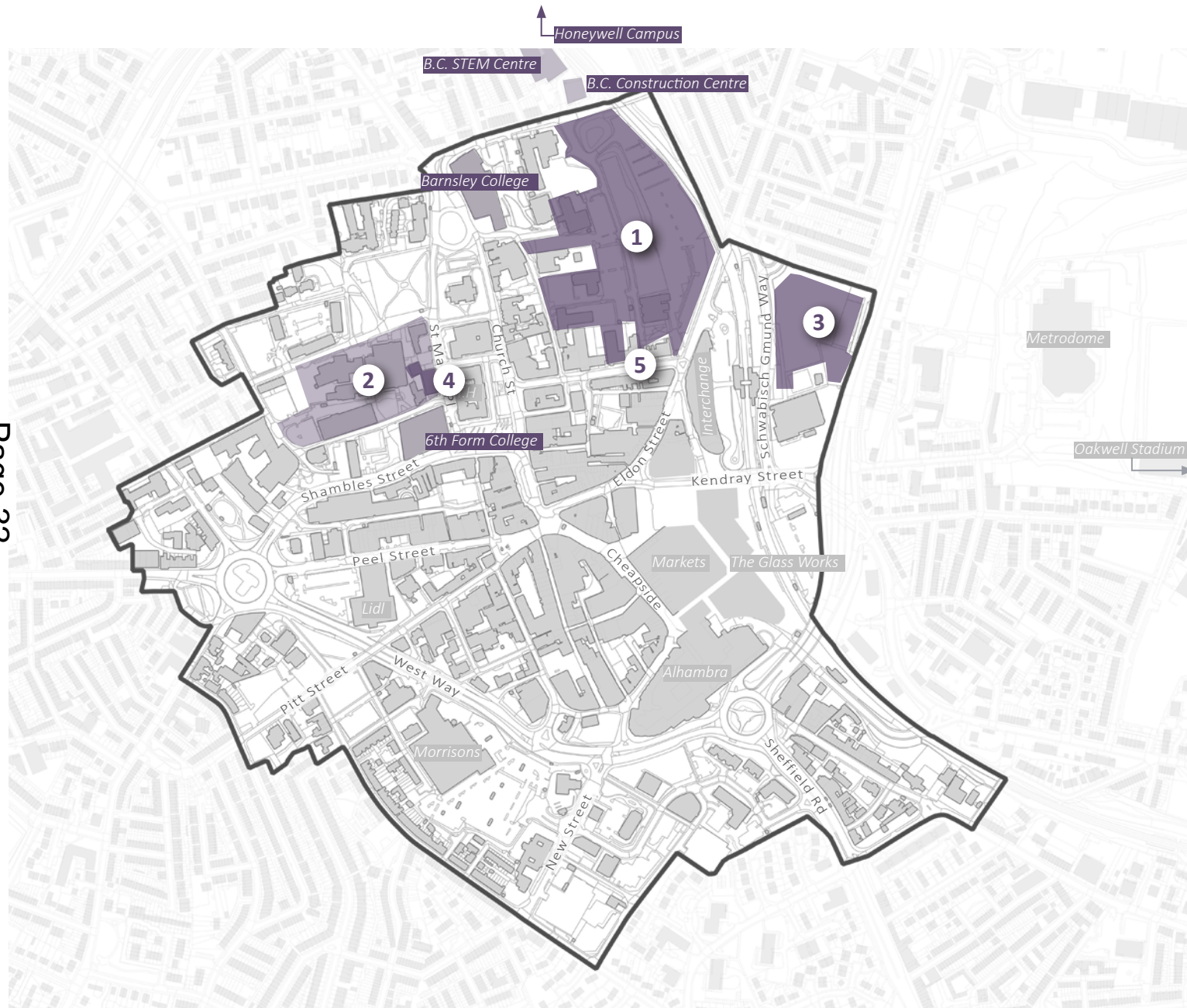
Connections - 6
Greenspace - 5

Metrodome and Oakwell Link

The Metrodome and Oakwell Stadium attract plenty of visitors. However most arrive by car and leave without visiting the town.

Improving the walking and cycling connection with the town and Interchange would encourage visits and support more event travel by public transport. Medium term measures could include signage, temporary planting, and publicity of town centre attractions. Long term measures could include surfacing improvements, lighting and permanent green infrastructure linked to a new Market Gate bridge.

Connections - 8
Greenspace - 4



The Seam

The Seam is Barnsley's emerging digital campus combining digital and creative businesses, housing, green spaces, new connections and an active travel hub. It is a key priority for the town.

The masterplan is already in development but opportunities for additional boosts to Barnsley's skills/employment offer should be explored including higher education links. The scheme should also seek to enhance pedestrian connectivity via an active travel route between the Interchange and Honeywell Sports Campus.

Housing - 3

Greenspace - 3

Connections - 9

SKILLS AND EMPLOYMENT PROJECTS

Young Town: a set of interventions to support young people

2



L

Westgate Area

The area includes older buildings that are not energy efficient or fit for purpose including 1 - 2 storey precinct and a modernist office tower. Much of the block is taken up with surface car parking and the built form is fractured.

Long term there is scope to intensify the area with mixed use development, making better use of land and creating activity at street level through a combination of retention, retrofit, demolition and infill.

The proximity of the Town Hall and the potential refurbishment of Experience Barnsley could provide a catalyst.

3



S

Youth Zone

The Youth Zone would offer a wide range of physical and recreational activities for young people as well as personal development and informal education to help raise aspirations and improve prospects.

Design work is currently underway to develop a complimentary use to the Youth Zone establishing a dedicated inclusive and welcoming young person zone in the heart of the town centre. The complimentary design will form part of a hybrid planning application for the site.

4



S

Northern Academy for Vocal Excellence

The Northern Academy for Vocal Excellence (NAVE) would be a permanent home to Barnsley Youth Choir in the town centre. It will engage with other organisations to provide a hub for singing regionally and nationally, hopefully building an international reputation.

It will be located at Barnsley Council's former Computer Centre building on the corner of St Mary's Place and Westgate.

5

Employment and Skills Hub

A key theme of the borough's employment and skills strategy is to improve visibility of /access to learning, skills and employability support. A work and skills hub in the Town Centre will maintain a visible presence for the employment and skills services that are provided to residents.

S

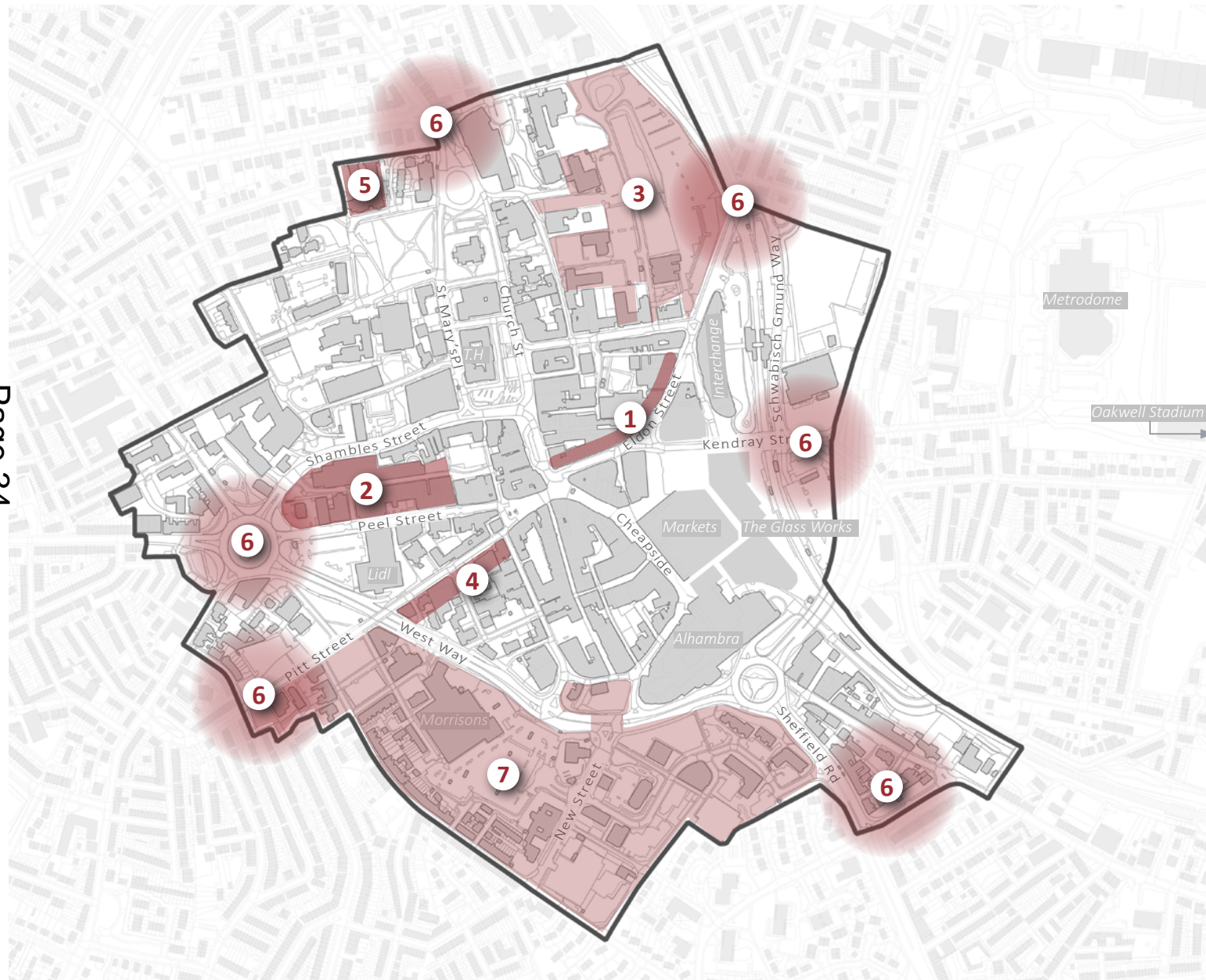
Action SE1: Home Working

The inclusion of home offices and work spaces is encouraged in housing developments.

Action SE2: Digital Connectivity

Providing fast and stable digital connections for homes and businesses is a priority in the town centre.

See also: **Action R2: Outer Retail Core** which encourages new independent businesses.



Approach

The overall aspiration is to increase the amount of high quality housing within the town centre. This should be sustainable and cater to a range of ages and needs. The following list represents a possible starting point and further opportunities for homes in the town centre may come forward in future.



Eldon Street

Housing is being incorporated into the upper floor of the Harral's building as part of the Heritage Action Zone. Similar proposals will be considered on their merits.

Culture - 1

Connections - 7

S

HOUSING PROJECTS



Peel St North

Partial demolition of existing buildings. New mid-density housing + active ground floor uses. Land assembly needed for delivery.



Pitt Street

The development of new and retrofitted mid-density housing along Pitt Street. A pilot project could test a few units with the potential to expand along the whole street.



The Seam

Development will incorporate housing, creating a vibrant and sustainable neighbourhood where people live, work, learn, try new ideas and enjoy public spaces.



Berneslai Close

McCarthy Stone retirement living development comprising 49 one and two bedroom apartments for the over 60s. This project is already in progress.



Gateways

Sustainable retrofit and refurbishment at gateway locations and on arterial routes heading in and out of the town, including around Town End Roundabout. Demolitions may be considered where retrofit and refurbishment is not sufficient to address amenity issues (e.g. noise, air quality) and where space is required for provision of active travel and public transport infrastructure.

Connections - 4



Southern Fringe Opportunity Area

New housing and a change of the overall use and character of the New Street area is a priority, including improvements to the West Way crossing into the town centre. In the wider Southern Fringe Opportunity Area no specific sites have been identified but the area has potential to deliver housing close to the town centre.

Green Space - 1

Connections - 1

Action H1

New and retrofitted homes in Barnsley Town Centre will be required to conform to strict standards around sustainability. Standards will be agreed during pre-application discussions while definitive guidance is developed. The Council will play an active role in delivering low carbon homes through development partnerships and land assembly



1 Southern Fringe Opportunity Area

New green space and greened streets/crossing points could be delivered as part of new housing in and around the Southern Fringe Opportunity Area, with New Street being the priority. In this area there is an opportunity to deliver new public green spaces for residents within new housing schemes, as well as include planting and green infrastructure at an improved West Way crossing leading into the town centre.

Housing - 7
Connections - 1

GREEN SPACE PROJECTS



2 West Way and Alhambra Roundabout

The West Way currently presents a significant barrier to getting into the town centre from the south and doesn't provide a positive experience for pedestrians and cyclists. Along with the connectivity improvements in the next section, greening the West Way would soften its appearance and could improve air quality. The pedestrian routes at the Alhambra Roundabout could be a particular area of focus for additional planting and public realm improvements.

Connections - 2



3 The Seam

New green spaces and green links will be delivered as part of the Seam digital campus masterplan.

Skills and Employment - 1

Housing - 3

Connections - 9



4 Green Connections

Street trees and greening along key routes in and out of town centre and at key gateways.

Connections - 3, 5 and 8

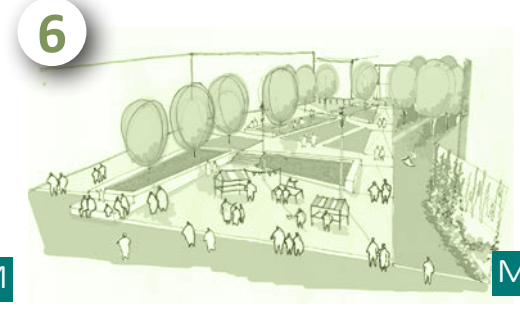


5 Wellbeing Route

The marked walking route referenced in the Culture section also provides an opportunity to green key streets within the town centre. A “anything and everything” approach could be taken, greening areas over time through a series of smaller projects, incorporating planting, street trees, green walls, pocket parks with places to pause and sit down or even food growing areas.

Culture - 3

Connections - 6



6 Urban Park

An urban park for the town centre at Cheapside/Albert Street - a green and blue (incorporating water) space for residents to socialise and spend leisure time. Embodied carbon associated with any demolition should be carefully considered, following a circular economy model to reuse materials. The park could provide a play area, “micro forest” and space for market stalls.



