

BARNESLEY METROPOLITAN BOROUGH COUNCIL

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

REPORT OF THE EXECUTIVE DIRECTOR PLACE

TOWNS FUND: GOLDTHORPE

1. Purpose of Report

- 1.1 The government has acknowledged that not all parts of the country have shared in the growth of the UK economy. In November 2019, the Ministry for Homes Communities and Local Government (MHCLG) launched a Towns Fund prospectus (attached as Appendix 1), promoting a £3.6bn Towns Fund initiative for 2019-2026, targeted at 100 towns to level up regions by driving long term economic and productivity growth through investment in connectivity, land use, economic assets including cultural assets, skills and enterprise infrastructure.
- 1.2 The purpose of the report is to;
- 1.3 provide cabinet with an update of the progress made in relation to the Government's Towns Fund scheme, focusing on Goldthorpe and the surrounding villages of Bolton on Dearne and Thurnscoe.
- 1.4 to seek approval to submit a Town Investment Plan the final 'bid' to be submitted by 11th December 2020.
- 1.5 to seek approval for any necessary permissions to enable the delivery of the Towns Fund scheme aligning with the Towns Fund guidance.
- 1.6 to seek approval (insofar as Cabinet is able to do so) to prepare and progress any necessary statutory procedures required to develop and deliver the proposed projects in line with MHCLG guidance.

2. Recommendations

- 2.1 **That Cabinet approves the submission of the Town Investment Plan to MHCLG, on or before 11th December seeking Towns Fund grant to fund the delivery of the schemes contained therein.**
- 2.2 **That Cabinet, subject to the bid to MHCLG being successful and in line with MHCLG guidance, delegate the appraisal of the individual Town Investment Plan business cases to the Councils Capital Oversight Board which is an established body within One Council Framework overall governance structure.**
- 2.3 **That subject to the bid to MHCLG being successful, the Legal Service Director & Solicitor to the Council, in consultation with the Executive Director of Place be authorised to;**

- **conclude any necessary approval and funding processes with MHCLG (including negotiate the terms and conditions of, and final approval of the Town Investment Plan, subsequently releasing this into the capital programme in line with grant funding once approved).**
- **accept tenders, appoint where necessary a contractor / contractors to implement the delivery of the projects identified in the Town Investment Plan, subject to the costs being contained within the Town Investment Plan Grant Funding Agreement;**
- **where necessary apply for any consents, licence arrangements, prepare details of and publish a Side Roads Order under sections 14 and 125 of the Highways Act 1980 to deal with any required changes to the existing highway network to accommodate any of the projects identified in the Town Investment Plan and to submit the order to the Secretary of State for Transport for confirmation and to take all necessary steps to secure confirmation of the Order including (if necessary) supporting the order at a local public inquiry.**
- **In principle, where necessary complete due process and documentation required to make and publish a Compulsory Purchase Order (CPO) pursuant to relevant legislation, noting that specific details of any identified CPO's will be subject to further cabinet approval.**

2.4 The Corporate Asset Manager be authorised to;

- **where necessary, to enter into negotiations with any third party landowner(s) or property owners to acquire any interests or enter into agreements to occupy land not in the ownership of the local authority necessary to deliver the projects identified in the Town Investment Plan, by agreement where possible. Also, to complete any variation to any existing leases on the occupation of land owned by the local authority and where necessary negotiate compensation payments;**
- **negotiate the terms and conditions of any development agreements required with relevant private developer(s) or parties to deliver the Town Investment Plan.**

2.5 The Service Director for Regeneration and Culture, in line with MHCLG guidance, be authorised to;

- **Convene a Town Deal Board, with community and business representatives to facilitate the development of the Town Investment Plan;**
- **Engage with businesses and the wider community throughout the development and delivery of the Town Investment Plan**
- **Procure the necessary technical expertise to assist with developing the Town Investment Plan and wider business case development**

- **under the terms of the Barnsley Contract Procedure rules, if necessary, seek tenders for any aspect of the project including the procurement of necessary technical expertise to assist with developing the Town Investment Plan and wider business case development and appoint the successful tender on the basis of most economically advantageous bid; and to consider whether the works, services or goods can be provided in-house, subject to value for money considerations.**
- **Submit the Town Investment Plan prepared by the Town Board**

