

BARNSELY 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
TO CABINET ON 8 SEPTEMBER 2021

Future High Street Funding & Development of The Seam Digital Campus

1. **Purpose of Report**
 - 1.1 To outline to Cabinet the vision, core values and development principles for expanding The Seam, Barnsley's Digital campus
 - 1.2 To seek approval for the Future High Street funded projects for 'Embedding Glass Works' and 'The Seam Digital Campus'
 - 1.3 To seek approval to accept The Ministry of Housing, Communities and Local Government (MHCLG) Future High Street Funding to be used to support two key town centre projects; Embedding Glass Works and The Seam, Barnsley's Digital Campus, helping to further secure the town centre's long-term future and viability as the borough's economic centre
 - 1.4 To seek approval to confirm the Council's commitment to provide the level of match funding necessary to secure the grant offer
 - 1.5 To seek approval for any necessary permissions to enable the delivery of The Future High Street funded projects
 - 1.6 To seek approval for the recommended procurement strategy for the development of Phase 1 of 'The Seam', Barnsley's Digital Campus and appointment of a professional project management and design team
 - 1.7 To seek approval for the appointment of a design team and contractor to undertake works on the footprint of 35 Eldon Street
2. **Recommendations**
 - 2.1 **That Cabinet approve the core values, vision and principles for developing 'The Seam': Barnsley's Digital Campus, creating a new digital campus neighbourhood at the heart of the town centre**
 - 2.2 **That Cabinet approve the Future High street projects 'Embedding Glass Works' and 'The Seam Digital Campus' as set out in section 4 of the report**

- 2.3 That Cabinet formally accept the Future High Street Funding allocation of £15.6M from the Ministry of Housing, Communities and Local Government (MHCLG)**
- 2.4 That Cabinet approve provision of match funding by the Council, required to deliver the Future High street funded projects as outlined in paragraph 9.10 and agree to release a portion of that funding (paragraph 9.17 refers) ‘at risk’ to support the activities required for i) ongoing programme management and ii) scheme development up RIBA Stage 2**
- 2.5 That Cabinet approve the procurement strategy for The Seam, detailed in section 4 of this report and the Legal Service Director and Solicitor to the Council, in consultation with Exec Director of Place be authorised to:**
- Undertake the necessary procurement exercises to progress the project, publish and accept tenders and appoint consultants/contractors to deliver a professional project management and design team for The Seam**
- 2.6 That cabinet approve the procurement of a professional team to design a piece of high-quality public realm on the site of the demolished building at 35 Eldon Street (former chip shop)**
- 2.7 That the Service Director for Regeneration and Culture be authorised to engage with businesses, wider stakeholders and the public as appropriate throughout the design development and delivery of The Seam.**
- 2.8 The Executive Director Core services be authorised to apply for any necessary consents, license arrangements, footpath diversions, traffic regulation orders, closure orders and side road orders that may be required as part of developing the scheme**
- 2.9 That the Service Director for Regeneration and Culture be authorised to enter into a basic asset protection agreement with Network Rail to commence discussions on developing The Seam Digital Campus adjacent to the railway line and additional site investigations as required**
- 2.10 That Cabinet approve the governance arrangements for the Seam project as set out sections 4.61- 4.63 of the report.**
- 2.11 That Members note that a further report will be submitted to Cabinet following completion of RIBA Stage 2 work in order to present a detailed budget cost plan for Members consideration.**

3. **Introduction**

3.1 **Future High Street Fund**

3.2 As an essential part of the Government's 'Our Plan for the High Street', the Future High Streets Fund (FHSF) was launched in December 2018 and is a key part of the government's plan to renew and reshape town centres, making them a more attractive place to live, work and visit.

3.3 In December 2020, the Minister of Homes, Communities and Local Government (MHCLG) announced that Barnsley Council had been successful with their funding bid for Barnsley Town Centre securing £15.6M of Future High Street Fund, to deliver key town centre projects. However, the award was only 69% of the funding requested, resulting in an increased Council contribution for the Seam.

3.4 The Future High Streets Fund programme for Barnsley's 21st Century town centre complements and supports the established strategy to renew and reshape central Barnsley through economic diversification and connecting with its residents, providing new reasons to visit and new access via active modes of transport.

3.5 The FHSF will contribute to two complementary transformational projects that help to deliver on these principles. Embedding The Glass Works and The Seam Digital Campus. The funding also includes support for projects on Eldon Street and Midland Street that form the key connections between the two, around the axis at Regent Street and the transport interchange.

4. **Background**

4.1 **The Seam, Barnsley's Digital Campus**

4.2 The Seam is Barnsley's Digital Campus, a new district at the heart of the town centre that builds on the success of the Digital Media Centre (DMC).

4.3 The DMC is a hub for digital and creative businesses close to the main town centre areas and the transport interchange. Housed in an architect designed, landmark building, DMC 01 is home to almost 50 businesses at a range of growth stages mainly in the digital, creative and business and professional services industries. It is at the centre of a regional, national and international network of businesses, organisations and cities and alongside Enterprising Barnsley is considered a thought leader in town based economic development with an EU award for Good Practice.

4.4 The DMC has supported significant local growth and diversification of the economy, and to support this growth DMC 02 was opened in September 2021 to provide larger floorplate offices for 'scale up' companies alongside coworking space and a makerspace. The DMCs are a platform for new and innovative business support programmes and activities leveraging public and

private sector investment to develop more and better jobs and businesses and attract higher value SME's.

- 4.5 Barnsley, via the DMC, led TechTown (2015-2018) which was an EU network of cities focused on developing their digital economies. The Seam has grown out of the local work on this project with regional stakeholders who co-created a concept to better connect digital businesses with digitally skilled people. The Digital Campus concept supports the growth of a successful tech ecosystem locally and regionally and brings together people, business and digital skills fostering collaboration and innovation between academia, citizens and the public and private sectors, powering the uptake of digital skills, entrepreneurship and the transformation of existing business to future proof the economy
- 4.6 The vision for The Seam, based on the Tech Town Action Plan 2018 is to establish an inclusive, digital innovation campus built around the DMCs and the strong, established relationships with Barnsley College and the two regional Universities. It will be an urban village that brings together people, business, education, research and place. It will become a vibrant neighbourhood where people live, work and learn, try new ideas, enjoy the public realm and support the wider town centre economy. It will be at the heart of a connected tech ecosystem that will foster innovation and experimentation for the benefit of everyone.
- 4.7 In 2019-20 The Council and key stakeholders worked with Hemingway Design, place branding specialists, to develop an identity to capture the foundation infrastructure of innovation, business support collaboration and physical space of the DMC buildings. The result was a new brand name, The Seam. As part of this branding, the stakeholders developed five core values for The Seam, which will now be used as a filter for the development of the site, ensuring new development aligns with the collective ambition and purpose. These values are already part of the site 'DNA' via the DMC's ongoing work and they will inform all future site development:
1. Putting people first
 2. Building pathways – a place of possibilities
 3. Trailblazing
 4. For Barnsley not only for business
 5. A dynamic digital ecosystem
- 4.8 Despite a number of masterplan and regeneration strategies, the site, which is currently surface parking, has remained largely undeveloped in recent years mainly on the grounds of commercial viability. The FHSF was recognised as a significant opportunity to provide the enabling infrastructure required to de-risk this site and realise its full potential as a key town centre location, as set out in the Local Plan, Arup's Town Centre Regeneration Report and the emerging Urbed Town Centre Urban Design and Sustainability work.
- 4.9 In June 2020 the Council appointed a consultant team to help develop plans to realise the ambitions of this new digital innovation campus, through the

creation of a high-level development blueprint for the site. The multi-disciplinary team was led by BDP Architects, working alongside Fore Consulting, Hydrock, BE Group, Warrington Martin cost consultants and a Council officer working group. Stakeholder sessions were also held with Tech Town representatives.