1
New Street Crossing
 Improvements to crossing over West Way and New Street and improved gateway to the town centre to be delivered as part of Southern Opportunity Area.

Housing - 7
Green Space - 1



2
West Way
 Integration of improved walking and cycling connections both across and along the West Way.

Green Space - 2

CONNECTIONS PROJECTS



3 Routes in and out of town

Improvements to walking and cycling connections in and out of the town to improve access for surrounding neighborhoods.

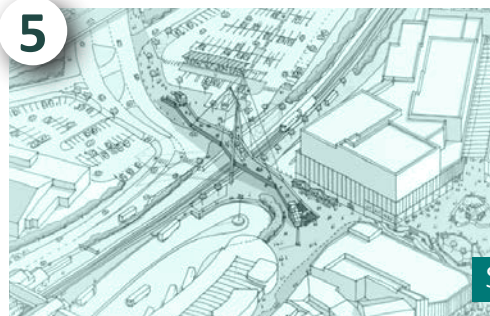
Green Space - 4



4 Gateways

At key gateways in and out of the town centre, refurbishment and new development at higher densities will be encouraged, provided it is well designed and sensitive to the context.

Housing - 6



5 Market Gate Bridge

Walking, cycling and public realm improvements around Market Gate Bridge, joining up with Metrodome and Oakwell project.

Culture - 4



6 Wellbeing Route

The marked walking route described in previous sections is an opportunity to improve the connectivity and quality of access *within* the town centre.

Culture - 3

Green Space - 5



7 Eldon Street Access

Improved access to Regent Street South and the Civic

Culture - 1

Housing - 1



8 Green Sprints

Cycling and walking routes in and out of the town centre, including the route through a proposed 'green zone' around the Metrodome and Oakwell area and A61 link.

Culture - 4



9 The Seam

New links and connectivity through the Seam digital campus masterplan.

Skills and Employment - 1

Housing - 3

Green Space - 3

Connections

- 1 - New Street Crossing
- 2 - West Way
- 3 - Routes in and out of Town
- 4 - Gateways
- 5 - Market Gate Bridge
- 6 - Wellbeing Route
- 7 - Eldon St Access
- 8 - Green Sprints
- 9 - The Seam

Retail

- 1 - Inner Retail Core
- 2 - Retail Reinvention Area
- 3 - Eldon St and Regent St South



Green Space

- 1 - Southern Fringe Opportunity Area
- 2 - West Way and Alhambra Roundabout
- 3 - The Seam
- 4 - Green Connections
- 5 - Wellbeing Route
- 6 - Urban Park

Skills and Employment

- 1 - The Seam
- 2 - Westgate Arena
- 3 - Youth Zone
- 4 - Northern Academy for Vocal Excellence
- 5 - Employment and Skills Hub

Culture

- 1 - Eldon St and Regent Street South
- 2 - George Yard and The Arcade
- 3 - Wellbeing Route
- 4 - Metrodome and Oakwell Link

Housing

- 1 - Eldon Street
- 2 - Peel Street North
- 3 - The Seam
- 4 - Pitt Street
- 5 - Berneslai Close
- 6 - Gateway Retrofit
- 7 - Southern Fringe Opportunity Area

OPPORTUNITY AREAS



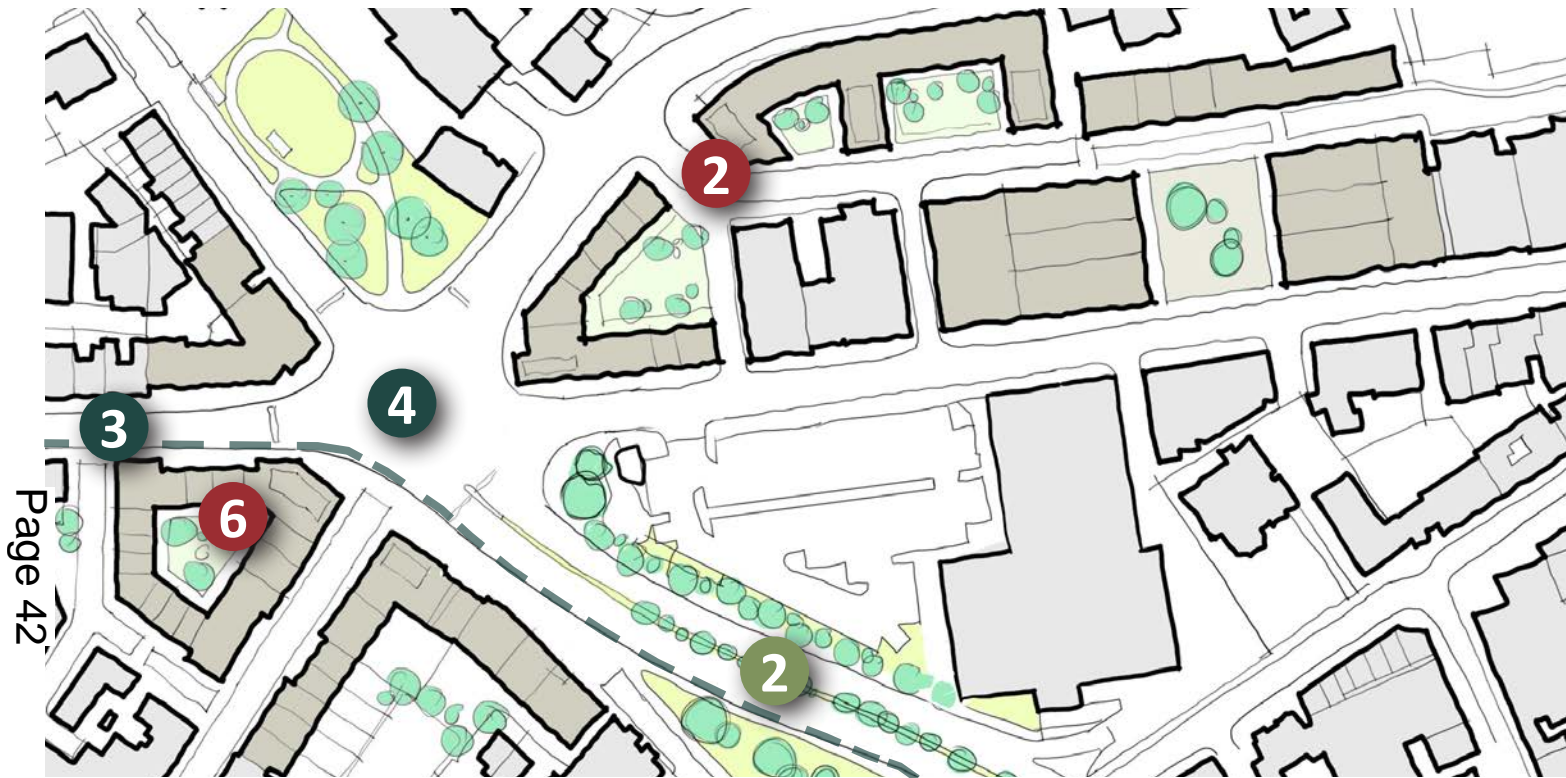
Selecting the Opportunity Areas

We've selected three "opportunity areas" for which we have developed mini-masterplans, along with some more information on what the "multi-purpose route" might look like.

These areas were chosen because they:

- Are areas of the town centre where land is not being used as efficiently as it could be/is not meeting its full potential.
- Are areas where a number of the interventions on the previous pages are located
- Cut across a number of different themes within the strategy - providing an opportunity to show how they work together to create better places.

The Wellbeing route has been included as a key idea which could knit everything together.



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Housing - 2

Peel St North

Partial demolition of existing buildings including Peel Street Arcade. New mid-density housing + active ground floor uses. Land assembly needed for delivery.

Green Space - 2

West Way and Alhambra Roundabout

Greening the West Way, softening it's appearance and improving air quality. Planting and public realm improvements.

Connections - 3

Routes in and out of town

Improvements to walking and cycling connections in and out of the town to improve access for surrounding neighborhoods.

Housing - 6

Gateway Retrofit

Sustainable retrofit and refurbishment at gateway locations and on arterial routes heading in and out of the town, including around Town End Roundabout. Demolitions may be considered where retrofit and refurbishment is not sufficient to address amenity issues (e.g. noise, air quality) and where space is required for provision of active travel and public transport infrastructure.

Connections - 4

Gateways

At key gateways in and out of the town centre, refurbishment and new development at higher densities will be encouraged, provided it is well designed and sensitive to the context.

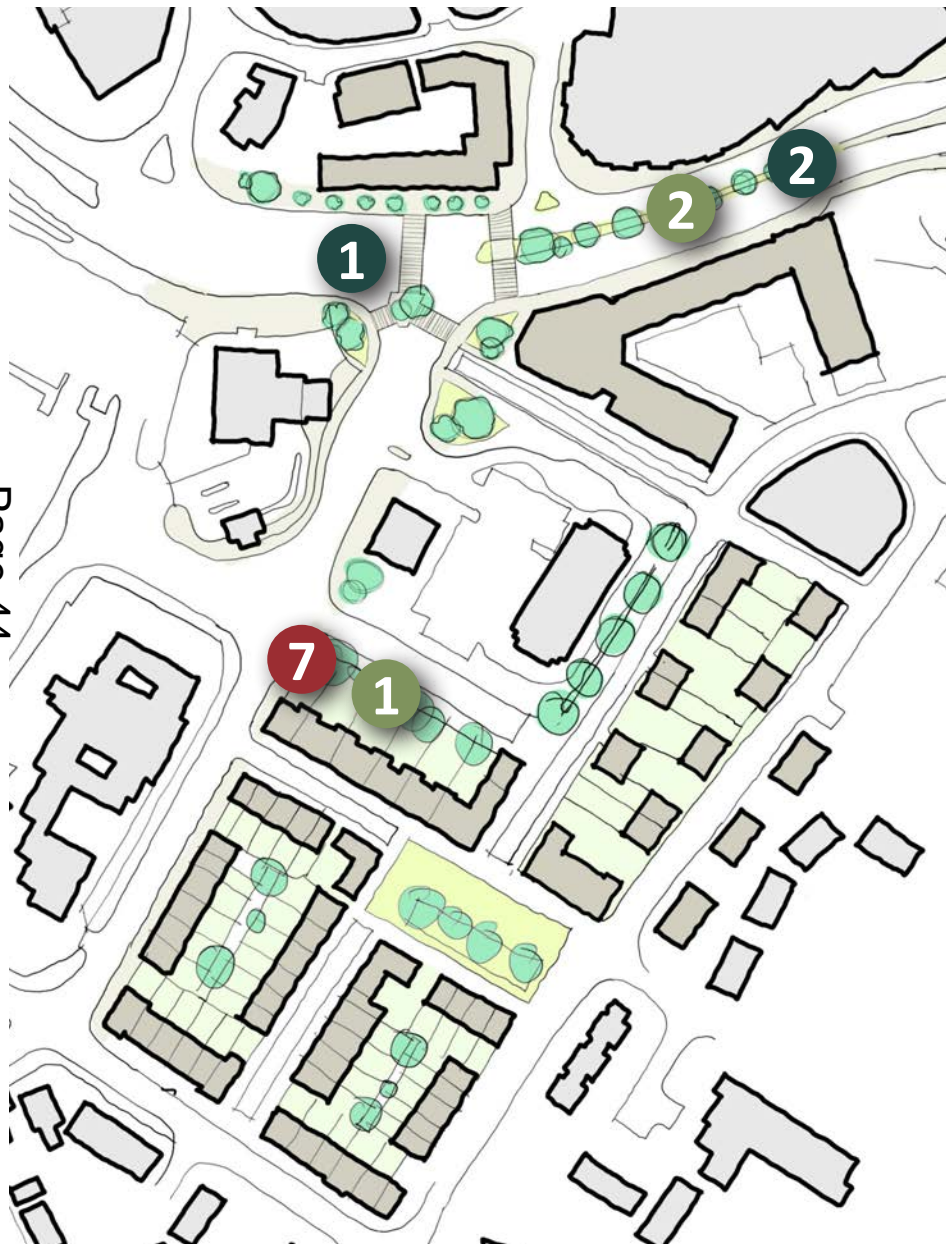
PEEL STREET AND TOWNEND: PRECEDENTS

See "References" for full details and image credits



2 Town centre greening - Grey to Green, Sheffield
 3 Improved pedestrian and cycle routes - Sauchiehall Street, Glasgow
 2 Mid density mixed use - Cornish Steel Works, Sheffield
 6 Terrace retrofit -Energiesprong, Nottingham
 4 Mid density infill - Great Eastern Buildings, Hackney and housing refurbishment - Woodnook, Hyndburn





Housing - 7

Southern Fringe Opportunity Area

New housing and change of overall use and character. A particular focus on the area around New Street as a priority to deliver housing close to the town centre.

Green Space - 1

Southern Fringe Opportunity Area

New green space to be delivered across the southern fringe opportunity area as part of housing developments, with a particular focus on the area around New Street.

Connections - 1

New Street Crossing

Improvements to crossing over West Way and New Street and improved gateway to the town centre to be delivered as part of New Street area housing development.

Green Space - 2

West Way and Alhambra Roundabout

Greening the West Way, softening it's appearance and improving air quality. Planting and public realm improvements.

Connections - 2

West Way

Integration of improved walking and cycling connections both across and along the West Way.