- 2.6 That Cabinet acknowledges the progress made with establishing the Towns Fund governance structure required in line with MHCLG guidance, but still recognising the that Council has overall accountability for the delivery of any Towns Fund monies received.**
- 2.7 The Executive Director of Place be authorised to undertake all necessary steps to secure development and delivery of the Towns Investment Plan**
- 2.8 The Service Director for Regeneration and Culture Service Director in consultation with the Service Director for Environment and Transport be authorised to seek any necessary planning permission, (outline or full) required for the delivery of the projects included in the Town Investment Plan.**

3. Introduction

- 3.1 The government has acknowledged that not all parts of the country have shared in the growth of the UK economy. In November 2019, MHCLG launched a Towns Fund prospectus, promoting a £3.6bn Towns Fund initiative for 2019-2026, to drive long term economic and productivity through investment in connectivity, land use, economic assets including cultural assets, skills and enterprise infrastructure.
- 3.2 Recognising that each town will have different assets, and a unique path to prosperity a number of towns have been identified to receive support to design and deliver a growth strategy (Town Investment Plan) for their area, this includes Barnsley MBC (Goldthorpe and the wider villages of Bolton on Dearne and Thurnscoe) who are invited to prepare and submit ambitious town investment proposals that will achieve long-term growth for the town.
- 3.3 There is an expectation from MHCLG that each Town Investment Plan will seek up to £25M, however the maximum Towns fund available for a Town Investment Plan is £50M. The approval of TIP's submitted in excess of £25M will be limited to the most ambitious and credible investment plans, and the towns submitting TIP's that exceed £25M will face a higher level of scrutiny of their plans. Following submission of the Town Investment Plans to MHCLG, all towns are given the opportunity to resubmit revised a TIP if they are not successful the first time.
- 3.4 The Towns Fund prospectus (attached as Appendix 1) sets out the stages in agreeing a Town Deal.
- 3.5 Stage 1: provided the capacity funding from Government via a section 31 grant to support the development of a Town Deal Board and Investment Plan

3.6 Stage 2: is the for the Towns to develop and use their locally-owned Town Investment Plan to put together a business case to apply for funding for interventions.

4. PROPOSAL AND JUSTIFICATION

4.1 The proposal is for the council, to co-ordinate the necessary activity, in accordance with the MHCLG guidance to:

- I. Convene a Town Deal Board, with community and business representatives
- II. Engage with the wider business and community
- III. Procure the necessary technical expertise to assist with developing the Town Investment Plans and wider business case development

4.2 **Town Deal Board:** The Town Deal Board is the vehicle through which the vision and strategy for the town is defined. It will produce a Town Investment Plan and inform the Town Deal, including the amount of investment secured through the Towns Fund.

4.3 The role of the Board is to:

- Develop and agree an evidenced based Town Investment Plan
- Develop a clear programme of interventions
- Coordinate resources and influence stakeholders

4.4 The Town Deal Board must be convened by the Lead Council, and the governance and decision-making structures of the Town Deal Board should be made public. These can build on pre-existing governance structures and relationships at a local level provided they meet guidance set out in the Towns Funds prospectus.

4.5 The Town Deal Board must include members from other tiers of Local Government, MP's, local businesses and investors, Local Enterprise Partnerships (LEPs) and local community members.

4.6 **#MyTown Campaign:** To ensure consistency for all Towns Fund Boards, MHCLG developed an online communication and community engagement portal called #MyTown. This portal gives the local community a chance to have their say in how a Town Deal should transform the place they call home.

4.7 The #MyTown campaign is ongoing, however a snapshot of activity to date (between 21st February and 4th August 2020) attached as a graph in Appendix 2 shows that 120 comments have been received so far against a number of key themes:

- i. **The high street** - 29 comments, including;
 - Several comments related to the repurposing/demolition of vacant buildings and derelict land
 - Demolition or refurbishment of Goldthorpe Hotel & Horse and Groom
 - Redevelop the Coop building in some way
 - Community hub/information centre

- Goldthorpe Market a bigger shame...this is one of the main areas that needs revamping.
- A return of a traditional market, selling foods such as cheeses, fruit and pies and crafted items.

ii. **Housing** - 23 comments, including;

- Building properties on brownfield land
- Rebalancing housing stock – too many HMO's
- More enforcement on private landlords/tenants.
- Compulsory purchase and demolition of some of the worst streets, and a building programme of larger family housing
- Demolish the old derelict houses

iii. **Recreational activity opportunities** - 14 comments, including;