- 4.10 The plan is to create a mixed-use development which will be the physical manifestation of the Tech Town's ambitious plans for an inclusive knowledge economy, including expansion space for the DMC, new low carbon energy efficient housing, connected public realm and an active travel hub. A new multi-storey car park will re-provide parking, making the site available for development.
- 4.11 Plans for The Seam and The FHSF works align with the Council's priorities as outlined in the Barnsley 2030 Plan, which was based upon the engagement with our communities, residents, businesses and employees to deliver:
- Healthy Barnsley
 - Learning Barnsley
 - Growing Barnsley
 - Sustainable Barnsley
 - Enabling Barnsley.
- 4.12 This proposal for The Seam aligns with the many of the outcomes from the Barnsley 2030 plan: including but not limited to;
- Opportunities for lifelong learning and developing new skills.
 - People having a welcoming, safe and enjoyable town centre.
 - Safe warm and sustainable homes will be delivered through low carbon housing on the site.
 - People living in great places, recycling more and wasting less.
 - The value of green spaces is embedded into the vision for the site with proposals for a new central green space.
 - The Seam is about creating a more sustainable community, with reduction in fossil fuels and sustainable energy measures and promotion of active travel. All in line with the 2030 vision.
- 4.13 The FHSF proposal for Glass Works and The Seam also aligns with the emerging Town Centre Action Plan. The plan addresses the issues of not enough people living or working in the town centre, and not enough visitors with a high disposable income. The symptom of this being low dwell time, low spend, low private sector investment and outward migration for work. The projects supported by FHSF align with the vision for a town centre that is well designed, coherent and healthy.
- 4.14 The Seam Digital Campus proposal is also recognised in the draft Urbed Town Centre Urban Design and Sustainability work. It is captured in the long list of possible interventions under the themes employment/ skills; housing; green space and connections. This draft document is the subject of a separate

cabinet report seeking authority to out to public and stakeholder consultation late Summer/ Autumn 2021.

5. **Proposal**

5.1 In April 2020 MHCLG formally announced the agreement to allocate funding up to £15.624m across 2021 to 2024. The agreed funds will be issued to the Council as non-ringfenced grant payments under Section 31 of the Local Government Act 2003, for expenditure as agreed in the approved business case.

5.2 The projects to be funded through FHSF are as follows;

5.3 Embedding Glass Works Project

5.4 Future High Street funding will contribute to delivering further capital works on streets adjacent to the Glass Works. Included in this is public realm improvements to Midland Street that will be delivered by the contractor constructing the new Market Gate Bridge, North Midlands Construction Ltd.

5.5 Future High Street funding will also fund the next stages of work on Eldon Street, following the demolition of 35 Eldon Street. Works will include realignment of the road at the top of Midland Street and public realm improvements on the site of 35 Eldon Street (former chip shop) following demolition. The next stage of this project is to engage landscape architects and other professional services to design and cost this piece of gateway public realm. The site is a key gateway into the town centre as you approach along Eldon Street and careful consideration will be given to the form and scale of the proposed public realm so it is sympathetic to the conservation area on Eldon Street and the remaining properties in the Eldon Street block.

5.6 The FHSF will also contribute to the installation of pedestrian safety and vehicle access features (static, removable and automatic bollards) at key locations around the Glass Works and the wider town centre.

5.7 Funding will also contribute to the completion of the new leisure and restaurant block in the Glass Works development. Specifically, it will fund an enhanced specification to the units that includes screed for floors and the installation of shop fronts.

5.8 Finally, in relation to the Glass Works, the FHSF is contributing to the completion of the new public square at the centre of the development. This new space will create a new meeting place at the heart of the town centre and will also be the location for the new Covid Memorial.

5.9 The Seam Digital Campus Blueprint

5.10 BDP Architects, supported by key stakeholders have developed a development blueprint for the site. The purpose of this blueprint is to explore how the Council can bring to life the vision for The Seam Digital Campus and

de-risk the site both for the Council and the private sector. The high-level plan was completed alongside technical information obtained through site investigations and provision of budget estimates for infrastructure and construction.

- 5.11 A key part of delivering enabling infrastructure is to act as a catalyst for development and help lever in private sector investment addressing viability challenges and reducing future reliance on public sector interventions.
- 5.12 The development blueprint for the site also focussed upon delivering the following key outcomes:
- Expand and enhance the DMC network to create new employment opportunities, space for business and skills growth, including potential opportunities for digital fabrication and rapid prototyping.
 - Introduce new forms of low carbon town centre residential development to create a truly 'live/ work' campus while helping to meet Barnsley's housing needs and add to the vibrancy of the town centre.
 - Support the Council's wider sustainability agenda by developing low or zero-carbon homes and workplaces and integrating green infrastructure and sustainable urban drainage systems (SuDs).
 - Integrate the latest smart city technology and digital infrastructure within buildings and public realm to create a 'living laboratory' for digital experimentation and creativity and set a good example around the capture and usage of data.
 - Improve the physical connectivity across the site and between the upper and lower levels enhancing links with the Barnsley College campus to improve the sense of place.
 - Create a series of attractive, safe and welcoming public spaces for the benefit of everyone providing a destination and sense of place
 - Encourage the uptake in active travel and reduction in vehicle movement within the campus
- 5.13 The development blueprint includes a high-level spatial plan that identifies development plots, areas of public realm and greenspace. This is a flexible plan that can respond to investment opportunities. Plot uses are not fixed at this stage, but the blueprint indicates development that could come forward. (see Appendix B)
- 5.14 The blueprint includes development principles that will be utilised by The Council to develop plans for the Seam, including;
- The range and mix of land uses considered appropriate for each plot in the blueprint, in line with the local plan allocation for the site;

- Design constraints (such as heights, massing, and preservation of key views and vistas);
 - Alignment with the site-wide strategies for sustainability, transport, utilities, and drainage, (for example low/zero carbon housing);
 - The delivery of enhanced public realm, including a central greenspace and pedestrian and cycle connections through the campus; and
 - Phasing of site infrastructure and development in accordance with FHS funding.
- 5.15 The blueprint is not a masterplan in the traditional sense, but an aid to delivering the enabling infrastructure, tendering the works and development opportunities for the site, allowing us to bring forward private sector investment into the site. The blueprint includes an appendices of site investigations and a site risk register.
- 5.16 FHS Funding The Seam
- 5.17 The development blueprint has been developed to realise the ambitions of The Seam Digital Campus and maximise opportunities for leveraging in private sector investment addressing viability challenges and reducing future reliance on public sector interventions.
- 5.18 The blueprint will now provide the framework for moving forward with this site utilising funding from the Future High Street funding to provide enabling infrastructure to open the lower part of the site (known as lower Courthouse car park) for development.
- 5.19 Future High Street Funding and Council match funding will deliver Phase 1 of the Seam, which includes a 400-space multi-storey car park, a new Active Travel Hub located opposite the DMC and close to the transport interchange, improved public realm and central greenspace, alongside parallel upgrading of utility, drainage and highway infrastructure which will help to de-risk future development plots and increase developer interest in the future phases. Integral to the development of phase 1 will be the installation of sensors and smart systems to support the future management and maintenance of the development.
- 5.20 The blueprint will provide the Council the flexibility required to work innovatively with developers and the market to facilitate the delivery of plots across the wider site (Upper Courthouse car park area) in the future.
- 5.21 Phasing The Seam
- 5.22 The plot phasing is largely driven by the Future High Street capital funding to deliver the enabling site infrastructure and re-provision of car parking that has been the previous constraint to a viable development. See Phasing Plan (Appendix C)