NEW STREET NEIGHBOURHOOD: PRECEDENTS

See "References" for full details and image credits



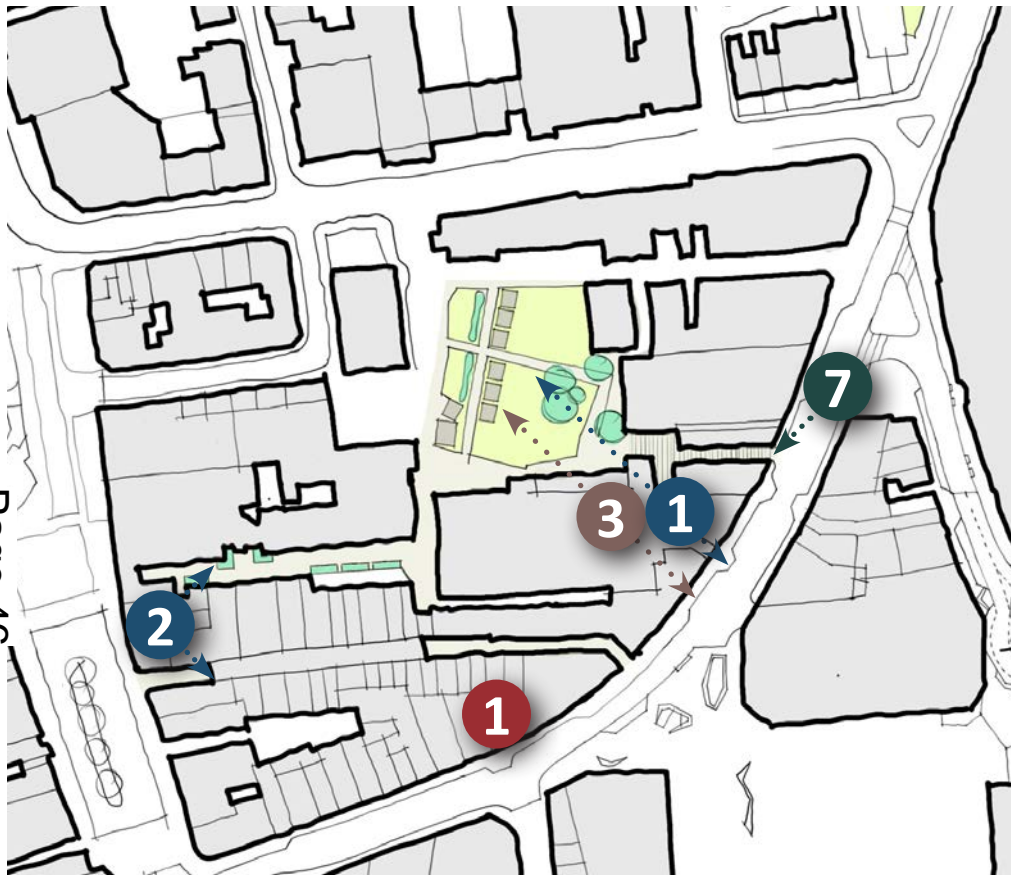
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7 - New low carbon neighborhoods:
Goldsmith Street - Norwich, Citu - Leeds,
Lenton Green - Nottingham.

1 - Neighbourhood green spaces: Lenton
Green- Nottingham, Goldsmith Street -
Norwich, Rochester Way - Greenwich

1 - Improved, green crossing: Westblaak,
Rotterdam



Connections - 7

Eldon Street Access

Improved access to Regent Street South and the Civic.

Housing - 1

Eldon Street

Housing incorporated into the upper floor of the Harral's building as part of the Heritage Action Zone. Similar proposals will be considered on their merits.

Retail - 3

Culture - 1

Eldon St and Regent St South

As part of the Heritage Action Zone, frontages along Eldon Street will be improved, preserving and enhancing Barnsley's historic culture. This could include independent retail at the ground floor, especially within the Victorian Arcade.

The street includes two key cultural institutions; the Civic arts centre and Parkway cinema. The relationship between these uses, Eldon Street and the green space at Regent Street South should be improved. Work is underway on the alleyway linking Eldon Street and the Civic with lighting and activation. Such interventions could also benefit the middle section of the Civic.

The Regent Street South green space could be activated with "screen on the green" film events, outdoor cultural festivals and pop up shops. These could serve as a test bed for independents who could then be supported to take more permanent units.

Culture - 2

George Yard and The Arcade

George Yard and the western end of the Victorian Arcade could be a hub for food and drink uses. This would provide family friendly, early evening venues for visitors to the Civic, Parkway cinema and other cultural venues. Further bars and restaurants should be encouraged in this area and at the western end of the Victorian Arcade. Improvements to paving at George Yard were made relatively recently and the area could be further enhanced by the addition of lighting, street furniture and planting, taking into account servicing requirements.

ELDON STREET BLOCK: PRECEDENTS

See "References" for full details and image credits

1 3



2



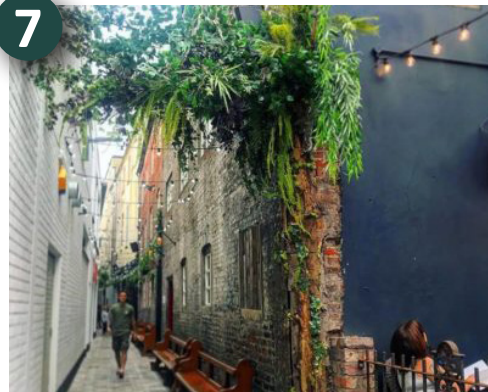
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1



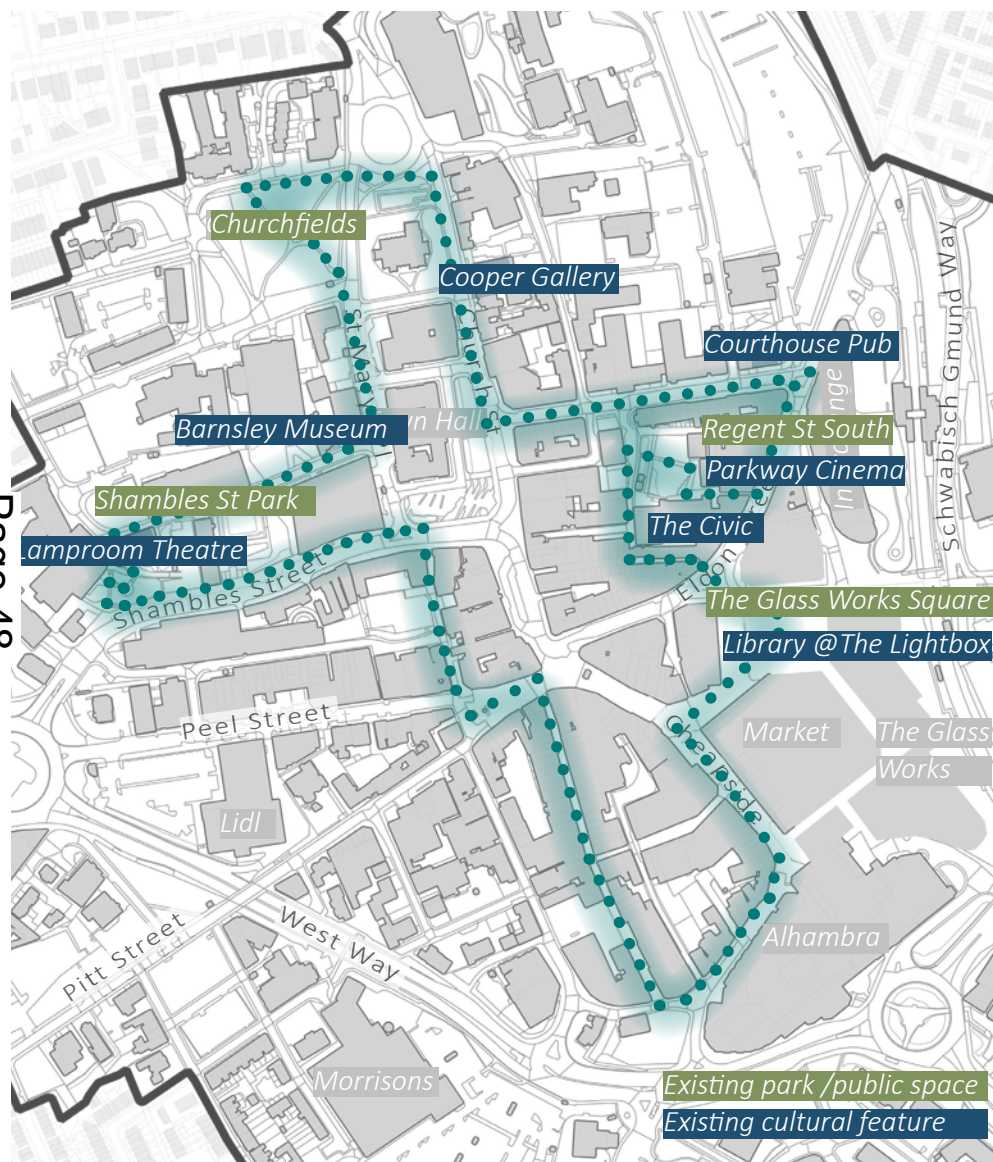
7



- 1/3** Independent retail and culture: Gabriels Wharf South Bank, Gillett Square, Hackney
- 2** Activated yard/lane: Ashton Lane - Glasgow, Arcade as food and drink destination: Passage des Panoramas - Paris
- 1** Heritage housing conversion above retail: Bishops Stilton
- 7** Improved alleyway: Joys Entry - Belfast

WELL-BEING ROUTE

Page 48



Possible route - for illustrative purposes only

A marked walking route that links Barnsley’s many cultural institutions and public open spaces, starting and ending at the Interchange. It will be culture-led but have multiple functions. It could be the focus for events like “Routed” a temporary art project.

The route shown is illustrative and should be developed further in consultation with stakeholders. The final path should be accessible for people with different mobility needs. It should include places to sit and consider the location of public toilets as well as lighting and safety measures.

The marked walking route also provides an opportunity to green key streets within the town centre. An “anything and everything” approach could be taken, greening areas over time through a series of smaller projects, incorporating planting, street trees, green walls, pocket parks with places to pause and sit down or even food growing areas.

It is also an opportunity to improve the connectivity and quality of access within the town centre.

WELL-BEING ROUTE

See "References" for full details and image credits



Health, wellbeing and sustainable travel: Oxford Health Routes

Incorporating art or linking to local cultural events: The Wander Art Trail in Mayfair and Belgravia

Local food growing projects along the route: Incredible Edible Levenshulme and Todmorden

DELIVERING THE STRATEGY

The following pages summarise reporting undertaken by ADE Regeneration and propose a way forward for delivering the strategy. They should be read in conjunction with the Sustainability Action Plan detailed in the next section, which should guide that way that this delivery strategy is enacted.

Introduction

The proposed URBED strategy sets a future vision for what Barnsley Town Centre should be. In order to get there a series of minor and major changes will be required. Some of these interventions are already well defined and planned for, whilst others need starting from almost a blank sheet.

The table on pages 48-53 summarises these core interventions, likely costs and most probable means of delivery. Our summary is based on a desk-top review of available evidence, but not any form of technical detail or feasibility studies. We outline where further work is required to establish the project, cost and delivery route. All costs, unless otherwise stated, are purely illustrative to give a sense of the scale of intervention required.

Retail

The strategy proposes focusing traditional retail in a tight area around The Glass Works, with a retail reinvention area of more independent shops and a diverse range of other uses, possibly branded as “Indy Town”. Retail around the periphery of the town centre over-time will be expected to shrink and move closer to the retail centre. In order to achieve this the Council will need to concentrate on filling the empty units in The Glass Works.

The retail reinvention area and the rest of the town centre, will undergo a period of transition. In order to mitigate the scarring of this transition (empty units, physical deterioration) we have proposed the Council consider playing an active role through the creation of a Space Agency. This would be an independent body established to help bring novel and interesting uses into vacant

spaces, which could be meanwhile or permanent uses. URBED have previously been involved in the development of a similar organisation in Garston, where small businesses were enticed in to occupy empty units with lower rents. A team with a unit on the high street would market vacant properties and refurbish and maintain them to improve the attractiveness of the street.

A similar organisation in Barnsley could support the diversification of uses in the retail reinvention area and periphery of the high street, support local businesses and support the implementation of carbon saving measures, reporting back to the Positive Climate Partnership, which champions and co-ordinates local action on climate change.

This Space Agency would require revenue funding to pump-prime its

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Further detail can be found in Taking the Barnsley Town Centre Strategy Forward to deliver (2022) produced by ADE Regeneration

DELIVERING THE STRATEGY

early activities and we recommend the possibility of exploring central government funding opportunities for this purpose.

Culture

For a town the size of Barnsley the cultural assets in the town centre are already strong, with enhancements over recent years with the improvements to the Civic, new library and Cinema. The Northern Academy for Vocal Excellence will further add to this. The Strategy therefore concentrates on making the most of the existing assets, but improving links between them, creating space to and uplifting the aesthetics of the core cultural area. Activating George's Yard and introducing Food and Beverage retail in the arcade are proposed interventions. The collection of green space and connection improvements we propose are packaged together as part of a wider town centre programme of public realm interventions.

The ownership structure of George's Yard and Eldon Street make any comprehensive development plans complex and possibly unnecessary. The series of interventions are therefore smaller in scale on purpose and looking to build on the existing building masses and attractions.

Skills & Employment

Barnsley College is a great asset for the town centre and will be core to it for many years to come. The Council should continue to facilitate the College's growth.

A Youth Zone is proposed for the town centre. Youth Zones are purpose-built spaces that provide young people aged between eight and nineteen, or up to twenty five with a disability, affordable access to high-quality sports, arts and leisure facilities and activities. From our knowledge of the Youth Zone activities elsewhere this is likely to have a very significant

positive impact on Barnsley Town centre. To highlight its impact we recommend that a baseline of the town centre economy is undertaken before and after the Youth Zone programme. training opportunities for local young people and should be facilitated.

The Council now has secured funding to undertake some enabling works which will improve the viability and attractiveness of The Seam masterplan site. The Council is well underway in moving forward with a next phase of development that would deliver a multi-storey car park, travel hub and some key elements of public realm. This unlocks the ability to build on the surface level car park and improves the viability of the remainder of the site. Beyond the early phases we believe there is appetite from developers to move forward delivery quickly on this site. The Council may wish to retain control of future

phases of development or seek a development partner. There is likely to be strong market demand for the delivery of a hotel, housing and, subject to grant being used to fill a viability gap and the Council taking a lead, also commercial offices to expand the existing digital campus. The Westgate area offers opportunities for mixed use and higher density employment space and housing. This is an area where we recommend the Council spend more time through a feasibility study establishing the development potential for the area and what actions it needs to undertake to achieve this.