- Recreational activities for children/teens so they have somewhere to go and something safe to do
- I'd like to suggest a specialised park or play centre for young children with autism or other disabilities.
- A people library is where real living people with interesting stories and lives can be "borrowed". You sit with them for a period of time, perhaps in a bit of the museum made to look like a living room, and they tell you everything! All local people can register to be "living books"
- An all ages park ... that has play equipment for all ages especially toddlers that is secure

iv. **Connectivity (travel)** - 13 comments, including;

- connectivity to other areas need to be improved and the HS2 branch line would be great for the area
- Re-open the bridge on Straight Lane
- Better rail links to Sheffield, Leeds, Barnsley and Doncaster and improved bus services to make it easier to commute and access hospitals and airports. Possibly reintroduction of the trams to keep with green energy.

v. **Employment Opportunities & Skills Training** - 7 comments, including

- creating a local campus... if they were able to study locally this may encourage them to stay in education and increase their life choices
- consider making Goldthorpe and surrounding areas a focus for a particular trade or sector and offer training to develop relevant skills
- access to jobs needs to be improved
- we also need better local education and training opportunities for young people
- There is a lot of potential for the introduction of 'green' employment opportunities, such as energy production from wind and solar... Goldthorpe could be put on the map as a sustainable village, and having great 'green' training for the youth and those struggling to find work

4.8 Overall and outside of the MyTown objective to gather local opinion of how to improve skills and transport, create new jobs and regenerate their local community quite a lot of community concerns were raised regarding litter, CCTV, crime and ASB (19 comments) and several non-specific (10 comments) complaints. However, there was also some positive feedback... "it's not all doom & gloom", praise for the Embankment project and all the work of local volunteers and "a brilliant new school Goldthorpe Primary"

- 4.9 The #MyTown campaign will continue to be used as an engagement tool throughout the development and delivery of the Town Investment Plan.
- 4.10 **Town Investment Plan:** Government guidance states that Towns must develop a well-evidenced Town Investment Plan, which sets out a clear understanding of the area, focusing on its assets, opportunities and challenges. The amount of investment from the Towns Fund will be determined based on the strength of the Towns Investment Plan amongst other relevant factors.
- 4.11 There is an expectation from MHCLG that each Town Investment Plan will seek up to £25M, however the maximum Towns fund available for a Town Investment Plan is £50M. The approval of TIP's submitted in excess of £25M will be limited to the most ambitious and credible investment plans, and the towns submitting TIP's that exceed £25M will face a higher level of scrutiny of their plans. Following submission of the Town Investment Plans to MHCLG, all towns are given the opportunity to resubmit revised a TIP if they are not successful the first time.
- 4.12 The Town Investment Plan has to set out investment priorities that can drive economic growth, supported by clear evidence and targeting investment into the economic infrastructure listed around the objective of the fund, as well as making full use of existing powers, particularly in planning. This must be agreed by the Town Deal Board in line with the Board's locally-agreed governance structure.
- 4.13 The Town Deal Board have agreed the following 4 Town Investment Plan themes that will be used to focus and target any investment secured;
1. **Growing** Goldthorpe
 2. **Connecting** Goldthorpe
 3. **Developing** Goldthorpe
 4. **Placemaking** Goldthorpe
- 4.14 The strategic element of Town Investment Plans must include:
- i. Activity that can be locally funded
 - ii. Projects that could be supported by public investment (including through the Towns Fund), with high level cost estimates
 - iii. Ambitions for private sector investment and community involvement
 - iv. Background, context and evidence of need for suggested interventions
 - v. A vision for the town, complementing agreed or emerging local economic strategies
 - vi. A high-level description of priority areas for the short, medium and long term.
- 4.15 The Town Investment Plan vision is to make Goldthorpe a *sustainable growth catalyst* for the Dearne Valley and wider City Region, restoring, renewing and regenerating to realise the town's potential as a *magnet location* for a diversity of people and business. The transition from coalfield origins to contemporary, *healthier and more aspirational* 'town of choice', at the heart of a connected Dearne economy, will accelerate as new economic drivers are secured that and build the skills and capacity of our community.
- 4.16 The initial decision to prepare a TIP for £25M was in advance of any detailed discussions to inform project proposals and identify sources of potential

matchfunding. The revised TIP ask now exceeds £25M, but does lever in additional funding that exceeds the TIP ask and reflects both the Board's and the councils vision and ambitions for Goldthorpe to become a growth catalyst for the Dearne Valley, which will *create a thriving community where people choose to live, invest and excel*".