- 5.23 This early investment, set within the context of an exciting vision for the site, quality public realm and a new purpose-built active travel hub, will act as a catalyst for wider development and securing private sector investment across the site.
- 5.24 A key part of enabling the site for development has been the re-provision of parking. The key phasing driver on the site is maintaining a proportion of the car parking provision until such time as the multi-storey car park (MSCP) is delivered. The blueprint consultant team and Council officers have analysed a number of options for achieving this, all of which are contingent on the MSCP being delivered as part of an early phase in order to free up the remaining plots (currently used as surface car parking) for development.
- 5.25 **New 400 space Multi-storey car park**
- 5.26 FHSF will deliver a new 400 space multi storey car park on this site. Alignment with the new town centre carparking strategy will be a key objective of the design development and operational plans for this car park. The Digital Campus site currently provides around 900 surface car parking spaces for the town centre, Digital Campus, and College Campus, and is used by a range of workers and shoppers.
- 5.27 The COVID-19 crisis has created uncertainty around car parking demand in the short term, but in the longer-term future demand for car parking is projected to decline due to changes in travel behaviour and the uptake of active travel modes. Despite this, some car parking provision is recognised as important to the medium-term in attracting development and jobs to a town centre that serves a dispersed surrounding population.
- 5.28 As part of the blueprint development a review of options for the scale and location of a new 400 space multi-storey car parks has resulted in a proposed plot to the northern end of the site, ensuring vehicle movements within the site are reduced and improved air quality for residential and green spaces. The decision for the final proposed location on the MSCP was following discussion with the design panel in late 2020.
- 5.29 The MSCP has been sized to reduce the overall parking capacity on the site by around 50%, whilst creating the most economical footprint for a MSCP. This allows the site to realise its development potential whilst offering a peripheral town centre car park primarily serving the Digital Campus workers and residents but also commuters and shoppers through the connecting public realm. The reduction in provision of parking will be managed through re-directing users to alternate car parks, using existing capacity from underutilised car parks to increase efficiency as part of the town centre parking strategy. Digital signage will provide turn by turn directions to the nearest available space across the town centre to minimise journey times and congestion. It is also likely that parking demand from office staff may fall post covid through new agile working routines and movement to active travel. New technology will allow the Council to monitor this data and effectively manage the global town centre supply.

- 5.30 It is anticipated that lower Courthouse car park will close in 2022/23 and the new MSCP car park will open in 2024/25, subject to design, appointment of contractor and programme of the works. Supply and demand will be monitored regularly to balance the two alongside measures to encourage active travel and public transport.
- 5.31 The new MSCP will be owned and managed by the Council. In line with the sustainability strategy, it is envisaged that the MSCP will support the shift towards electric vehicles by providing dedicated spaces and charging points and scalability of EV charging. ‘ parking’ technology will ensure the site is easily accessed and opportunities for car club hire will be explored with the residential provider.
- 5.32 Opportunities to reduce embedded and in use carbon will be explored at design stage, including incorporating rooftop photo voltaic cells for generating renewable energy and battery storage.
- 5.33 **Active Travel Hub**
- 5.34 FHSF will deliver a purpose-built active travel hub on the site; a key component of the sustainable transport strategy. This will replace and expand the existing hub located within the Transport Interchange. The Active Travel Hub is intended to serve the town centre and wider borough, offering expanded cycle hire provision, secure cycle storage, repairs and a range of other facilities to support community cycling and walking.
- 5.35 The Active Travel Hub plot is located to form a focal point and destination at the gateway to the site. It is conceived as a 1 or 2 storey ‘pavilion’ type building that will integrate into a new campus greenspace. The facility will also be designed to accommodate a range of uses planned for the campus, including information point, cafe, cycle storage, cycle hire / repair shop, retail and cycle workshop space.
- 5.36 The operational management of the facility will be subject to further Cabinet Report. A feasibility study to identify the revenue costs for this facility and income generation streams is currently being developed by BDP group and Aspinal Verdi due for completion July 2021.
- 5.37 **Enabling Site Infrastructure**
- 5.38 Future High Street funding will deliver essential site infrastructure to support future development. The development blueprint provides a draft strategy to deliver utilities and drainage infrastructure to development plots. Sustainability measures including the integration of green infrastructure and sustainable urban drainage systems will be explored in further detail at design stage.
- 5.39 A utility new connections strategy has been developed considering the illustrative plot use and area schedule, including electricity supply, water, telecommunications, and digital infrastructure. The sustainability strategy

aspires to achieve a minimum 'intermediate' target, which is a gas-free serving strategy. This requires all heating and hot water requirements across the development to be generated by gas-free means.

- 5.40 FHSF will fund the new utility and drainage connections required for the site. The proposed utility strategy is for the primary utilities infrastructure to be installed in two main phases – which are aligned with the Phase 1 and 2 of the phasing strategy. Multi-utility services trenches may be utilised from the outset, which facilitate utility services to be connected to plots independent of phasing / construction sequencing.
- 5.41 **Public Realm**
- 5.42 New greenspaces and public realm will be crucial to the success of the Digital Campus spaces, as they will tie the various plots together and create the setting for new development over years to come. A series of distinctive public spaces will be planned to support the phased approach to development.
- 5.43 Future High Street Funding will deliver a new landscaped gateway to the site (adjacent the Courthouse Public house) and public realm around a new active travel hub. New steps and a landscaped ramp to the upper part of the site will be completed as part of phase 1. All of which are still subject to design and planning.
- 5.44 A revitalised County Way and review of vehicle movement through this spine road will be considered for implementation in phase 2, which is subject to further traffic assessment, consultation, planning and funding and will be brought forward as part of a future cabinet report.
- 5.45 Active travel modes will be prioritised across the site. The important desire line between the town centre and Barnsley College, used by thousands of students every day, is established as an accessible pedestrian and cycle route through the site.
- 5.46 The public realm and greenspace will seek to maximise active uses and frontages, creating spaces that are safe, vibrant, overlooked, and well-used throughout the day by students, workers, residents, and visitors to the town. Consideration will be given to ideas around urban allotments and natural playground space. The proposed public realm also seeks to protect and maximise panoramic views over the Dearne Valley and strengthen the character of a connected campus by its use of planting and legible routes.
- 5.47 **Sustainability**
- 5.48 The highly sustainable town centre location and involvement of the Council in the delivery of development present a vital opportunity to demonstrate how new development can support our flagship Zero 40/45 strategy.
- 5.49 The development will adopt a robust energy strategy, embedding best practice low or zero-carbon design principles within all new developments. The Digital

Campus will act as an exemplar project for the Borough and the wider region. Future development on the Digital Campus must also be informed by the emerging low-carbon strategy for the wider town centre. This work is being developed by Urbed, who have been commissioned by the Council to look at the future sustainability of the town centre, particularly in the wake of the COVID-19 crisis.