Housing

The strategy highlights several areas where housing should be brought into the town centre to increase the diversity of uses and help the transition away from retail in peripheral areas. Whilst there are obvious places housing

DELIVERING THE STRATEGY

could be delivered by the private sector as part of wider more comprehensive developments (e.g. The Seam), other areas such as Peel Street and Pitt street will be more complex to achieve change (owing to fragmented land ownership and viability constraints). We outline a series of these sites where more detailed feasibility work is required and that are likely to require some form of gap funding to achieve viability.

interventions are packaged together as a programme. We recommend that a programme of more detailed studies is undertaken to establish the designs and costs of these. Once completed, a holistic vision for public realm improvements and a delivery strategy can be established. At this point we would suggest the Council consider whether the programme forms part of a comprehensive town centre improvement project that could access central government funding when new funding is announced.

for projects that clearly align against its objectives, the Council should advance dialogue with the South Yorkshire Mayoral Combined Authority on this matter.

centre should be considered in more detail as the transitioning of space in the retail reinvention and periphery of the town centre will be critical to the overall delivery of the vision.

We recommend that decisions are made as to what Town Centre projects should be prioritised and worked on so that if, and when, Government announces new funding, Barnsley stands the best chance of winning in a competitive bidding round.

Immediate next steps

Delivery is underway in many areas and should continue. A series of more detailed feasibility studies are required and should be scoped and commissioned. The public realm, green space and connection improvements should be drawn together as one programme of interventions, with the potential to target external grant funding to deliver these. The idea of a Space Agency for Barnsley town

Funding

Lots of the projects we detail have funding secured or will be private sector led. Future High Street Funding has already been secured which gives the town centre significant resources to begin delivery. The South Yorkshire Renewal Fund is a key source of potential funding and,

Green space and connections

Barnsley town centre has already achieved some great results in the uplifting of its public realm in its core. The strategy highlights areas where further improvements are required to deliver the Strategy vision (including establishing a well-being route, a new urban park, green space improvements around the periphery of the town centre and improvements to some key gateway locations). We recommend that these

Consolidated Actions for Barnsley Masterplan Delivery

Code	Project Name	Description	Cost	Delivery	Years
Retail					
R1	The Glass Works and Market	Active asset management to activate and secure lettings for new space created	NA	The Council continue to to move this forward with internal lettings team and external support.	1 to 3
R2	Eldon Street	Shop front improvements and activating upper floors, encouraging independent uses	£2m - £4m	The Council to play active in role in pilot development on Harrals building. Space Agency could play a role in managing any voids that emerge, possible shop front grant scheme to play a role in aesthetic improvement.	2 to 5
R3	Alhambra	Active monitoring and engagement with owners	NA	The Council to monitor and engage with owner and asset manager. Private sector led delivery.	1 to 10
R4	Changing uses across secondary retail area	Ensuring a smooth transition of consolidating the core retail area, and movement of retail away from peripheral locations	£0.3m - £0.5m	Policy driven and supporting role played by Space Agency. Engage with owners to establish potential for facilitation, partnering or acquisition. Undertake detailed feasibility study in selected locations. Put together overarching funding and phasing strategy including public sector support.	2 to 10
R5	Space Agency	A new body established to play an active role in managing void space	£0.3 - £0.5m	The Council to explore the scope and feasibility of Space Agency.	1 to 15

Culture					
C1	Eldon Street	See R2	See R2	See R2	1 to 3
C2	George Yard and The Arcade	Engaging to fill empty units, encouraging food and drink uses into The Arcade. Spaces to fill , and environmental improvements. Short term cheaper vibe changing interventions, licensing to activate the space.	£0.25 - £0.5m	Space Agency to play a role. Public realm interventions via wider programme. Look into fiscal incentives.	1 to 3
C3	Well-being route***	Improve a core route around the town centre to create a continuous walking loop	£2m - £4m	See P1	2 to 5
C4	Metrodome link***	Improving the pedestrian links between town centre and Metrodome	£1m - £2m	See P1	2 to 5
C5	Westgate area	Opportunity to increase density of development and introduce employment and possibly housing on this site	£20m - £30 (private sector led)	Feasibility study undertaken. Brief and land assembly strategy to be considered. The Council likely to play facilitation role, with development private sector led.	2 to 10
Skills / Employment					
SE1	The Seam Campus development	Major development opportunity to deliver mixed use development, complement a digital workspace campus at its core	£56m (£11m FHSF, private)	Private sector delivery, enabled by grant funding already secured. Critical to move forward at pace.	1 to 10
SE2	Youth Zone	Training and youth facilities as part of Youth Zone proposals	TBC	To be moved forward by Onside, funding and delivery partner secured.	1 to 3

DELIVERING THE STRATEGY

SE3	Workspace projects in West Gate	Existing low density and inefficient buildings replaced over time	Unknown	Feasibility work to be undertaken to establish vision and plan for delivery.	2 to 10
SE4	Northern Academy for Vocal Excellence	Permanent Home for the Northern Academy for Vocal Excellence and other choirs	TBC	In progress	1 to 3
SE5	Employment and Skills Hub	A work and skills hub in the Town Centre maintaining a visible presence for the employment and skills services that are provided to residents	TBC	Council led	1 to 3
Housing					
H1	Eldon Street	Housing is being incorporated into the upper floor of the Harral's building as part of the Heritage Action Zone. Similar proposals will be considered on their merits.	TBC	Private sector delivery, enabled by grant funding already secured. Explore award opportunities. Undertake high level feasibility study to identify other suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition. Undertake detailed feasibility study in selected locations. Put together overarching funding and phasing strategy including public sector support.	1 to 5
H2	Peel Street North	Partial demolition of existing buildings. New mid-density housing + active ground floor uses. Land assembly needed for delivery.	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition. Undertake detailed feasibility study in selected locations. Put together overarching funding and phasing strategy including public sector support.	1 to 5

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H3	Housing as part of The Seam development**	The Seam Development will incorporate housing, creating a vibrant and sustainable neighbourhood where people live, work, learn, try new ideas and enjoy public spaces. Subject to soft market testing residential could include both market (e.g. PRS) and affordable tenures	TBC	Beyond Phase 1 which the Council are delivering, conclude soft market testing, procure delivery partner(s) through appropriate framework and enter into development agreement.	1 to 5
H4	Pitt Street	The development of new and retrofitted mid-density housing along Pitt Street. A pilot project could test a few units with the potential to expand along the whole street.	TBC	Undertake high level feasibility study to identify suitable interventions. Engage with owners to establish potential for facilitation, partnering or acquisition. Undertake detailed feasibility study in selected locations. Put together overarching funding and phasing strategy including public sector support.	1 to 5
H5	Berneslai Close	McCarthy & Stone retirement living development comprising 49 one and two bedroom apartments for the over 60s. This project is already in progress.	NA	Private sector delivery. Sales are underway for this development now known as Beckett Grange. Explore award opportunities.	1

DELIVERING THE STRATEGY

H6	Gateways	Sustainable retrofit and refurbishment at gateway locations and on arterial routes heading in and out of the town, including around Town End Roundabout. Demolitions may be considered where retrofit and refurbishment is not sufficient to address amenity issues (e.g. noise, air quality) and where space is required for provision of active travel and public transport infrastructure.	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition. Undertake detailed feasibility study in selected locations. Put together overarching funding and phasing strategy including public sector support.	1 to 5
H7	Southern Fringe Opportunity Area	New housing and a change of the overall use and character of the New Street area is a priority, including improvements to the West Way crossing into the town centre. In the wider Southern Fringe Opportunity Area no specific sites have been identified but the area has potential to deliver housing close to the town centre	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition. Undertake detailed feasibility study in selected location. Put together overarching funding and phasing strategy including public sector support.	1 to 10
Greenspace					
G1	Greenspace periphery projects***	Series of smaller scale green space improvements and introductions around the outside of the town centre	£0.5m - £1m	See P1	2 to 5
G2	Urban park***	Creation of an urban square near the centre of the retail core, potentially using Council owned land	TBC	To be promoted by the Council, including potential demolition of surplus retail stock	2 to 5
G3	Well being route***	See C3	See P1	See C3	See P1

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G4	West Way and Alhambra***	Improved space between West Way and Alhambra to improve the pedestrian experience	£0.5m - £1m	Delivered as part of wider public realm programme.	2 to 5
G5	The Seam	Green spaces and high quality public realm forming part of The Seam vision	£1m - £1.5m	To be led by private sector delivery partner, informed by design brief and masterplan.	2 to 10
Connections					
CN1	Travel Hub at The Seam	Integrated cycle and pedestrian facilities as part of the Seam development	£0.5m - £1m	Paid for from FHSF, delivered as part of The Seam programme.	2 to 5
CN2	Well-being route***	See C3	See P1	See C3	See P1
CN3	Taming of West Way***	Low-scale interventions to improve the aesthetics and pedestrian experience at key gateway	£0.75m - £1m	See P1	See P1
Public Realm programme					
P1	A programme of public realm improvements	A programme of interventions brought together as a programme to ensure coordination and complementarity of project to achieve the masterplan vision	£10m - £15m	Work undertaken to scope, design and cost all interventions expected. Funding strategy conceived on the back of this work. Possibility of programme bid for external funding.	2 to 5
Monitoring and evaluation					
M1	Monitoring and evaluating the delivery and health of the town centre	Comprehensive health monitoring of the town centre	£0.1m - £0.3m	Internal Council team already in place and plans made.	2 to 10

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The following pages summarise reporting undertaken by LEDA and set out a “sustainability action plan” to guide Barnsley towards its zero carbon commitments as the strategy is realised. Further detail can be found in LEDA’s full report.

They should guide the way that the delivery strategy set out in the previous section is enacted.

For example, Barnsley’s sustainability agenda should influence the brief writing and procurement of development projects, the development and actions of organisations like the “space agency” and in the planning and commissioning of studies relating to infrastructure improvements.

Introduction

As stated at the start of the document, this strategy involves looking at how the town centre can help protect Barnsley for future generations by reducing carbon emissions to help limit the effects of climate change.

In September 2019 Barnsley Cabinet declared a climate emergency to bring issues of climate to everyone’s attention.

To help Barnsley to reduce its carbon emissions the council have the following two programmes:

Zero 40

Barnsley will become net carbon zero by 2040, or earlier if possible. This will focus on improvements in the council’s environmental performance.

Zero 45

Where the borough will become net zero carbon by 2045 Zero 45.

Barnsley will help the whole of Borough including its residents, communities, partners and businesses to support Barnsley’s changeover to be net zero.

Achieving the net zero targets agreed by the council requires the reduction of energy demand and meeting that demand from renewable resources.

Retrofit of the buildings in the town centre will be an important step in meeting net zero and involves the improvement in performance of the buildings through energy efficiency measures, low carbon heating (using heat pumps), electrification of cooking, and electricity generation from renewable resources.

The focus of retrofit is in reducing the operational greenhouse gas emissions in scope 1 (direct) and scope 2 (indirect via power used) associated with the buildings in the

town centre over the lifetime of the retrofit measures. Ultimately, all combustion must be eliminated, and all energy provided by electrical means. This will enable the town centre to reach net zero as electricity generation becomes zero green house gas emission. Eliminating combustion will also give benefits in internal and external air quality and hence improve the health of the population using the town centre.

Achieving retrofit of the buildings within the town centre is a combination of technical, financial, and organisational issues that together are complex and challenging to solve.

At a national and international level, deep fabric first retrofit to enable net zero carbon emissions is expected to pay back, but for an individual household or business there may not be a viable business case for many of the measures that make up a package for deep retrofit.

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This reflects the fact that there is a regional level trade off between energy demand reduction and the need to construct energy generation, transmission, storage, and distribution infrastructure. Reducing demand is often less expensive than building more infrastructure.

Some of the benefits from deep retrofit measures (as part of a whole building plan which deals holistically with improving the building performance) are seen in other sectors of the economy. For example, improvements in comfort and internal air quality give rise to reduced costs in the health care system both in terms of physical and mental illness. The same can be said of improvements in external air quality due to elimination of combustion in transport and buildings and in promoting active travel modes. The individual household or business making the improvements does not

directly receive the benefits in financial terms, and it is therefore necessary to provide funding to make implementation of retrofit measures have a viable business case.

The scope and scale of retrofit required is substantially beyond what is currently carried out and building a pipeline of work and a supply chain to support it is necessary. This will involve investments in training and activities to develop capacity in professions and trades that are required alongside developing demand.

Interventions and Opportunities

Energy efficiency, low carbon heating and renewable energy generation can all be implemented in the town centre buildings. It will be most effective to coordinate these measures

when opportunities arise or as part of intentional interventions (opportunistic or strategic implementation).

Different building types within the town centre will have different opportunity points due to their types and ages of construction; tenant-landlord relationships; use patterns. Each building should have its own whole building plan, considering the businesses located within that building and ownership and tenancy.

Opportunity points may arise due to reasons such as:

- Change of tenant
- Change of use
- Change of owner
- Required maintenance
- Refurbishment/rebranding/refit

Some of these opportunity points may be initiated by council interventions, for example:

- Supported change of use to fill vacant units
- Strategic changes to areas of the town centre

Refitting and refurbishment of buildings that may occur with change of tenant or use may result in stripping back the building to the basic fabric and there may be substantial changes to building services to accommodate new requirements. In a typical refit, little improvement to the building fabric would be made and services would be specified to meet only the minimum standards required and so an opportunity may be lost to achieve substantial improvements. For most buildings there will only be a few opportunities within the 20 years during which greenhouse gas emission reduction must be achieved. Refit projects are often programme driven, so there is pressure to not include additional

SUSTAINABILITY ACTION PLAN

works and without support opportunities will be lost. Several things are therefore key to seizing the opportunity when it arises for a building:

- Readily available funding for the energy efficiency, low carbon heating and renewable generation implementation (as a pre-approved package using grants, loans etc.)
- Mandatory requirements and strong incentives to include retrofit measures in the building refit.
- Support for tenant businesses while the additional works are carried out, be it temporary premises, pop up shops or similar offers to enable their businesses to be generating money while the works are carried out. This could be an aspect of the Space Agency's work (Page 45), reporting into the Positive Climate Partnership.

- A plan for the building retrofit developed ahead of the refit works to ensure there are minimal delays due to addition of the retrofit to the works.