4.17 In line with Barnsley's Contract Procedure Rules, Arcadis in association with Genecon have been appointed to assist the Town Deal Board develop the Town Investment Plan. A summary of activity to date is as follows:

- Inception meeting with internal stakeholders
- Evaluation of existing background information and reports, update understanding key metrics / policy statements
- Presentation to Town Deal Board of initial findings, stakeholder one to ones
- Testing the Vision / identifying key physical site based and infrastructure opportunities, high-level draft masterplan
- Stakeholder Workshop to identify interventions / programmes
- Production of an Economic Baseline Report
- Validation of draft masterplan / direction of travel by the Towns Fund Board to inform a holistic Town Investment Plan

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 **Do Nothing:** There are no other comprehensive major government funding streams currently available to assist local authorities and their partners co-ordinate community led wide scale economic regeneration activity to the extent of the Towns Fund. Not preparing and submitting a Town Investment Plan would be a missed opportunity to secure significant funding that will act as catalyst for major regeneration and lever for other investment in Goldthorpe and the wider Dearne Villages.

5.2 **Submit Town Investment Plan totalling £25M:** There is an expectation from MHCLG that each Town Investment Plan will seek up to £25M, however the maximum Towns fund available for a Town Investment Plan is £50M. The approval of a TIP submitted in excess of £25M will be limited to the most ambitious and credible investment plans, and the towns submitting TIP's that exceed £25M will face a higher level of scrutiny of their plans. However, the initial decision to prepare a TIP for £25M was in advance of any detailed discussions to inform project proposals and identify sources of potential matchfunding. The revised ask now exceeds £25M, but does lever in additional funding that exceeds the TIP ask and reflects both the Board's and the councils vision and ambitions for Goldthorpe to become a growth catalyst for the Dearne Valley, which will *create a thriving community where people choose to live, invest and excel*".

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 The development and delivery of a Town Investment plan will pave the way for the delivery of the Council's corporate priorities in Goldthorpe and the wider Dearne villages.

- 6.2 Themed, strategic projects within the Town Investment Plan will facilitate a “thriving and vibrant economy”, facilitating the creation of more and better jobs, good business growth, and to connect local people with these opportunities.
- 6.3 Themed, strategic projects within the Town Investment Plan will facilitate “Strong and Resilient Communities” with the community being pivotal to project development and delivery.
- 6.4 Education and skills opportunities will be maximised throughout the delivery of the Towns Investment Plan to help people achieve their potential:

7. FINANCIAL IMPLICATIONS

- 7.1 Consultation on the Financial Implications of this report has taken place with representatives of the Service Director (Section 151 Officer) Finance.
- 7.2 This report recommends that the Council approves the submission of the Town Investment Plan. This is intended to support a proposed programme of projects in the Goldthorpe area the total value of which has yet to be determined.
- 7.3 It should be noted that to date the Council has received £0.130M from MHCLG to support the development of the TIP along with £0.500M to support Accelerated Funding projects in the Goldthorpe area – these amounts are exclusive of the schemes to be included in the TIP.
- 7.4 As described in paragraph 4.11 those towns submitting TIP’s with an ask for Stronger Towns Funding in excess of £25M will face a higher level of scrutiny of their plans than those under £25M. Details of what this means in real terms however has yet to be communicated. Discussions with the MHCLG are therefore ongoing in order to establish what these enhanced requirements are likely to be should the eventual submission be greater than £25M.
- 7.5 It is important to note that detailed project costs have yet to be formed in respect of those schemes currently being considered for inclusion in the TIP. Similarly, whilst discussions have taken place with partners around their ability/commitment to support the projects in the TIP project contributions have yet to be formally confirmed.
- 7.6 Give the above, the submission of the TIP effectively represents a speculative outline business case proposal to MHCLG and on that basis does not commit the Council or partners to funding project delivery.
- 7.7 It is important to note that a detailed programme of work around project delivery, costs, the aforementioned availability of match and ultimately project viability will be required prior to the development of full business case submissions for each of the projects referred to above.
- 7.8 This period of development and review will be particularly pertinent given the current uncertainties created by COVID-19 primarily in terms of the impact on the Council, our partners, the wider funding landscape and the Government.
- 7.9 It is recommended that subject to the Town’s Fund bid to MHCLG being successful that the appraisal of the individual full business cases for each project is delegated to

the Council's Capital Oversight Board (COB) – the Board includes the Council's Section 151 Officer and members of the Council's Senior Management Team.