5.50 The redevelopment of the existing site provides an opportunity to introduce more green spaces. In addition to improving the sense of place, these green spaces can be utilised to help manage surface water runoff sustainably and effectively.

5.51 There is potential for numerous sustainable drainage features to be implemented to the landscaped, hard paved and green vista areas across site, which include but are not limited to: swales, filter drains, permeable paving and rain gardens. This will be explored at detail design stage.

5.52 **Smart and Inclusive Technology**

5.53 Essential for the success of The Seam is robust digital infrastructure and the enabling underlying technology and good data practice to create a 'living lab' for the deployment of new and emerging technologies, and the collection and utilisation of data. This will be aligned with the emerging Sheffield City Region Digital Infrastructure Strategies and the future Digital Innovation Strategy.

5.54 Since 2017, the DMC has hosted three cohorts of the global IoT Tribe tech accelerator, bringing 30 new businesses through Barnsley. The most recent programme focused on net zero and place-based technology, and the ten participating companies will also pilot their solutions locally. Shortly the DMC will commence a new programme supporting earlier stage IoT product concepts with an IoT pre-accelerator in partnership with Connexin and TEAM SY.

5.54 There is a need for a clear technical roadmap to ensure The Seam can make good on ambitions to be a living lab with testbed opportunities that connect to the development of the site. We want to see innovative and smart approaches to design, development and construction on site as well as integrated technology in new housing, commercial and outdoor space that enables the community to live a healthier, safer, more informed life. We intend to work with a specialist consultant to develop this roadmap which will then become embedded as part of the design process for The Seam.

5.55 **Plots 1 & 2 Private Sector Development Opportunity**

5.56 Plots 1 and 2 on phase 1 of The Seam are identified as suitable for private sector development. The FHS funded enabling works combined with the completion of the Glass works retail and leisure scheme will result in a prime town centre development opportunity.

- 5.57 The plots are ideally suited to bringing forward a new high quality, low carbon housing offer into the town centre, which will set a new benchmark in terms of housing design, quality and sustainability. The aspiration is for contemporary housing which takes design queues and material palette from historic/landmark buildings as well as more contemporary buildings within the Digital Campus site.
- 5.58 Plot 1 is also recognised in the BDP blueprint as being suitable for other commercial uses such as a hotel which would need to be progressed in line with Local Plan policy BTC22 inclusive of an evidence base around demand and associated fit within the fabric of the wider town centre.
- 5.59 It is anticipated that the Seam will include a mix of housing including 1, 2, 3 and 4 bed properties for sale. Soft market testing has identified young professional couples, young families, and commuters as particular markets for the low carbon housing. Age-friendly housing designed to meet the needs of older people and downsizers was also identified as having potential on the site due to its accessible location. The Seam could also provide an opportunity to develop a live-work housing offer that meets the increasing demand of people wanting to work from home.
- 5.60 The procurement strategy for The Seam, outlined in this report, will provide the framework to engage flexibly with the market to develop plot 1 and 2 in line with the aspirations of the blueprint and vision for The Seam.
- 5.61 Governance
- 5.62 The overall management and monitoring of the Future High Street fund and the Seam project will be via The Seam Project Board. The board made up of senior officers will be responsible for all aspects of programme delivery inclusive of progress, financial controls and risk management ensuring coordinated and successful delivery. Specific terms of reference will need to be developed; however, the initial structure will need to be flexible enough to adapt as the project develops.
- 5.63 Appropriate upward reporting structures also need to be put in place reflecting the need for timely information being made available to Members and the Council's senior management team. As the senior responsible officer for the Seam project board the Executive Director for Place will be key to this. Risk escalation processes on cost, and programme issues and associated quality issues will be put in place with direct reporting to SMT and cabinet if necessary.
- 5.64 Procurement Strategy
- 5.65 Overall, the objective is to look at an innovative procurement strategy which is closely aligned to the commercial needs of the market whilst at the same time meeting the requirements of public sector procurement. The approach will be to use the right strategy to secure development and construction partners for both the FHSF project elements and the private sector development of plot 1

and 2, that will deliver the objectives set out earlier in the report whilst looking to maximise private sector investment where possible.

- 5.66 The award of FHSF has enabled The Seam to be fast tracked into delivery which requires a robust procurement strategy that will ensure we can meet the challenging FHSF timescales for delivery. The strategy will support the delivery of the Councils vision and quality aspirations for the site and improve opportunities for leveraging in private sector investment on Phase 1 of The Seam.
- 5.67 The Council have undertaken a series of market engagement sessions and further follow up dialogue with professional services, developers, and contractors to inform the options being considered. The market engagement exercise which included a briefing session and a request from organisations to provide the Council with direct feedback on a number of key considerations in relation to the procurement approach which was most suitable and attractive in their view generated a strong level of interest from the following;
- 59 Contractors registered an interest in the opportunity, with 33 attending the briefing session and 25 providing information in response to the Council questions posed
 - 20 Developers registered an interest in the opportunity, with 5 attending the briefing session and providing information in response to the Council questions
 - 74 Professional Services providers registered an interest in the opportunity, with 18 attending the briefing session and 16 providing information in response to the Council questions posed.

The Council has encouraged an open and honest dialogue to ensure our procurement options are in line with market needs, especially in the face of a very buoyant market where Contractors can be selective in the works they tender for and deliver. A summary of these engagement sessions is attached in appendix C

- 5.68 There are several key drivers for the procurement, but one of the main drivers is the FHSF timescales which require spend by March 2024. This requires an efficient procurement route that can take us from RIBA (Royal Institute of British Architects) stage 0 (The blueprint) into project delivery, whilst also balancing our requirements for control of design aspirations, quality, and cost.

RIBA stage 2 involves the preparation of architectural concept incorporating strategic engineering requirements and aligned to cost plan, project strategies and outline Specification. It will also include obtaining pre-application planning advice and agree route to building regulations compliance This includes agreeing the project brief and undertaking reviews with client and project stakeholders. This stage will conclude with project brief derogations signed off stage report project strategies outline specification cost plan (Appendix D RIBA Stages of work)