With larger projects, such as with a change of use, the incorporation of retrofit works should be more easily accommodated, but again the same support mechanisms are required to make the cost and time impacts of the additional work acceptable to the owner and tenants.

Ownership of buildings can be a barrier to retrofit works, where ownership is through agents, trusts, offshore companies, or overseas owners, there may be little interest in the buildings other than income. In some cases, this may even preclude proper maintenance and they may be falling into disrepair and have significant issues existing or developing. A retrofit plan for these buildings would need to consider how the building can be brought to and maintained in

a state to be retrofit ready. The process of engaging with the owners of these buildings is likely to take a substantial amount of time and these may be some of the most difficult buildings in the town centre to get retrofitted not due to technical issues but due to getting the owners to engage with the need to retrofit.

Some buildings may be owned and occupied by the same business. This group can be further divided into owned and occupied by a small-medium business and owned by a national/international business and occupied by a local branch of that business. The approaches in these cases will likely be different, but there is likely to be more incentive to retrofit these buildings.

It is vital for the long-term sustainability of the town centre that businesses see Barnsley Town Centre as a supportive, profitable, necessary, and desirable place to operate their business. Businesses

will have different drivers for location, relating to customer base; employees/skills; special features of premises (access or equipment). The drivers for and requirements of retrofit are very different for non-domestic buildings than for domestic buildings. Imposing too great a burden in cost, time or complexity may disengage a

Tenant Driven

- Shop Front Changes
- Fit Out
- Refit/refresh
- Maintenance

Landlord Driven

- Change of tenant and new fit out
- Change of use
- Maintenance

Council Interventions

- Change of use
- Maintenance

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business from the process or worse lead to them considering whether alternative premises outside the town centre are better suited to their (perceived) needs.

When maintenance is required to the building, this is either something that the owner has planned for or something that is raised as an urgent problem for the owner to address by their tenant. Timing to implement retrofit measures may be critical and with emergency maintenance may not be possible.

Most tenants (particularly after the effects of the last few years with supply chain disruptions and price increases) will be focused on the day-to-day operations of their businesses and not as much on the longer-term issues such as the premises in which they operate. It will therefore require effort to engage businesses in the vision for the town centre and the need to retrofit.

Some of the interventions identified within this report will change building uses and it should therefore be considered where that change may increase energy use. New building uses should be implemented as fully electrified with no new combustion. Mechanisms need to be found to achieve this through regulation and incentives. Planning policy may be able to go beyond minimum building regulations and incentivise appropriate all electric solutions ahead of an expected ban on combustion of fossil fuels in buildings. Where new or relocated restaurants and cafes are created, this should be with a fully electric commercial kitchen and this may require support for businesses to invest in new equipment and potentially change the way that they cook.

Infrastructure in the town centre will need to be considered alongside the plan to decarbonise buildings, and opportunities to address this

strategically rather than piecemeal would help to minimise disruption.

- Gas infrastructure for buildings in the town centre will become redundant, but infrastructure may pass through to serve other areas.
- Electricity infrastructure in the town centre is expected to require re-enforcement, and this may involve additional cables in the streets and new/upgraded sub-stations to enable the electrification of heat and other uses
 - * EV charging in public car parks and at businesses with parking
 - * Electrification of rail and bus infrastructure
 - * Electrification of commercial kitchens

Studies will be needed with Northern Powergrid and Northern Gas Networks to understand the

implications for their networks of the proposed changes to the town centre and whether changes are required within and beyond the town centre to support these changes.

Making it happen

Making the town centre attractive to businesses committed to decarbonisation will require a strong support network to be built. Organisations to promote collaboration between businesses to achieve economies of scale for finance, materials, and contractor procurement; and a critical mass for developing the skilled supply chain required will help to make the task feasible.

There are many opportunities that could be realised for businesses that choose to be more sustainable. There is a growing awareness amongst the public (particularly those what are 'able to pay') of the

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need to be more sustainable and that is increasing demand for and support of businesses that are more sustainable. There is therefore a marketing value in implementing retrofit measures to a businesses premises in terms of achieving accreditations, awards, and recognition of the businesses' sustainability.

Accreditations such as B Corp and Science Based Targets should be promoted, as widely recognised third party accreditations of sustainability commitments and attainment. Businesses holding or committing to gaining these should be encouraged to locate in the town centre. Other broader sustainability measures such as local sourcing, fairtrade and organic should be recognised as supporting the larger sustainability picture although they will not contribute directly to lowering scope 1 & 2 emissions.

For new businesses, empty buildings and units can be

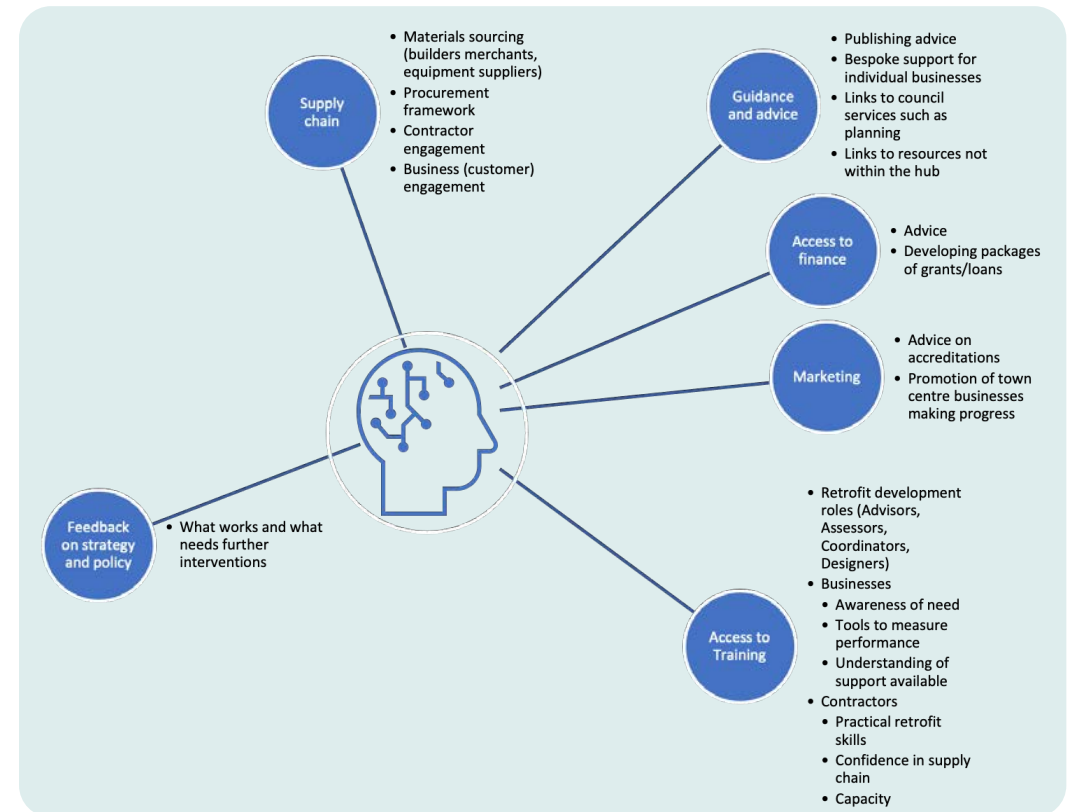
redeveloped to provide incubator & temporary spaces. The opportunity should be taken to both make these spaces energy efficient and low carbon, but also to build the understanding of this into the businesses using these spaces through data collection and engagement with employees. These businesses will then expect their next premises to be energy efficient and low carbon as well and will be far more likely to seek the resources and expertise to make this happen than businesses that have 'grown up' in less efficient premises.

The support for businesses could be presented as a Zero Carbon Business Hub, whether this is a single organisation or group of organisations working together to deliver the necessary services. The hub would need to provide resources to help businesses as well as advice and would need sufficient funding to develop some of the missing pieces to enable an

ongoing retrofit programme for the town centre.

The Zero Carbon Business Hub would need to provide a range of services free of charge or low cost at point of use. The hub would also carry out enabling work such

as developing connections and raising confidence across the supply chain, aggregating demand to enable capacity to be built in local contractors, designers and other retrofit professionals and tradespeople. Capacity building and enabling the supply chain will



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require a long-term commitment and certainty of direction over the 20-year timeframe for the emissions reduction trajectory. As shown in the diagram, zero carbon business hub services would range from training to financial services, and the hub team would need a diverse range of skills to provide the full package of support to businesses. The hub team would need to work with a wide range of service providers to meet the needs of Barnsley's businesses.

Financial services might include advice, but also access to innovative products developed by the hub which might combine grant funding from public, private and third sector organisations with public and private loans to produce funding packages to support whole building deep retrofit. Aggregating the needs of several businesses together may also open other ways of bringing investment into

retrofit. The service should make it easier for businesses to form viable business cases for deep retrofit.

Zero Carbon specific marketing would enable businesses to be supported in gaining and promoting sustainability accreditations, awards, and initiatives.

Training might be provided locally or nationally, but the hub would provide a route of access to funding and support for individuals and businesses in Barnsley to upskill and work in making the transition to zero carbon. The hub would help engage businesses with local training providers and where necessary (for example for retrofit assessors and coordinators) with national providers.

The supply chain around retrofit will need to be strengthened from a supply and demand side and engagement across the supply

chain will help to increase capacity and confidence in delivering retrofit work.

The hub could act as a means of linking suppliers of design and installation services with businesses needing retrofit services within the Barnsley area. Supporting the market for retrofit, identifying barriers, and working to reduce them will help to accelerate the retrofit to the pace needed to meet the targets set.

Planning and building regulations can affect retrofit projects and building refurbishments are governed by the planning and building regulations currently in force. These processes are sometimes a barrier to achieving deep retrofit and ensuring that the businesses in the town centre have access to appropriate advice and support to allow planning and building regulations processes to act as enablers to retrofit rather than barriers should also be an aim

for the hub. Current regulations do not align with national or the Council targets for greenhouse gas emission reduction targets and reaching net zero. It will therefore be helpful to (where possible) augment the current regulations with requirements that are consistent with the trajectory that needs to be achieved. This together with the support and resources suggested above will give the best chance of the stated goals being achieved.

The hub should also have a role in monitoring the pace of retrofit and the energy savings being achieved and feeding back to the council the effectiveness of current strategy and policies in place so that these can be adjusted when required.

Conclusions

Every building within the town centre will need a whole building medium term retrofit plan and the implementation of some

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combination of fabric energy efficiency improvements, low carbon heating and renewable electricity generation. Suitable locations for renewable electricity generation are limited and most of the investment within the town centre will be in fabric improvements and low carbon heating along with improvements to electrical distribution infrastructure. There will need to be some investment outside the town centre (possibly through power purchase agreements) to enable additional renewable electricity generation to be built elsewhere to match the requirements of the town centre. Results of retrofit should be evaluated and fed back to provide assurance that the town centre is on track to meet the net zero targets. Where there is a shortfall in emission reductions, high quality carbon offsets can be purchased alongside additional retrofit measures to bring emission reductions to the levels that are needed.

Strategy for development of capabilities and supply chain

Access to enough people with the skills to provide retrofit advice, assessment, coordination, design, installation, and evaluation of retrofits as defined in PAS2035/2038 should be an early objective of capability development. Achieving a suitable environment for retrofit will also require supply chain, finance, and planning advisors available who can work on developing the supply chain, finance packages and supporting projects through planning. Broad skilled individuals will be needed to engage with businesses to understand how to get them on board with the retrofit process and progress the many projects that will be required. Access to skilled people will likely need to be a combination of recruiting people who already have some or all of the necessary skills and building a training

pipeline through local and national training organisations to provide the growing capacity to support projects as they become available.

Strategy for finance

The finance strategy will need to work with funding available from central government and other parties as well as any local loan or grant funding. Opportunities to put together packages of work that may be investable by the private sector should also be explored. This will link to key strategic decisions around areas of the town centre and how these might be developed. Certain types of finance (for example heritage funding) will only be applicable to certain buildings and therefore different routes for financing need to be supported simultaneously. Businesses will need support to understand and access financing and packaging of financial support will be needed to make the decision to retrofit as easy as possible.

Strategy for business support

To engage businesses with the process of retrofit and the road to net zero, ideally, they would work with a single point contact who would be able to provide them with the clarity and confidence they need to move forward with a retrofit project. Training as retrofit advisors may be suitable to enable single point contacts to work with businesses, with enough knowledge to help them access the more specialist support they need to develop their projects. Training around the specific way that the processes for retrofit in Barnsley are working and in other areas such as finance and supply chain support will also be important to provide a Seamless service to businesses. Removing as many barriers as possible to retrofitting buildings should be a key aim in developing this strategy.