- 7.10 Subsequent reports will then be provided to Members and the Town Board advising on the outcome of the COB review process and containing recommendations to support or reject full business case submissions.
- 7.11 Members are asked to note that as part of the Business Case review process the COB will be seeking formal confirmation from both the Town Board and also any named funders that all necessary match has been secured for each individual project to be further considered – where sufficient match cannot be identified projects may need to be removed from the TIP programme.
- 7.12 It is important to note therefore that based on the recommendations in this report i) there is no financial 'ask' from the Council to support the submission of the TIP and that ii) going forward any eventual match funding asks that are forthcoming from the Council following the development of the detailed full business cases will need to be considered in light of the availability of funding at the time and the wider demands on Council finances. Similarly, this also applies to any eventual asks impacting on the Housing Revenue Account – these would need to be considered under HRA business planning processes.

8. EMPLOYEE IMPLICATIONS

- 8.1 There are no issues arising directly from this report.

9. COMMUNICATIONS IMPLICATIONS

- 9.1 A robust communications plan has been developed with representatives from Executive Director of Core Services. This will be reviewed continually throughout the delivery of the project to ensure that timely and accurate information is provided through appropriate press releases via local press, social media/website updates, local member briefings, public information events and engagement with key stakeholders.

10. CONSULTATIONS

- 10.1 Inception meetings and Stakeholder Workshops have taken place to identify interventions / programmes
- 10.2 The #MyTown portal gives the local community a chance to have their say in how a Town Deal should transform the place they call home. Wider public consultation on the draft Town Investment plan has been being undertaken and the feedback has been used to assist the development of the final Town Investment Plan.
- 10.3 Consultation has taken place with local elected members and Member of Parliament.
- 10.4 Consultation has taken place with representatives of Core Services Directorate regarding the financial implications, asset management and risk management issues

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

- 11.1 The development and delivery of a Town Investment plan will pave the way for the delivery of the Council's corporate priorities in Goldthorpe and the wider Dearne villages.
- 11.2 Themed, strategic projects within the Town Investment Plan will facilitate a "thriving and vibrant economy", facilitating the creation of more and better jobs, good business growth, and to connect local people with these opportunities.
- 11.3 Themed, strategic projects within the Town Investment Plan will facilitate "Strong and Resilient Communities" with the community being pivotal to project development and delivery.
- 11.4 Education and skills opportunities will be maximised throughout the delivery of the Towns Investment Plan to help people achieve their potential:

12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 12.1 The delivery of the MHCLG funded accelerated projects will pave the way for the future Town Investment plan, and the delivery of the Council's corporate priorities in Goldthorpe and the wider Dearne villages, in particular contributing towards providing improving the local environment and providing better connectivity and opportunities for local people to access work that will assist in addressing social exclusion.

13. RISK MANAGEMENT ISSUES

- 13.1 The TIP programme benefits from a risk register which is reviewed on a regular basis by officers and the Council's Risk and Governance Manager. A detailed risk register for the individual projects will evolve through the project appraisal approval and delivery stages.

14. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

- 14.1 Health and Safety issues will be identified during the preparation of individual projects and addressed as part of the Construction (Design and Management) Regulations 2015.

15. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

- 15.1 The delivery of the Towns Fund projects, accelerated projects and Town Investment Plan projects will seek to address issues associated with the European Convention on Human Rights through consultation with the public and any affected private property or landowners. The rights of private individuals are safeguarded through the statutory processes including of securing planning consent, authority to compulsorily acquire land either by negotiation or by Compulsory acquisition and may modification to the associated highway network. of securing planning consent, authority to compulsorily acquire land and to modify the associated highway network. The overall benefits of the scheme are considered to outweigh the interference with private property rights in the wider public interest.

16. CONSERVATION OF BIODIVERSITY

16.1 All relevant ecological, noise and air quality surveys that are required to feed in to the statutory processes required for the delivery of any project identified in the Town Investment Plan will be completed to ensure that any issues that are identified can be fully considered.

17. GLOSSARY

MHCLG: Ministry of Housing Communities and Local Government

18. LIST OF APPENDICES

Appendix 1 - Towns Fund Prospectus
Appendix 2 - Consultation Summary

19. BACKGROUND PAPERS

Attached as appendices.

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Financial Implications/Consultations



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