- 5.69 Due to a significant amount of Government funding for capital schemes available currently and the fact a number of projects which were delayed due to the pandemic in 2020 are now progressing, the number of capital projects both regionally and nationally is higher than would normally be the case.
- 5.70 In addition shortages in the materials and labour markets, linked to both the impacts of the pandemic and Brexit, have seen an impact on the pricing of works contracts and level of cost certainty which is achievable. Feedback from contractors as part of the pre-market engagement has been to engage them early in the design process to help manage cost and quality, utilising their supply chains for more accurate information of current market rates and allow exploration of efficient methods of build from the outset.
- 5.71 Procurement of Client professional Team
- 5.72 The current blueprint is at RIBA stage 0 and therefore further work is now required to firm up the Council's design and quality requirements, in line with the project budget (Developed to date by cost consultants Warrington Martin as part of the BDP blueprint).
- 5.73 The Council do not have the internal capacity to progress the design development and it is therefore proposed that the Council will appoint a multi-disciplinary professional design team, via a consultant framework, which will progress the design on behalf of the Council as follows:
- Infrastructure/ MSCP/ Active Travel Hub designed to RIBA stage 2
 - Public Realm designed to RIBA 3
 - Plots 1 and 2 to be designed to RIBA stage 1 (residential/ commercial)
- 5.74 Procurement of a professional team via the Crown Commercial Services Framework Agreement is being progressed, with appointment subject to cabinet approval, as this will accelerate the process of engagement and award but will still be compliant with public Contract Regulations (PCR 2015). There will be a competition for award via the Framework Agreement to ensure value for money, social value and quality from relevant experience can be demonstrated by the professional team.
- 5.75 The roles of the professional team will include (as a minimum);
- Project Manager
 - Principal Designer
 - Architect
 - BIM Coordinator and Information Manager
 - Building services Engineer (M&E)
 - Civil and Structural Engineer
 - Cost Consultant
 - Lead Designer
 - Employers Agent
 - Landscape Architect

- Transport Planner
- CDM (Health and Safety) Advisor
- Planning Consultant
- Environmental Consultant
- Smart City Consultant
- Development manager – The Development manager will bring commercial acumen required for plots 1&2 and potentially further phases

The Professional team will be given responsibility for appointing any additional specialist services required to support the development of the design.

5.76 It is proposed that the following client team will be retained by the Council to manage construction and residential developer appointments and liaison to ensure the proactive management of the design aspirations, programme and costs;

- Project Manager
- Cost Consultant (QS)
- Employers Agent
- Architect
- Building and Services Engineer (M&E)
- Civil and structural engineer
- DMO

5.77 Procurement of Contractor

5.78 Following design development by the professional team to RIBA 2 on the MSCP and Active Travel Hub, RIBA 3 on public realm and production of a budget estimate, Cabinet approval will be sought to tender the works. The professional design team will create either one tender or a series of tender packages for the construction and infrastructure works for The Seam.

5.79 It is anticipated that the appointment of a contractor for the infrastructure, MSCP, Active Travel Hub and Public Realm will be through a 2 stage Design and Build process. This is in line with the feedback from the market as to their preferred procurement route. There are many benefits of involving contractors early in the design process (Early Contractor Involvement - ECI) especially in a buoyant construction market.

5.80 A 2 stage Design and Build procurement process will include early involvement with the Contractor and their supply chain to improve buildability taking account of the current market forces and can create efficiencies in the design process.

5.81 The contractor will be engaged at RIBA 2 in a 2 stage procurement process where a preferred Contractor is selected, via a competitive process and enters into a Pre Contract Services Agreement (PCSA) to work with the Council to develop the design information to RIBA 3 or 4. This approach will allow the

Council to work with a Contractor to develop the design to a point where planning permission can be sought and the Contractor can obtain actual pricing from the market on specific packages of work (Such as the structures) to give the Council cost assurance on the design prior to entering into a formal contract.

- 5.82 Consultation with Framework providers and contractors as part of the market engagement suggests this approach allows the Council to have 80-90% cost certainty, whilst also managing the programme for delivery of the works.
- 5.83 Working with one preferred contractor via a PCSA will allow the Council team, with the support of the appointed professional team, to have a timetabled programme of engagement to develop the designs to meet the requirements of the FHS Funding deadlines for works on site.
- 5.84 An appointment via a Framework is proposed for the construction and infrastructure works tender packages as well to accelerate the process for selection of the preferred contractor. There are a number of options available in terms of the Framework operator and this will be selected in consultation with the professional services team once the packages of work are defined.
- 5.85 As with the professional team the appointment of works contractors will be done based on an assessment of price, quality and social value to ensure they are able to meet the aspirations of the Council for the development, alongside delivery of added value, such as local spend, employment and a sustainable approach to deliver aligned to the wider Council ethos.
- 5.86 Development of commercial plots 1&2
- 5.87 Plot 1 (1,560m²) and Plot 2 (2,418m²) are located on the lower Courthouse site between the site of the active travel hub at the Southern end of the site and the multi-storey car park at the Northern end of the site. These sites have been allocated for private sector development.
- 5.88 The professional design team and DMO (Development Management Organisation) appointed for The Seam will work with the Council to develop plot 1&2 to RIBA stage 1. A market brief will then be produced for the site to attract private sector investment on these plots. The procurement and development strategy for these plots will be the subject of separate report.
- 5.89 The project manager and DMO will work together to co-ordinate the delivery of these plots within the wider site. Early work will require developing infrastructure that can support a development platform coming forward.
- 5.90 Works cannot commence on plot 1&2 until the enabling infrastructure is installed, but the earlier we can secure a development partner for this site the better, as this will help with design of public realm works, access and egress points and ease the interdependency between with the wider infrastructure.

- 5.91 The Developer will be engaged via a Development Agreement at RIBA Stage 1 via a competitive process to align to the requirements of the Public Contract Regulations based on an assessment of their commercial proposal alongside the quality and social value outputs put forward and alignment of these to the Councils' aspirations for the site.
- 5.92 The route to market will be agreed with the professional team following their appointment and the subject of a further Cabinet Report to seek approval to proceed with this procurement. There are some options to appoint via a Framework Agreement, but this does have limitations in terms of the breadth of Developers who can be invited to tender via this route. As this element of phase 1 is not dependant on FHSF an open market tender, which would take longer to procure, may be the best approach to engage with some of the more specialist developers who share the Council's aspirations for the site in terms of the type and quality of the product required.
- 5.93 The professional team and Council officers will engage with legal support to establish a development agreement which supports the appointment of a Developer.
- 5.94 Programme for Procurement
- 5.95 It is envisaged that the procurement of the professional services team will commence immediately following Cabinet approval in September, with a view that the contract for the professional design team will commence in October.
- 5.96 It is expected the design development to RIBA Stage 2 to allow the progression of the works procurement or procurements (Dependant on the agreement of packaging requirements) will be completed in 2-3 months from appointment, as a maximum.
- 5.97 The professional team will work in collaboration with the Council procurement team to ensure the procurements for the works packages are developed alongside the design information to go to market as early in 2022 as possible.
- 5.98 The selection of a preferred contractor and appointment of a PCSA via a competitive process under an established Framework Agreement is expected to take to 4-6 weeks.
- 5.99 The period the contractor requires to develop the designs to a point where the Council is able to proceed with a contract will depend on the stage to which design development is required (RIBA Stage 3 or 4) and the scope and scale of the works included (Whether this includes all elements or if these are split across multiple contracts).
- 5.60 Headlines for the procurement of the various elements are as follows;
- Mini competition for Professional Services Team commences (Post Cabinet Approval)
 - Award of and start of professional services team contract

- Design development to RIBA 2 and cost estimate
- Cabinet Approval to proceed with procurement contractor
- Procurement of the works Contractor(s) commences
- Preferred Contractor(s) appointed under PCSA to commence Stage RIBA 3 design
- Design development to RIBA 3 (Planning)
- Approval seeking agreement of a progression to Contract award based on RIBA 3 design
- RIBA Stage 4 design by the Contractor
- Agreement of RIBA Stage 4 design by the Council
- Build programme

5.61 The professional design team will develop a brief to RIBA stage 1 for Plots 1 & 2 and the DMO will work alongside the Council to take this site to the market with a development brief. The timelines for this will be determined by the route to market chosen (Either via a Framework or via the open market) and this will be the subject of a separate cabinet report.