REFERENCES AND CREDITS

Page	Description	Source
35	<p>2 Town centre greening - Grey to Green, Sheffield</p> <p>3 Improved pedestrian and cycle routes - Sauchiehall Street, Glasgow</p> <p>2 Mid density mixed use - Cornish Steel Works, Sheffield</p> <p>6 Terrace retrofit -Energiesprong, Nottingham</p> <p>4 Mid density infill - Great Eastern Buildings, Hackney</p> <p>Housing refurbishment - Woodnook, Hyndburn</p>	<p>Grey to Green - www.greytogreen.org.uk</p> <p>GreenBlue Urban - www.greenblue.com</p> <p>Coda Architecture - www.codaarchitecture.co.uk</p> <p>Energiesprong UK - www.energiesprong.uk</p> <p>Karakusevic Carson Architects - www.karakusevc-carson.com</p> <p>Hyndburn Borough Council - www.hyndburnbc.gov.uk</p>
37	<p>7 - New low carbon neighborhoods: Goldsmith Street - Norwich</p> <p>Citu - Leeds</p> <p>Lenton Green - Nottingham</p> <p>1 - Neighbourhood green spaces: Lenton Green- Nottingham</p> <p>Goldsmith Street</p> <p>Norwich, Rochester Way - Greenwich</p> <p>1 - Improved, green crossing: Westblaak, Rotterdam</p>	<p>Mikhail Riches -www.mikhailriches.com</p> <p>Citu - www.citu.co.uk</p> <p>Urbed - www.urbed.coop</p> <p>Urbed - www.urbed.coop</p> <p>Mikhail Riches -www.mikhailriches.com</p> <p>Peter Barber - www.peterbarberarchitects.com</p> <p>Opperclaes - www.opperclaes.nl</p>
39	<p>1/3 Independent retail and culture: Gabriels Wharf South Bank</p> <p>Gillett Square, Hackney</p> <p>2 Activated yard/lane: Ashton Lane - Glasgow</p> <p>Arcade as food and drink destination: Passage des Panoramas - Paris</p> <p>1 Heritage housing conversion above retail: Bishops Stilton</p> <p>7 Improved alleyway: Joys Entry - Belfast</p>	<p>Gary Davies - Flickr</p> <p>John M Fulton via Hackney Council</p> <p>Secret Glasgow - www.secretglasgow.com</p> <p>Ajay Suresh - Wikimedia Commons</p> <p>Discover Stortford - www.discoverstortford.co.uk</p> <p>The Jailhouse pub - www.thejailhousebelfast.com</p>
41	<ul style="list-style-type: none"> Incorporating art or linking to local cultural events: The Wander Art Trail in Mayfair and Belgravia Local food growing projects along the route: Incredible Edible Levenshulme and Todmorden Health, wellbeing and sustainable travel: Oxford Health Routes 	<ul style="list-style-type: none"> Art of London - www.artoflondon.co.uk Incredible Edible - www.incredibleedible.org.uk Green Health Routes - www.nhsforest.org







**Taking the Barnsley Town Centre
Strategy forward to deliver
May 2022**



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4. Property ownership in key areas of intervention	Page 10
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1. Introduction

Purpose

1.1 This report supplements the URBAN DESIGN, SUSTAINABILITY & POST-COVID STRATEGY for Barnsley Town Centre completed by Urbed. We refer to this master document as the Strategy throughout this report. ADE Regeneration (ADE) has worked as a sub-consultant to Urbed. ADE inputted into the Strategy at the evidence gathering stage, providing socio-economic context information, property market reviews and a review of the impact of Covid-19 on town centres across the UK.

1.2 On completion of the core Urbed work, ADE was asked to provide Barnsley Metropolitan Borough Council (the Council) with a summary report on how delivery of the Strategy could be moved forward. This report summarises our work. The purpose of this report is to provide a high-level suite of actions that can be progressed to begin delivering the recommended changes.

Work undertaken

1.3 As part of this commission ADE completed the tasks set out below:

- ADE reviewed the proposed Strategy and supporting documents.
- ADE produced a consolidated list of projects to deliver the vision of the Strategy.
- ADE undertook a site tour of Barnsley town centre, to understand the Strategy proposals in the context of the town centre. ADE first visited the town centre in the first month of the Urbed commission. This was pre-Covid, so we visited again in early 2022 as it was critical to understand the post-covid context of the town centre.
- ADE reviewed the ownership of land in the key areas of interventions.
- ADE summarised the property market in Barnsley and highlighted how this impacts on the routes to delivery.
- ADE consulted the lead project officer and the Urbed team to understand the Council's risk appetite, funding capacity, officer capacity and views on the local market.
- ADE produced a proposed route to delivery for each of the interventions proposed.

1.4 In completing the work ADE was not commissioned to produce technical due diligence on any interventions. We have not undertaken or reviewed technical studies, undertaken legal title reviews, completed development appraisals or any form of land valuations. Our work highlights a recommended high-level approach to delivery, it points to the next steps required to develop investable projects, it does not recommend investment of Council resources into capital projects ahead of further due diligence being undertaken.

Structure of report

1.5 This report is structured as follows:

- Section 2 – Covers background information and summarises the outputs of the Urbed Strategy. It details our observations from our visits to the town centre. This report does not seek to replicate the Strategy and for full details the reader should read this separate document.
- Section 3 – Sets out the conditions of the Barnsley property market and draws conclusions on how this will affect the delivery of the Strategy.

- Section 4 – provides a high-level summary of land ownership in some of the key intervention areas highlighted in the Strategy.
- Section 5 - describes our recommendations on how the Council begins working towards the delivery of the Strategy. We provide a summary table covering all interventions, describing the intervention, likely cost and timescales and possible delivery route. This concludes with a concise list of suggested next steps.

Further Information

1.6 If you have any queries regarding this work, please contact:

**Anthony Everitt, ADE Regeneration - Director, Tel. 07880 907431, E-mail. aeveritt@ade-regen.co.uk,
Seam.ade-regen.co.uk**

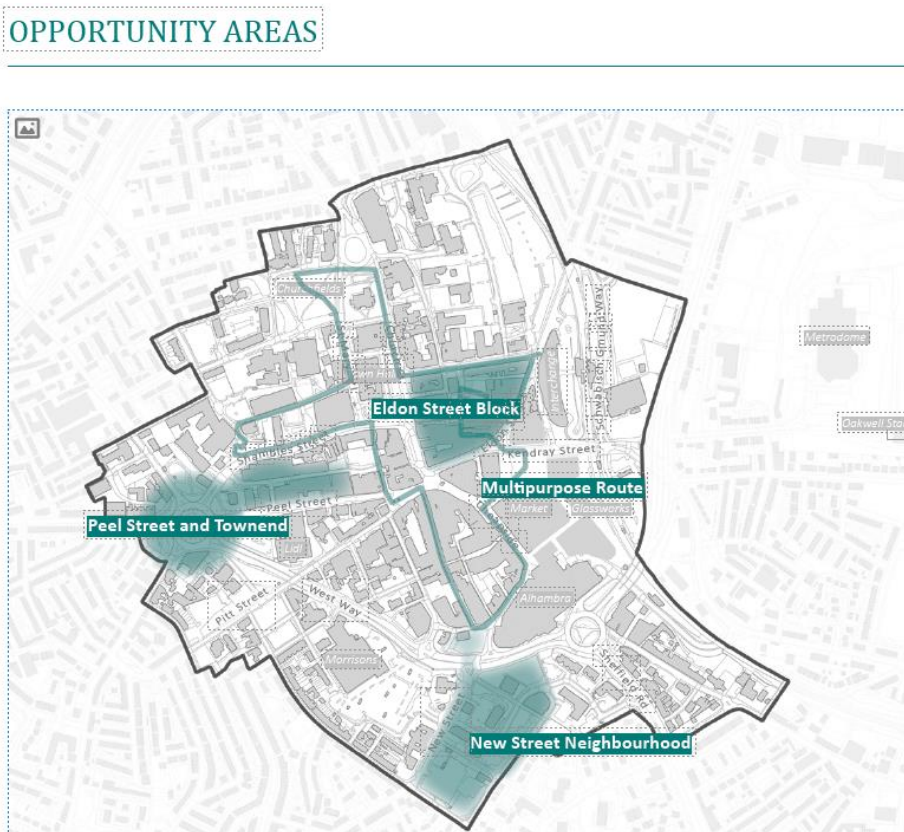
2. Background information and the Strategy

The proposed Strategy

2.1 URBED, supported by ADE and LEDA, were commissioned in November 2019 to produce an Urban Design and Sustainability Strategy for Barnsley Town Centre, taking into account Barnsley Zero 40 and Zero 45 targets. In May 2022 Urbed delivered a DRAFT strategy as the culmination of this commission. It is that Strategy that we have considered in this report.

2.2 The strategy details some key areas of interventions which can be seen in the Figure below. This includes a proposal to create a well-being route. In our review of interventions, we have also added the Pitt Street area and The Seam development to our analysis.

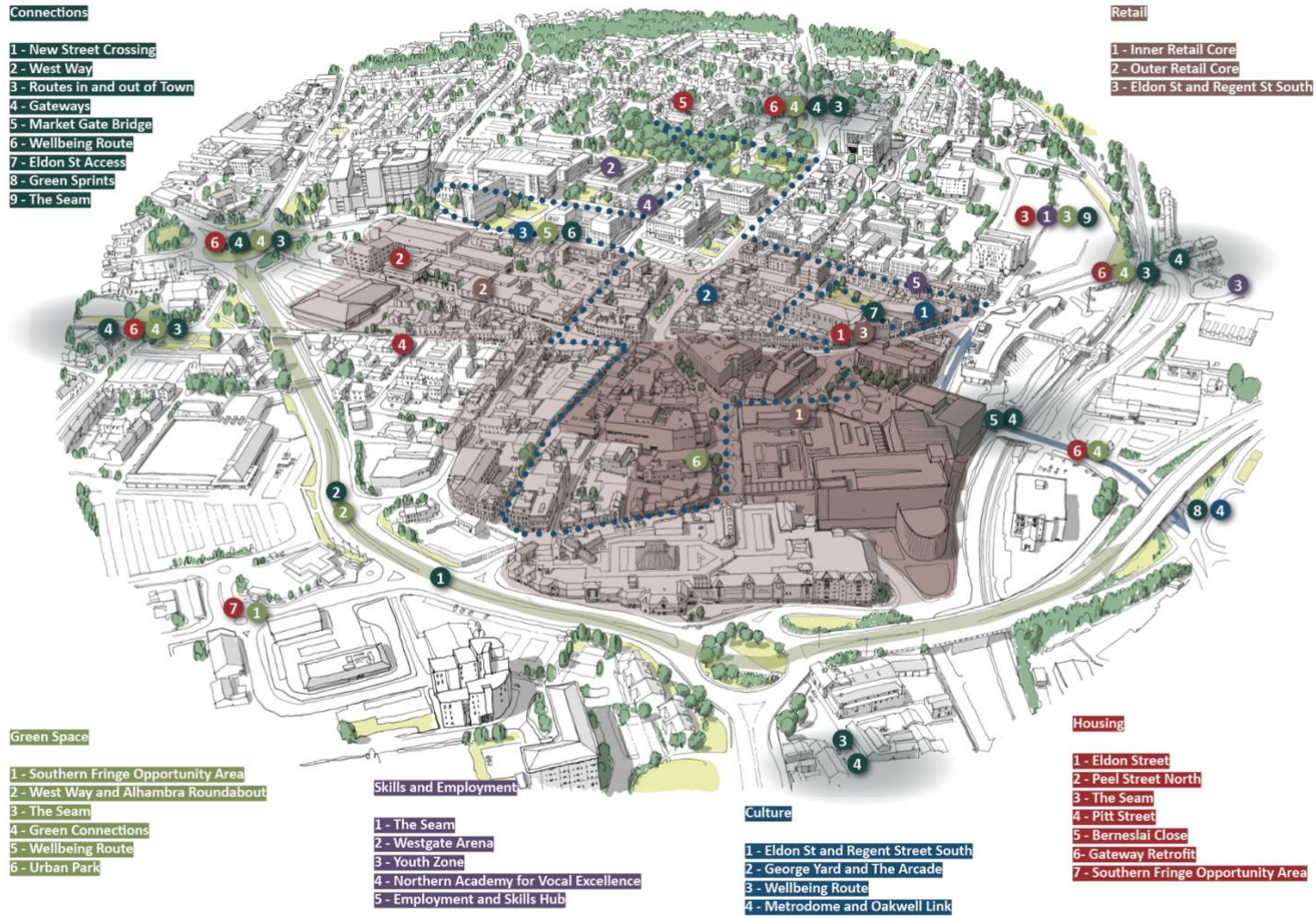
Figure 1 – Opportunity areas of action highlighted in the Urbed Strategy.



2.3 The Urbed Strategy considered 6 themes upon which each type of change they recommended for the town centre was considered. These themes were: retail, culture, skills and employment and housing, green space and connections. We have replicated these themes in grouping the delivery of the Strategy’s actions. Figure 2 below lists a series of interventions proposed by Urbed under each theme.

Proposed intervention from the Strategy

Figure 2 – Urbed proposed interventions for Barnsley Town Centre (Source: Urbed)



Views from the site tour

2.4 ADE most recently visited the town centre on a Friday weekday in April 2022. It was during the Easter school holidays and a market day so it may have been that the town centre was busier than the average weekday. None the less our observations from the site tour were as follows:

- The town centre was busy with healthy footfall across the retail core.
- The investment in public realm, the Glass Works and environs was clear to see and this core of the town centre felt coherent and vibrant.
- The markets were well used and the food hall busy at this particular lunch-time. The open-air market had a critical mass of stalls and also appeared to be trading well.
- There were clearly vacant units still to be filled in the Glass Works and the upper floors of the Alhambra, however all other areas of the retail core had strong levels of occupancy.
- There were understandably higher levels of vacancies in the periphery of the town centre reflecting the challenging UK retail economy (see below).
- As you walk away from the town centre towards its edge the pedestrian experience deteriorates and wayfinding becomes harder. This is all set out in the Urbed Strategy, and was confirmed to us from our own experience on the ground.
- On the whole, the town centre appeared to have bounced back well from Covid, although the structural changes to the economy are having and will continue to have an impact on the town centre, which is currently manifested in the pace of take up of units in the Glass Works and lower demand for retail reinvention space.
- We did not observe the town centre outside of the core retail hours, but expect given the use types (low levels of residential and evening uses) that the retail core would have low levels of footfall.

3. The Barnsley property market

3.1 This Section outlines at a high level the current property market context for retail/leisure, commercial and residential uses in Barnsley town centre.

3.2 With the exception of some retail uses the majority of uses are not viable independently. However, a number of uses can be progressed with investment support from the Council and public sector funding (see below).

Retail / Leisure

3.3 The retail sector is arguably currently the most challenging property sector across the UK, with the growth in on-line retail and demand for out-of-town and edge-of-town retail causing significant competition with town centre 'High Street' retail. A further issue outside the Council's control is the high level of rates.

3.4 Over recent years Barnsley has sought to tackle this head on through the new Glass Works development, the redeveloped Barnsley Market and visual improvements to the block above Costa Coffee complementing the Alhambra shopping centre and existing high street. This has helped to ensure Barnsley town centre is a shopping destination for more people of all ages and with a wider range of disposable income. With quoting rents at up to c.£320psm (£30psf) and attainable rents in the low-mid £200psm (£20psf) range, subject to rental/fit out incentives, this has demonstrated the scope for a high quality and viable retail offer in Barnsley.