5.62 There is potentially a longer-term role for the Professional team for phases 2-5 but wider scheme progression will be subject to a further report at the RIBA 2 Gateway.

6 **Consideration of Alternative Approaches**

6.1 Option 1: Do Nothing. This would result in a loss of £15.6M funding and the site does not realise its potential, limiting growth of The Seam and not fulfilling the potential.

6.2 The Council has existing control of the site, strengthening its position in relation to driving the site forward. A disposal of the site would provide funds for the Council but would result in the Council losing significant leverage over the development options of the site and unlikely to align with the vision and aspirations.

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

7.1 The proposals within this report are consistent with Council's recently refreshed Corporate Plan (2021-24), as it directly contributes towards the following ambitions within the Plan:

- Business start-ups and existing local businesses are supported to grow and attract new investment, providing opportunities for all
- People have a welcoming, safe and enjoyable town centre and principal towns as destinations for work, shopping, leisure and culture
- People have the opportunities for lifelong learning and developing new skills including access to apprenticeships
- People live independently with good physical and mental health for as long as possible

- We have reduced inequalities in health and income across the borough
- Our culture, heritage and green spaces are promoted for all people to enjoy

7.2 A critical requirement taken into consideration when identifying and defining proposals has been to ensure that all interventions have a positive contribution both to the emerging Barnsley 2030 framework and Inclusive Economic Strategy.

The official ‘Launch’ of the 2030 project took place on 22 June 2021, following many months of work behind the scenes. A summary of the wider ambitions of the 2030 Plan are shown below, across the four themes of Healthy, Learning, Growing and Sustainable.

Theme	Ambitions
Healthy Barnsley	Everyone is able to enjoy a life in good physical and mental health.
	Fewer people live in poverty and everyone has the resources they need to look after themselves and their families
	People can access the right support, at the right time and place and are able to tackle problems early.
	Our diverse communities are welcoming, supportive and resilient.
Learning Barnsley	Children and young people aim high and achieve their full potential with improved educational achievement and attainment.
	Everyone has the opportunity to create wider social connections and enjoy cultural experiences.
	Lifelong learning is promoted and encouraged, with an increase in opportunities that will enable people get into, progress at and stay in work.
Growing Barnsley	Everyone fulfils their learning potential, with more people completing higher-level skills studies than ever before.
	Local businesses are thriving through early-stage support and opportunities to grow
	Barnsley is known as a great place to invest, where businesses and organisations provide diverse and secure employment opportunities, contributing to an economy that benefits everyone.
	People have a wider choice of quality, affordable and sustainable housing, to suit their needs and lifestyle.
Sustainable Barnsley	Residents, businesses and organisations are more confident in accessing and using digital resources, benefitting all aspects of daily life.
	People live in sustainable communities with reduced carbon emissions and increased access to affordable and sustainable energy sources.
	People can get around in Barnsley easier than ever, with an increase in cycle routes and better connections across the borough.
	Barnsley has increased the amount of renewable energy that is generated within the borough.
	People are proud of and look after their local environment.

7.3 The monitoring success measures required by MHCLG for The Seam include the following mandatory indicators;

- £ spent directly on project delivery (either local authority or implementation partners)
- £ co-funding spent on project delivery (private and public)
- £ co-funding committed (private and public)
- % of projects starting on time according to contract
- # of temporary FT jobs supported during project implementation
- # of projects successfully completed
- % of projects completed within budget
- % of projects completed on time
- # of staff in regeneration team in council
- £ budgeted for economic development team and functions

Plus, project specific indicators around:

- Transport
- Digital Connectivity
- Urban Regeneration
- Skills & Enterprise infrastructure

8. **Implications for Local People/Service Users**

- 8.1 The preparation of The Seam Development Blueprint has provided an opportunity to reflect on the inclusive growth ambitions and potential offered by new development and the way new premises are both developed and go on to operate.
- 8.2 The Council have worked with Ekosgen to develop a headline Inclusive Growth Action Plan for The Seam, recognising the important opportunity that the scheme presents. It seeks to maximise the scale and range of opportunities created by the development that are available to and can be accessed by Barnsley's residents and businesses, facilitating and capturing benefits within the borough. This includes opportunities arising from the construction and operation of The Seam, as well as the future operations of the site.
- 8.3 The proposals will have implications for shoppers, visitors and commuters that currently use this site to park in the town centre. The provision of parking will reduce by circa 50% during construction of the site.
- 8.4 The parking strategy has taken account of this reduction in parking and combined with smart technology to sign post users to other available spaces across the town centre, the opening of the new 485 space Glass Works MSCP and the anticipated reduction in town centre users post covid the loss of spaces should be mitigated.
- 8.5 The loss of disabled access parking bays on the lower Courthouse has been identified through the Equality Impact assessment and will require an assessment of provision in the area.
- 8.6 Business tenants that already use this site will have some disturbance during works to develop this site. Longer term they will benefit from an improved environment for work, including outdoor connected spaces and improved pedestrian links.

9. **Financial Implications**

- 9.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 9.2 This section of the report outlines the financial implications in respect of each the following:

- I. **Acceptance of the Future High Streets funding offer from DCMS** and agreement to the provision of match funding by the Council in support of that offer.
- II. **An overview of the latest cost estimate of delivering Phase 1 of The Seam masterplan** i.e. those costs included in the 'Unlocking Digital Campus' elements of Future High Streets programme along with the additional elements/schemes to be included as part of the wider 'Phase 1' Seam development programme - referred as "The Seam Digital Campus".

Members to note that, based on latest scheme estimates a projected shortfall in the region of £4.68m exists to complete all schemes currently included in the Phase 1 proposal – mitigations to reduce the shortfall are explored in this section of the report.

- III. **Members to consider the request for the release of 'at risk' funding to support the activities required in respect of i) ongoing programme management and ii) for scheme development activities up RIBA Stage 2** – noting that a further report will be submitted to Cabinet following the outcome of RIBA Stage 2 for the reasons explained at paragraph 9.5.

9.3 It is important for Members to note that the costs included in this report for the delivery of both the 'Unlocking Digital Campus' section of Future High Streets programme and the other activities required to complete the Seam Phase 1 are based on latest available estimates received from a range of professional sources; utilising both internal and external expertise. These estimates however are based on pre-detailed design 'early stage' work (i.e. RIBA Stage 0 in the seven stage RIBA process) and as such variations are considered likely as the RIBA stages, including detailed design activities and cost plan development, progress.

9.4 It is also important for Members to note that there is much greater certainty around the 'Embedding Glass Works' schemes within the FHSF bid as these schemes are either completed or significantly progressed.