3.5 However, there remains a significant amount of lower quality retail reinvention space in areas such as Pitt Street and Peel Street available at below £110psm (£10psf). High quality redevelopment / refurbishment of the retail space will not be viable at this level. Contraction and refocusing of the retail offer are needed as outlined in the masterplan so that supply and demand more closely align to support a more buoyant retail reinvention offer.¹

3.6 The Glass Works redevelopment includes a cinema and broader leisure offer which, along with the Metrodome/Calypso Cove to the south of the town centre, meets the majority of the town's leisure needs. However, as evidenced in many towns and cities by the emergence of a strong demand for experiential leisure such as 'escape rooms', there may be some private-sector led temporary leisure uses in secondary commercial space whilst broader regeneration plans are brought forwards.

Commercial

3.7 Barnsley has a good demand for and supply of modern office space for small and medium sized businesses in DMC 01 and 02. Offices within DMC 01 range from 7.5-100 sq m (80-1,100 sq ft) with prices starting at £160pcm which equates to c.£260psm (£24psf).² DMC 02 brings further office space as well as co-working space and a 'makers lab'.³ However, these rental levels reflect the high quality of facilities and services available within this serviced office environment (e.g., concierge and super-fast WIFI).

¹ <https://Seam.zoopla.co.uk/to-rent/commercial/retail-premises/south-yorkshire/barnsley/>

² <https://Seam.barnsleydmc.co.uk/meeting-space-barnsley/office-space-2/>

³ <https://Seam.barnsleydmc.co.uk/app/uploads/2020/09/DMC-02-Brochure.pdf>

3.8 Barnsley has an oversupply of secondary office space available across the town centre ranging from £55-85psm (£5-8psf).⁴ As alternative uses are found for town centre buildings (e.g., residential) this should reduce the supply and enable a more buoyant secondary office market to emerge.

3.9 New build office values will lie between the two, but at below £215psm (£20psf), even with end occupiers, it will not be viable to develop new build offices without grant support and/or enabling development.

Residential

3.10 With the exception of Berneslai Close⁵, there is no recent comparable town centre residential new build values to draw upon. Second hand resale values on the routes into the town centre⁶ and the below rental levels coupled with a yield of say 6% suggest sales value of c.£2,200-2,300psm (£205-215psf). Even with a new build premium taking values to say £2,500psm (£235psf), the development of new homes for market sale on brownfield sites would face viability challenges. The regional and national picture is that residential sales inflation is just about keeping pace with construction inflation at the c.10% level, with strong rural sales for people looking for a better quality of life supporting a similar trend in Barnsley. However, by value inflation not exceeding cost inflation it means the viability challenges faced with new build housing will not change for the foreseeable future and in the town centre it may potentially worsen.

3.11 The low level of new development for market sale has contributed to buoyant demand for market rent and resilient market rent levels in second hand stock. Examples include £575pcm rent for a recent 1-bedroom apartment letting at Plaza Quarter⁷ and £650pcm for a current higher quality 2-bedroom terraced house.⁸ However, even so, viability is also difficult for new 'build to rent' at these rental levels, particularly with the facilities renters expect. That said, refurbishment for market rent may be viable if costs are below new build levels, which, given the condition of some buildings and VAT, may not be the case.

3.12 Provided it is not a Section 106 requirement, the availability of significant Homes England Affordable Homes Programme grant means affordable housing of various tenures has the potential to be viable. This applies to both general needs affordable housing and specialist accommodation for older people including extracare. The demand for market housing for older people has been demonstrated by the recent Berneslai Close scheme and it is likely that similar demand exists for affordable housing.

⁴ <https://Seam.zoopla.co.uk/to-rent/commercial/offices/south-yorkshire/barnsley/>

⁵ Whilst McCarthy and Stone are quoting much higher sales values akin to £3,500 psm there will be sales incentives and the quality of facilities and level of services available will not be comparable to new build. This is not therefore a direct comparable but as sales complete this will help to give confidence to valuers and lenders.

⁶ <https://Seam.onthemarket.com/details/11829079/>

⁷ <https://Seam.bricknells-rentals.co.uk/property/plaza-quarter-fitzwilliam-street-barnsley/>

⁸ <https://Seam.onthemarket.com/details/11805762/>

4. Property ownership in key areas of intervention

General town centre

4.1 Barnsley Town Centre as a whole has very significant public land ownerships. The Council is a major land holder, with other public bodies (such as the College, Police and NHS) also owning assets. This provides great scope for the Council playing a key guardianship role in the evolution of the town centre. This is not always the case, and the Council's land ownership is more significant than in other comparable places ADE has recently worked.

4.2 There are areas where land ownership is concentrated in public sector ownership (The Seam, retail core, Pitt Street) and others (Cheapside, Southern Fringe and Peel Street) where land ownerships is more fragmented and private sector orientated.

The retail core

4.3 Land ownership by the Council in the retail core is significant. The Council owns the freehold to both the Glass Works and the Alhambra shopping centre and large swathes of the public realm space in the area. The Alhambra shopping centre is leased to a private sector owner with multiple sub-leases beyond this. So, although the Council will not have day to day control of the Alhambra it does have a land holding interest. To the North of the retail core (Eldon Street) and West (Cheapside) land ownership is much more fragmented. The Council do have the freehold interest in a retail block on Cheapside (the New Look store block) which does provide it with some scope to instigate change if it is required in this particular location, subject to extinguishing leasehold interests.

The Seam

4.4 The Seam site is one contiguous free-hold land ownership, owned by the Council. There appears to be no leasehold interests in the site owned by the Council. Bordering the site to the north is the College and land owned by BT. To the south within the land block is private land ownership, but this is excluded from The Seam Masterplan proposals.

4.5 The simplified land ownership of this site lends itself well to the Council promoting this site for development, which could happen quickly. Aside from viability the key challenge will be to provide alternative car parking, e.g. through a multi-storey block, to replace the surface parking provision which represents most of the Council's developable interests in this location. The Council has finding to undertake a multi-storey as part of a first phase of development.

George Yard and Eldon Street

4.6 Eldon Street is categorized by fragmented land ownership on the Western side of the road. There are both multiple freeholds and often sub-leases. There are a number of medium and small retail units, without any significant land holdings consolidated by one party. The Council has a large ownership of the public space around George's Yard. The Civic buildings (which is owned by the Civic Enterprise Company) is a major land interest. Both the entry to George's Yard and streets that border it are characterized by fragmented private sector land ownership.

Pitt Street

4.7 The Council is the freehold owner of several large pockets of surface level parking in this area. Buildings to the south of Pitt Street are in private ownership, but this is to some extent consolidated by a few owners, with some sub-leases. Whilst not straightforward, it is conceivable that land assembly could be undertaken by the Council to instigate development on both sides of Pitt Street.

Peel street

4.8 To the South West of Peel Street, Lidl is a significant land owner with freehold interest. The Council has some small freehold ownership on the north-western fringe of the site but this is confined to open space and verges (in isolation not significant enough to constitute a development site). DWP has land ownership, occupied by the Job Centre, which could lend itself to housing development should this site no longer be required. The low-density retail park on the north west could be made higher density with surplus car parking developed, but this site is in private ownership, with several leasehold interests (so this would be complex to bring forward for development). The middle and eastern part of the site has very fragmented land ownership. Although there is some consolidation of freehold interests there are numerous leasehold interests. Any land assembly for development in this area would be complex.

Westgate

4.9 The Westgate area does see significant public sector land ownership, albeit across different bodies (the Police, the Council, a central government department). There is private sector ownership to the North of the area which is in one freehold ownership, but with multiple leasehold interests. Whilst land assembly might not be straightforward to achieve a comprehensive development site, there is the potential to achieve this over time given the strong public sector interests.

Southern Fringe

4.10 The Southern Fringe area does have a large amount of Council freehold ownership. The private sector ownership is largely consolidated to one owner. However, there are many pockets of private sector leasehold interests, making land assembly on this site not straightforward. We would consider, given the complexities of landownership, that this site would be a longer-term aspiration.

5. Approach to delivery

Introduction

5.1 This Section provides the summary of our advice on how to take forward the Strategy towards delivery. We first summarise the approach in Table XX. We then provide more narrative that unpacks our recommendations.

5.2 During this summary we conclude that the Green Space and Connectivity projects should be aggregated into a programme of Public Realm projects. We therefore provide some detail on drawing this programme together.

5.3 The final action we have added centres on monitoring and evaluation. The Council's internal team is well underway ensuring there is a process in place to monitor the town centre's health and vibrancy. It is critical that contemporary data plays a role in shaping the delivery and reacting to events. We therefore felt it appropriate to ensure this workstream has a prominent place in the delivery plans for the Strategy.

Summary

5.4 The proposed Urbed Strategy sets a future vision for what Barnsley Town Centre should be. In order to get there a series of minor and major changes will be required. Some of these interventions are already well defined and planned for, whilst others are at an earlier stage.

5.5 The table below summarises these core interventions, potential early-stage costs and most probable means of delivery. Our summary is based on a desk-top review of available evidence, but not any form of technical detail or feasibility studies. We outline where further work is required to establish the project, cost and delivery route. All costs, unless otherwise stated, are purely illustrative to give a sense of the scale of intervention required.

Table 1 – Summary table of delivery approach to the Barnsley Town Centre Strategy

Ref	Project Name	Description	Cost	Delivery	Years
Retail					
R1	Glass Works and Markets	Active asset management to activate and secure lettings for new space created	NA	The Council continue to move this forward with internal lettings team and external support	1 to 3
R2	Eldon Street	Shop front improvements and activating upper floors, encouraging independent uses	£2m - £4m	The Council to play active role in pilot refurbishment of the Harrals building, Space Agency could play a role in managing any voids that emerge, possible shop front grant scheme to play a role in aesthetic improvement	2 to 5
R3	Alhambra	Active monitoring and engagement with owners	NA	The Council to monitor and engage with leasehold owner and asset manager. Private sector led delivery	1 to 10
R4	Changing uses across the proposed retail intervention area	Ensuring a smooth transition of consolidating the core retail area, and movement of retail away from peripheral locations, facilitating growth of Indy Town	£0.3m - £0.5m	Policy driven and supporting role played by Space Agency, engage with owners to establish potential for facilitation, partnering or acquisition, undertake detailed feasibility study in selected locations, put together overarching funding and phasing strategy including public sector support	2 to 10

Ref	Project Name	Description	Cost	Delivery	Years
R5	Space Agency	A new body established to play an active role in managing void space. Including instigating mean-while uses across the Retail Intervention Area.	£0.3 - £0.5m	The Council to explore the scope and feasibility of Space Agency	1 to 15
Culture					
C1	Eldon Street	Promotion of Eldon Street for niche independent traders, which could include makers, crafts and cultural activities. See R2	See R2	See R2	1 to 3
C2	George Yard and The Arcade	Engaging to fill empty units, encouraging food and drink area into arcade. Spaces to fill, and environmental improvements. Short term cheaper vibe changing interventions, licensing to activate the space.	£0.25 - £0.5m	Space Agency to play a role, public realm interventions via wider programme. Look into fiscal incentives	1 to 3
C3	Multi-purpose route***	Improve a core route around the town centre to create a continuous walking loop	£2m - £4m	See P1	2 to 5
C4	Metrodome link***	Improving the pedestrian links between town centre and Metrodome	£1m - £2m	See P1	2 to 5

Ref	Project Name	Description	Cost	Delivery	Years
C5	Westgate area	Opportunity to increase density of development and introduce employment and possibly housing on this site	£20m - £30 (private sector led)	Feasibility study to be undertaken. Brief and land assembly strategy to be considered. The Council likely to play facilitation role, with development private sector led	2 to 10
Skills / Employment					
SE1	The Seam Campus development	Major development opportunity to deliver mixed use development, complement a digital workspace campus at its core	£56m (£11m FHSF, private)	Council direct delivery (Phase 1), support by grant funding already secured. Critical to move forward at pace	1 to 10
SE2	Youth Zone	Training and youth facilities as part of Onsideproposals	TBC	To be moved forward by Onside,	1 to 3
SE3	Workspace projects in Westgate	Existing low density and inefficient buildings replaced over time	Unknown	Feasibility work to be undertaken to establish vision and plan for delivery	2 to 10
SE4	Northern Academy for Vocal Excellence	Permanent Home for the Northern Academy for Vocal Excellence and other choirs	TBC	In progress	1 to 3

Ref	Project Name	Description	Cost	Delivery	Years
SE5	Employment and Skills Hub	A work and skills hub in the Town Centre maintaining a visible presence for the employment and skills services that are provided to residents	TBC	Council led	1 to 3
Housing					
H1	Eldon Street	Housing is being incorporated into the upper floor of the Herral's building as part of the Heritage Action Zone. Similar proposals will be considered on their merits.	TBC	Private sector delivery, enabled by grant funding already secured. Explore award opportunities. Undertake high level feasibility study to identify other suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition, undertake detailed feasibility study in selected locations, put together overarching funding and phasing strategy including public sector support	1 to 5
H2	Peel Street North	Partial demolition of existing buildings including Peel Street Arcade. New mid-density housing + active ground floor uses. Land assembly needed for delivery.	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition, undertake detailed feasibility study in selected locations, put together overarching funding and phasing strategy including public sector support	1 to 5

Ref	Project Name	Description	Cost	Delivery	Years
H3	Housing as part of The Seam development	The Seam Development will incorporate housing, creating a vibrant and sustainable neighbourhood where people live, work, learn, try new ideas and enjoy public spaces. Subject to soft market testing residential could include both market (e.g. PRS) and affordable tenures	TBC	Beyond Phase 1 which the Council are delivering, conclude soft market testing, procure delivery partner(s) through appropriate framework and enter into development agreement.	1 to 5
H4	Pitt Street	The development of new and retrofitted mid-density housing along Pitt Street. A pilot project could test a few units with the potential to expand along the whole street.	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition, undertake detailed feasibility study in selected locations, put together overarching funding and phasing strategy including public sector support	1 to 5
H5	Berneslai Close	McCarthy & Stone retirement living development comprising 49 one- and two-bedroom apartments for the over 60s. This project is already in progress.	NA	Private sector delivery. Sales are underway for this development now known as Beckett Grange. Explore award opportunities	1

Ref	Project Name	Description	Cost	Delivery	Years
H6	Gateways	Sustainable retrofit and refurbishment at gateway locations and on arterial routes heading in and out of the town, including around Town End Roundabout. Demolitions may be considered where retrofit and refurbishment is not sufficient to address amenity issues (e.g., noise, air quality) and where space is required for provision of active travel and public transport infrastructure.	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition, undertake detailed feasibility study in selected locations, put together overarching funding and phasing strategy including public sector support	1 to 5
H7	Southern Fringe Opportunity Area	New housing and a change of the overall use and character of the New Street area is a priority, including improvements to the West Way crossing into the town centre. In the wider Southern Fringe Opportunity Area, no specific sites have been identified but the area has potential to deliver housing close to the town centre	TBC	Undertake high level feasibility study to identify suitable interventions, engage with owners to establish potential for facilitation, partnering or acquisition, undertake detailed feasibility study in selected locations, put together overarching funding and phasing strategy including public sector support	1 to 10
Greenspace					
G1	Greenspace periphery projects***	Series of smaller scale green space improvements and introductions around the outside of the town centre	£0.5m - £1m	See P1	2 to 5

Ref	Project Name	Description	Cost	Delivery	Years
G2	Urban Park ***	Creation of an urban square near the centre of the retail core, potentially using Council owned land	£1m - £2m	To be promoted by the Council, including potential demolition of surplus retail stock	2 to 5
G3	Multi-purpose route***	See P1	See P1	See P1	See P1
G4	West Way and Alhambra***	Improved space between West Way and Alhambra to improve the pedestrian experience	£0.5m - £1m#	Delivered as part of wider public realm programme	2 to 5
G5	The Seam	Green spaces and high-quality public realm forming part of Seam vision	£1m - £1.5m	To be led by private sector delivery partner, informed by design brief and Strategy	2 to 10
Connections					
CN1	Travel Hub at Seam	Integrated cycle and pedestrian facilities as part of the Seam development	£0.5m - £1m	Paid for from FHSF, delivered as part of The Seam programme	2 to 5
CN2	Multi-purpose route***	See P1	See P1	See P1	See P1

Ref	Project Name	Description	Cost	Delivery	Years
CN3	Taming of West Way***	Low-scale interventions to improve the aesthetics and pedestrian experience at key gateway	£0.75m - £1m	See P1	See P1
Public Realm programme					
P1	A programme of public realm improvements	A programme of interventions brought together as a programme to ensure coordination and complementarity of project to achieve the Strategy vision. Projects in the programme are denoted by '***' in the table above	£10m - £15m	Work undertaken to scope, design and cost all interventions expected. Funding strategy conceived on the back of this work. Possibility of programme bid for external funding	2 to 5
Monitoring and evaluation					
M1	Monitoring and evaluating the delivery and health of the town centre	Comprehensive health monitoring of the town centre	£0.1m - £0.3m	Internal Council team already in place and plans made	2 to 10

Retail

5.6 The strategy proposes focusing traditional retail in a tight area around The Glass Works, with a retail reinvention area of more independent shops and a diverse range of other uses, possibly branded as “Indy Town”. Retail around the periphery of the town centre over-time will be expected to shrink and move closer to the retail centre. In order to achieve this BMBC will need to concentrate on filling the empty units in The Glass Works.

5.7 The retail reinvention area and the rest of the town centre, will undergo a period of transition. In order to mitigate the scarring of this transition (empty units, physical deterioration) we have proposed BMBC consider playing an active role through the creation of a Space Agency. This would be an independent body established to help bring novel and interesting uses into vacant spaces. URBED have previously been involved in the development of a similar organisation in Garston, where small businesses were enticed in to occupy empty units with lower rents. A team with a unit on the high street would market vacant properties and refurbish and maintain them to improve the attractiveness of the street.

5.8 A similar organisation in Barnsley could support the diversification of uses in the retail reinvention area and periphery of the high street, support local businesses and support the implementation of carbon saving measures. This Space Agency would require revenue funding to pump-prime its early activities and we recommend the possibility of exploring central government funding opportunities for this purpose.

Proposals for a Space Agency

Role of the space agency – the role of the Space Agency will be to be as a curator of vacant space in the town centre. It will seek to bring interesting and culture led uses into empty space. Either through mean-while issues, or more permanent uses the Space Agency will bring together property owners and users and broker occupancy terms.

Desired objectives – its objectives will be to maintain vibrancy in the town centre whilst it undergoes a period of transition, to accelerate the pace of change in the secondary part of the town centre via the promotion of independents and new use types.

New entity shape – We would anticipate the Space Agency to be a new entity, and not part of the Council. All be it, owing to its likely funding from the Council, and reliance on the Council, the Council would expect to exert some governance control over the new entity via board input and a MOU or delivery contract. A new entity will need to be agile and able to respond quickly to opportunities. A new entity would expect to have its own governance structures and dedicated staff.

Partners in delivery – The new entity would work closely with the Council. It could be managed by an existing agency or specialist body, via a procurement competition. It will be critical that the new entity taps into the best practices of the private sector property market, whilst still doing things differently to achieve its unique set of objectives.

Financial model – The ambition would be to test whether the Space Agency could be self-funding over the longer term. This could be through agency commission on finding occupiers, making a margin on renting and sub-letting space. It is likely that the Space Agency would require pump-priming in the form of revenue costs to cover set up and staff costs in early years, but a feasibility should test whether it could be self-financing longer-term.

Market interest - Having tested with some operators who specialise in the management of creative space we believe there would be private sector interest in partnering with the Council in this endeavour. There are also specialist consultants who would be well placed to help with the feasibility study e have proposed.

Culture

5.9 For a town the size of Barnsley the cultural assets in the town centre are already strong, with enhancements over recent years with the improvements to the Civic, new library and Cinema. The Northern Academy for Vocal Excellence will further add to this. The Strategy therefore concentrates on making the most of the existing assets, but improving links between them, creating space to and uplifting the aesthetics of the core cultural area. Activating George's Yard and introducing Food and Beverage retail in the arcade are proposed interventions. The collection of green space and connection improvements we propose are packaged together as part of a wider town centre programme of public realm interventions.

5.10 The ownership structure of George's Yard and Eldon Street make any comprehensive development plans complex and possibly unnecessary. The series of interventions are therefore smaller in scale on purpose and looking to build on the existing building masses and attractions.

Skills & Employment

5.11 Barnsley College is a great asset for the town centre and will be core to it for many years to come. The Council should continue to facilitate the College's growth.

5.12 A Youth Zone is proposed for the town centre, with the project sponsor Onside having reportedly secured funding. Youth Zones are purpose-built spaces that provide young people aged between eight and nineteen, or up to twenty five with a disability, affordable access to high-quality sports, arts and leisure facilities and activities. From our knowledge of the Youth Zone activities elsewhere this is likely to have a very significant positive impact on Barnsley Town centre. To highlight its impact, we recommend that a baseline of the town centre economy is undertaken before and after the Youth Zone programme as well as the other data baselining which will inevitably happen. The Youth Zone project will significantly add to the skills and training opportunities for local young people and should be facilitated.

5.13 The Council now has secured funding to undertake some enabling works which will improve the viability and attractiveness of The Seam masterplan site. The Council is well underway in moving forward with a next phase of development that would deliver a multi-storey car park, travel hub and some key elements of public realm. This unlocks the ability to build on the surface level car park and improves the viability of the remainder of the site. Beyond the early phases we believe there is appetite from developers to move forward delivery quickly on this site. The Council may wish to retain control of future phases of development or seek a development partner. There is likely to be strong market demand for the delivery of a hotel, housing and, subject to grant being used to fill a viability gap and the Council taking a lead, also commercial offices to expand the existing digital campus.

5.14 The Westgate area offers opportunities for mixed use and higher density employment space and housing. This is an area where we recommend The Council spend more time through a feasibility study establishing the development potential for the area and what actions it needs to undertake to achieve this.

Housing

5.15 Communications and awards - A strong communications strategy is needed to regularly reinforce progress, outlining progress with key milestones including acquisition, planning applications and consents, start on site, completion and occupation. Positive news stories could for instance feature the stories of people who have, for instance, been able to get on the housing ladder or downsize (at Berneslai Close) releasing other housing elsewhere. Award shortlisting and success should also feature in this communications strategy.

5.16 Refurbishment of the Herral's building (H1) and development of Berneslai Close (H5) are now delivered or underway. Given the high quality of these projects, award opportunities (particularly around

design, but also planning, construction, heritage etc.) should be explored to celebrate these achievements and bring attention to the potential of residential development in Barnsley. Similarly, as other residential projects are completed, further award opportunities should be explored.

5.17 Maximising the use of Council resources - The Council should use its land / property interests across the town centre (see above) to enable (re)development / refurbishment where possible, which may include joint ventures with existing land / property owners or new developers. To help unlock challenging projects, the Council should take a flexible approach to realising the value of its assets, including benefiting from revenue streams, deferred land payments and/or overage.

5.18 To further support critical projects such as development around the Seam (H3) the Council should make full use of its balance sheet and broader resources, for example through prudential borrowing/on-lending and/or income strip leases.

5.19 Bringing in other public sector funding - To successfully deliver many of these projects, the Council will need to bring in public sector funding from Central Government, Homes England, SYCA and other sources. The Council has the benefit of being able to tap into the Government's 'levelling up' agenda. Funders are also looking for reliable delivery in line with their timescales. The Council needs to be in the best possible position to secure funding by having as many high level and detailed feasibility studies as possible, backed up by funding and delivery strategies, and business cases that demonstrate projects are deliverable with funding support. Surveys and enabling works (such as demolition) which help to support 'oven ready' sites will also be beneficial. The Council should invest in these steps to create 'bottom drawer' scheme where possible to maximise the prospect of securing future public funding.

5.20 Facilitating development and phasing - A number of the projects (H1, H2, H4, H6 & H7) include land/buildings in private sector ownership. The scope to encourage and facilitate land/building owners to progress developments should be explored (e.g. by contributing to feasibility costs, assisting with accessing grants or facilitating an introduction to a developer partner). Council-led land assembly should be explored as a last resort if this is not possible.

5.21 On these developments phasing can help to demonstrate progress both to funders and the public and to enable the recycling of funds.

5.22 Selecting the right partners - Developers with a track record of high-quality regeneration and public sector partnering should be selected on appropriate projects. Developers should reflect public sector risk sharing in reduced development returns, which should help to address the viability gap on some projects.

5.23 Sustainability, off-site construction and social value - The gateway retrofitting (H6) and various refurbishment opportunities (H1, H2, H4 & H7) have individual and collective potential to contribute to the Council's zero carbon aspirations.

5.24 The Council and land / property owner should take a long-term view on its investment, with the potential for savings on energy bills to contribute to paying back up-front costs. In cases where the Council cannot benefit from these savings, such as private ownership or social housing, opportunities for grants targeting low and zero carbon should be explored. To further support sustainability, reuse of existing buildings should be maximized unless redevelopment is essential to address viability or make a placemaking statement.

5.25 The Council should capitalise on its role as land/property owner to encourage, through developer procurement and development agreements, off-site construction techniques to speed up delivery and improve quality. By showcasing the benefits, as part of the above communications strategy, this should encourage local developers/builders to adopt these approaches. Similarly, opportunities should also be made available to local small and medium sized builders as part of construction supply chains.

As well as aligning closely with the Council's own strategies, these approaches should appeal to public funders.

Green space and connections

5.26 Barnsley town centre has already achieved some great results in the uplifting of its public realm in its core. The Urbed Strategy highlights areas where further improvements are required to deliver the Strategy vision (including establishing a well-being route, a new urban park, green space improvements around the periphery of the town centre and improvements to some key gateway locations). We recommend that these interventions are packaged together as a programme. We recommend that a programme of more detailed studies is undertaken to establish the designs and costs of these. Once completed, a holistic vision for public realm improvements and a delivery strategy can be established. At this point we would suggest the Council consider whether the programme forms part of a comprehensive town centre improvement project that could access central government funding when new funding is announced.

Funding

5.27 Lots of the projects we detail have funding secured or will be private sector led. Future High Street Funding has already been secured which gives the town centre significant resources to begin delivery. The SY Renewal Fund is a key source of potential funding and, for projects that clearly align against its objectives, the Council should advance dialogue with the SYCA on this matter.

5.28 We recommend that decisions are made as to what Town Centre projects should be prioritised and worked on so that if, and when, Government announces new funding, Barnsley stands the best chance of winning in a competitive bidding round.

Being Opportunistic

5.29 The delivery strategy above talks about the world as we know it now. However, the Council will need to be agile and flexible to grab opportunities as they arise. It has already done this with projects such as the Youth Zone. The Strategy should be seen as an overall framework for delivery, but not so rigid that it cannot flex to incorporate uses and opportunities that may arise.

5.30 Examples could include the use of The Seam site for Government relocations, other major sites for urban parks, cultural attractions or education expansion. We believe the pursuit of perceived major opportunities should be considered against the Strategy vision and objectives, and could be discounted if they work counter to this, but the zoning and uses suggested in the Strategy should not act as a barrier should unforeseen opportunities arise.

Immediate next steps

5.31 Delivery is underway in many areas and should continue. A series of more detailed feasibility studies are required and should be scoped and commissioned. The public realm, green space and connection improvements should be drawn together as one programme of interventions, with the potential to target external grant funding to deliver these. The idea of a Space Agency for Barnsley town centre should be considered in more detail as the transitioning of space in the Retail Intervention Area and periphery of the town centre will be critical to the overall delivery of the Strategy vision. The list below provides a more detailed list of interventions:

- Continue the process of completing lettings for the Glass Works.
- Commission a feasibility study into the viability and scope of a new Space Agency for Barnsley town centre.
- Commission a feasibility into the development potential of the Pitt Street site

- Bring forward a comprehensive development opportunity for The Seam campus, securing a development partner(s) as a matter of urgency
- Facilitate the delivery of the Youth Zone project.
- Commission detailed scoping, design and costing for the programme of green space and connections project to pull together a comprehensive delivery plan for the town centre. This could be a precursor to bidding for external grant funding to help deliver.
- As a longer-term priority, look at the development viability of the Westgate, Southern Fringe and Peel Street areas.



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