9.5 Whilst cost certainty around The Seam Phase 1 will not be known until the outcome of the tendering process has been completed further consideration of costs by Cabinet is recommended at the conclusion of RIBA Stage 2. The reason for this being that it is at this point that a more detailed cost plan will be made available which, informed by scheme design and market conditions, will allow refined cost estimates to be considered along with any funding gaps.

i) Acceptance of Future High Streets Funding

9.6 Cabinet approval is sought to accept the offer of £15.624m in Future High Streets grant funding from MHCLG and release this scheme into the capital programme – it's worth noting that the bid to DCMS was £23.310m – the grant offer therefore being £7.686m less than the amount included in the bid submission.

- 9.7 Approval is also sought to agree to nominate a package of ‘match’ funding by the Council as part of Barnsley’s Future High Streets programme in line with the MHCLG’s match funding requirements.
- 9.8 It should be noted that all costs nominated below for the purposes of ‘match’ are either from existing, approved commitments (i.e. schemes already progressing) or from existing unspent budgetary provision - each element of the suggested package of ‘match’ funding is described in greater detail in paragraph 9.9.
- 9.9 It is proposed that the above Future High Streets Programme will be funded from the following sources:

- I. **Future High Streets Grant Award (£15.624m)** – being the total amount of grant offered to the Council by DCMS.

Proposed BMBC ‘match’ funding package comprising:

- II. **Glass Works Scheme Contributions (£9.990m)** - it is important to note that this element of match relates to schemes that are already approved by Cabinet and that are either now complete or progressing. This element of match funding therefore does not represent a ‘new’ ask for funding rather it instead nominates existing approved spend for Glass Works schemes, shown in the table at paragraph 9.10, as eligible spend thus supporting the Council’s overall match funding offer.
- III. **Existing Budgetary Provision for Car Park Delivery (£7.756m)** – the proposal being to utilise a portion of the £12.17m in funding already provided for within the capital programme to support the creation of car parking provision in the Town Centre - FHSF programme features the delivery of a multi storey car park and as such the allocation of this budgets represents a logical source of match.

Members are therefore recommended to formally approve the earmarking of £7.756m from this budget to support delivery of the schemes in this report.

- IV. **Town Centre Parking Strategy (£1.2m)** – this has already been approved by Cabinet and is progressing and does not therefore represent a further financial ‘ask’ on the Council.

- 9.10 The table below summarises the estimated costs of delivering the FHSF programme, showing the split between ‘Embedding Glass Works’ and ‘Unlocking Digital Campus’ elements and the proposed funding package to support DCMS match funding requirements:

	TOTAL COST	*FHSF GRANT	*BMBC MATCH
Embedding Glass Works			
GW1. Walkable Kendray Street (Midland Street works)	£0.995m	£0.983m	£0.012m

	TOTAL COST	*FHSF GRANT	*BMBC MATCH
GW1. Walkable Kendray Street (35 Eldon Street works)	£0.846m	£0.842m	£0.004m
GW2. Safe walking and vehicle access	£0.982m	£0.972m	£0.010m
GW3. Glass Works leisure & restaurant	£7.524m	£0.760m	£6.764m
GW4. Barnsley Town Square	£3.980m	£0.780m	£3.200m
Subtotal	£14.327m	£4.337m	£9.990m
Unlocking Digital Campus			
DC1. MSCP and Active Travel Hub	£16.525m	£8.898m	£7.536m
DC2. Town Centre Parking Strategy	£1.200m	£0.000m	£1.200m
DC3. Enabling infrastructure	£2.520m	£2.300m	£0.220m
Subtotal	£20.245m	£11.289m	£8.956m
GRAND TOTAL	£34.572m	£15.626m	£18.946m

***Total FHSF Grant plus BMBC Match = £34.572m**

II) The Seam Digital Campus: Phase 1 Delivery.

9.11 Since the submission of the FHSF Bid in July 21 the BDP Blueprint has been concluded and additional risk items have been added to the overall scheme budget costs, including additional provisional sums. The original bid submission also excluded revenue costs, due to the restriction on the bid amount and impact on the Benefit Cost Ratio rate. These costs are not currently covered by the Council match funding, although MHCLG have advised that all relevant costs associated with the scheme can utilise the funding awarded. There is therefore currently an overall potential shortfall in the region of £4.68M across the scheme.

9.12 The estimated funding gap can be broken down into the following categories:

- **Estimated cost increases related to the scheme 'Unlocking Digital Campus' MSCP and Active Travel Hub in the FHSF bid (£1.264M)** these include increase in budget allowance for active travel hub and public realm costs due to the location of this building being changed between bid submission in July and approval in January and that the building will now be provided independently of the MSCP (not a combined facility as originally planned), this was following feedback from the Design Panel. This has also increased public realm costs for phase 1 as the buildings are at opposite end of the site and require connecting public realm.
- **Estimated Cost increases related to the scheme 'Unlocking Digital Campus' Enabling Infrastructure (£1.399M)** These costs include new provisional sums relating to the technical risk register in the BDP blueprint. The costs include a provisional sum for further SI's and potential works to the historic retaining walls, including design fees and contingency. These costs may not materialise.

- **Estimated Costs not included within the original FHSF bid (£1.984M)**
Although identified at the time of bid submission these costs, some of them revenue, were not able to be included for reasons set out at 9.11 These include revenue costs for internal project management, appointment of a professional project manager, developer manager and employers agent. It also includes a communications and marketing budget. In addition, there is also a budget for smart digital infrastructure and potential junction improvements which were identified post bid submission.

9.13 It is important to again note that these costs are based on estimates and pre-empt detailed site investigation and RIBA Stage 2 design work.

9.14 It should further be noted that at a range of potential mitigations have been identified that may help to reduce remove any future funding gaps, these include:

- **Potential to reduce contingency** – at present contingency is based on 10% of total costs. Whilst this is considered prudent given the uncertainties caused by the pandemic this represents a ‘high’ level of contingency and will be subject review over time.
- **Levering in of external funding** – the potential to lever in funding from external sources is currently under review including for example Gainshare and active travel funding, both administered by SCR.
- **Scaling back of schemes/value re-engineering** – Members to be advised of the potential to apply these measures in the future Cabinet reports subject to the outcome of RIBA Stage 2 (Concept Design).
- **As above a significant amount of provisional values are included in the costs estimates** – at this time it is uncertain as to whether these will materialise, being dependent on the outcome of survey and design work.

9.15 As outlined above a number of critical site surveys and detailed RIBA 2 design work have yet to be completed for the schemes comprising Stage 1 of the Digital Campus therefore the shortfall will be subject to review and an updated position reported back into Cabinet following completion of RIBA Stage 2 Concept Design work. Further external funding opportunities will continue to be explored.

9.16 At this time therefore given these uncertainties and the potential mitigations that exist there is not additional ask to Cabinet to support any funding shortfall.

III) Members to agree to release ‘at risk’ the funding required to support the activities for i) ongoing programme management and ii) scheme development activities up RIBA Stage 2

9.17 The costs of appointing a professional project management and design team have been estimated based on using the Crown Commercial Services framework which sets out the design fees from RIBA 0 to RIBA 7. This includes

an average percentage fee based on 15 suppliers fee rate across the RIBA stages.

- 9.18 The estimated fee rate is based on an assumption of capital build costs and therefore at this stage it is not possible to accurately predict the fees for progressing to RIBA stage 2. The appointed professional team will look to bring on board additional specialist services. The Fee estimate is based on the framework information available and intelligence from previous schemes.

Please Note: *Given that these costs, for the reasons explained above, are at this stage estimates an update on actual costs incurred will be provided in the RIBA Stage 2 Cabinet report - this is currently scheduled for consideration in early 2022. The impact of any variation in these costs on the £4.68m shortfall, as described in paragraphs 9.11 to 9.12, will similarly be outlined in that report.*

- 9.19 Members are recommended to release £1.178M “at risk” from the BMBC match funding element of the Future High Streets bid to support the following activities:

- **Ongoing BMBC Programme Management (£0.088M)** – comprising a Project Manager and Senior Regeneration Manager (both Grade 10) up to the completion of RIBA Stage 2. These posts are considered an essential requirement for the management of the FHSF and wider Digital Campus development over this period.
- **Multi-disciplinary RIBA Stage 2 Development Team (est. cost £0.465m)** – per paragraph 4.75 in order to move schemes to RIBA Stage 2 a professional multi-disciplinary team will be required that includes project management, Architectural and Engineering expertise, communications and marketing and other associated costs.
- **Appointment of Development Manager (£0.062m)** – to support DM activities up to RIBA Stage 2.
- **Extensive site survey work (£0.300m)** – this is considered a prudent estimate and will be dependent on for example design team requirements.
- **Basic Asset Protection Agreement Network Rail (£0.050m)** - to enter dialogue with NWR regarding proposals for the site.
- **Legal fees (£0.010M)**
- **Comms & Marketing (£0.010M)**
- **Contingency & Inflation allowance (£0.193M)**

- 9.20 It is recommended that each of the above is funded from the 'match' funding provided by the Council referred to in paragraph 9.9 iii (i.e. the £7.756m earmarking request).
- 9.21 Members should note that the funding would be 'at risk' to the Council due to the fact that non-delivery of the schemes within the FHSF programme would mean that the Council would have to return funding for those schemes not delivered – this is not considered likely unless schemes become unviable and cannot be progressed.
- 9.22 No additional funding is currently being requested to support the above 'asks' beyond those within the envelope of match funding described at paragraph 9.9.
- 9.23 Members should further note that industry insight has alerted us to the current construction price inflation. The original FHSF bid submission included a 0.095% allowance for inflation but the impact of Covid-19, Brexit and the volume of public sector works contracts has led to a buoyant construction sector and presents a risk to project budget estimates. This will be addressed as part of the RIBA stage 2 report.
- 9.24 The project will generate long term revenue implications that need to be factored into whole life costs for the development, including; management, repairs and maintenance of public realm, digital infrastructure, The MSCP and Active Travel Hub. Revenue implications for the provision of the active travel hub. The detail of these costs will be included in a further report to Cabinet at RIBA stage 2.
- 9.25 Appendix A provides a summary of the financial implications included in this report.

10 **Employee Implications**

- 10.1 It is critical that the delivery of this programme is adequately resourced from a commissioning, delivery and monitoring perspective. Dedicated project management resource will be allocated to the project from within the Economic Development team.

11 **Communications Implications**

- 11.1 The different areas of the programme will be supported by communications and marketing activity to target messages to the relevant audiences. Progress and key milestones will be publicised through a range of channels.
- 11.2 MHCLG have issued specific guidance to provide clarity on how Local Authorities should use Government branding to help promote projects funded via FHSF and collaborate on external communications opportunities.

12. Consultations

- 12.1 The Development Blueprint has been shaped by a stakeholder consultation process and has received positive support throughout its development through the project team BU6, finance, Transport, Planning, Assets and stakeholders, including Barnsley College, Tech Town representatives and the Design Panel.
- 12.2 Key issues identified included the scale and location of car parking and greenspace, and the need for maximum flexibility in how development plots can be configured. Further stakeholder and public consultation events will be held as proposals for individual plots within the Development Blueprint are brought forward by BMBC and other developers.
- 12.3 The Council have also engaged with the market and held 3 market facing sessions with DMO's, developers and construction companies to share the Seam proposals and ensure that we can respond in a timely manner in line with the FHSF funding timescales for delivery
- 12.4 Findings from the Glass Works consultation on public realm design will be fed into the design process.

13 Risk Management Issues

- 13.1 A full risk framework for the FHSF programme and individual risk registers will be reported in line with the governance structure as set out in this report. The main project risks are as follows;

Risk	Proposed mitigation	Level of Risk	Resolution owner
There is a risk that scheme costs exceed the FHSF/BMBC budget. Current scheme costs based on RIBA 0. (lack of detailed costs)	The budget includes provisional sums and contingency based on the development risk register created by BDP. Appointment of professional team to design to RIBA2 and produce cost pan. 2 stage D&B on a PCSA benefits of early contractor engagement	Very High	BMBC
There is a risk that the programme for developing the site does not align with FSHSF timescales - Spend by 31st March 2024	The programme will be further developed at RIBA 2. Early indications are that the MSCP may not be completed by the deadline, However; FHSF funding will be prioritised for spend and Council match can be spent after the deadline. Regular programme management required	Very High	BMBC
There is currently a projected £4.68M funding shortfall on phase 1	The budget estimate includes provisional sums & contingencies to take into account that the design is at RIBA stage 0 A revised cost plan will be developed by the PM and Design team	Very High	BMBC

Risk	Proposed mitigation	Level of Risk	Resolution owner
There is a risk that a buoyant construction market impact on the ability to deliver on time and cost as per the current budget estimate.	RIBA Stage 2 cost plan will check against the current budget/ Early contractor engagement via a PCSA is critical to lock in supply chain early	Very High	BMBC
Revenue funding Risk for Active Travel Hub - Business case has not yet been completed to understand the financial risk around revenue funding the service and running costs of BMBC facility	Business case is being undertaken by BDP/Aspinall Verde to highlight likely funding requirements/ revenue generators for the facility - Facility will include a cafe space - potential for a rental stream	High	BMBC
Revenue funding risk for ongoing management and maintenance of The Seam public realm and digital technology. The scale & source of revenue funding is currently unknown and potential financial risk to BMBC	RIBA 2 cost plan to identify lifetime costs for the project. Residential options to explore Community Interest Companies/ Business Levies etc	High	BMBC
There is a risk that Core values for The Seam, as agreed as part of the branding are not embedded in the decision making & Design of the project	Governance structure for the project - all site proposals pass through the board. Work Package leads for Environmental sustainability/ Low carbon and Digital & PMDT appointment inc Smart Cities & Env Consultant	High	BMBC
Technical risks relating to the site included within a full technical risk register – Retaining walls/ Trees/ coal mining risk/site contamination/ utility easements/ drainage condition/ NWR	Additional SI's will be undertaken as identified by the BDP work and technical risk register. Provisional sums have been allocated to address some of these risks	High	BMBC

14. **Health, Safety and Emergency Resilience Issues**

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

15. **Compatibility with the European Convention on Human Rights**

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

16. **Promoting Equality, Diversity and Social Inclusion**

16.1 The programme will consider equality, diversity and social inclusion impact as an individual project level. A full Equality Impact Assessment has been undertaken for this project.

16.2 A full EIA will be required for each element of this project as design is progressed and further consultation will be undertaken where required.

17. **List of Appendices**

Appendix A - Financial implications
Appendix B – Illustrative plot plan
Appendix C – Phasing Plan

18. **Background Papers**

The Seam Digital Campus Development Blueprint
Ekosgen Reports

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