

AGENDA FOR

RADCLIFFE CABINET COMMITTEE

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To: All Members of Radcliffe Cabinet Committee

Councillors : E O'Brien (Chair), C Birchmore,
C Cummins, J Lancaster, C Morris and M Smith

Dear Member

Radcliffe Cabinet Committee

You are invited to attend a meeting of the Radcliffe Cabinet Committee which will be held as follows:-

Date:	Thursday, 27 May 2021
Place:	Microsoft Teams
Time:	4.00 pm
Briefing Facilities:	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
Notes:	

AGENDA

10 APOLOGIES FOR ABSENCE

11 DECLARATIONS OF INTEREST

Members of the Radcliffe Cabinet Committee are asked whether they have any interests on any item on the agenda and if so to formally declare that interest.

12 PUBLIC QUESTION TIME

A period of 30 minutes has been set aside for members of the public to ask questions. Questions must be submitted in advance to democratic.services@bury.gov.uk no later than 5pm on Tuesday, 25 March 2021.

13 MINUTES *(Pages 3 - 6)*

Minutes from the meeting held on 18 March 2021 are attached.

14 LEVELLING UP BID - RADCLIFFE CIVIC HUB - PART A *(Pages 7 - 16)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

15 ANY OTHER BUSINESS

16 EXCLUSION OF PRESS AND PUBLIC

To consider passing the appropriate resolution under Section 100 (A)(4), Schedule 12(A) of the Local Government Act 1972, that the press and public be excluded from the meeting for the reason that the following business involves the disclosure of exempt information as detailed against the item.

17 LEVELLING UP BID - RADCLIFFE CIVIC HUB - PART B *(Pages 17 - 36)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

Minutes of: **RADCLIFFE CABINET COMMITTEE**

Date of Meeting: 18 March 2021

Present: Councillor E O'Brien (in the Chair)
Councillors C Cummins, L Smith and M Smith

Public Attendance: No members of the public were present at the meeting.

Apologies for Absence: Councillor R Cathcart and Councillor P Cropper

8 APOLOGIES FOR ABSENCE

Apologies were received from Councillor Rhyse Cathcart and Councillor Paul Cropper.

9 DECLARATIONS OF INTEREST

There were no declarations of interest.

10 PUBLIC QUESTION TIME

There were no public questions.

11 MINUTES

Minutes of the meeting held on 22 December 2020 be approved as a correct record and signed by the Chair.

12 RADCLIFFE - ESTABLISHMENT OF A NEW SECONDARY SCHOOL

The Leader introduced a report regarding the successful application from Star Academies to establish a new secondary school in Radcliffe, and thanked officers for their work in supporting this development. Paul Cooke, Strategic Lead for Schools, Academies & Colleges, detailed the report noting that although the statutory route to establishing schools was not in the gift of the Council, Councillors and officers had been instrumental in developing the business case to establish the new school, and it was this that encouraged and enabled Star to submit its successful application to the Department for Education (DfE). It was noted that the government would provide funding to Star Academies to deliver the build but that the Council was a key partner in the process. This enabled the Council to influence the development and ensure the school fits within the wider regeneration of Radcliffe.

With regards to the process moving forwards, a masterplan regarding the exact boundaries of the school site was to be produced to inform due diligence, site investigation, design and delivery works for the land. This would facilitate an understanding of the entire Spring Lane site, how it would be used for the school and potentially wider community use. This masterplan would be developed over the coming months and would link to the wider Strategic Regeneration Framework (SRF).

After the masterplan was in place, Star Academies and the Council would then design the school itself, at which point extensive stakeholder engagement with the wider public. In terms of timescale, the aim was for a September 2024 opening date for the school to admit year 7 students. It was noted that there was a lot of work to complete to meet that date, but that this offered a significant opportunity to align the school site with wider developments in Radcliffe.

In response to Members' questions, it was noted that master planning would happen at pace, taking place in the coming months with boundaries for the site defined by September/October 2021. Although master planning would be a more strategic exercise, public engagement would be crucial when establishing the details for the school including what it would look like, potential functions, admission arrangements and community use. The Leader clarified the importance of community involvement before the planning application was submitted. Officers confirmed there was a commitment from Star Academies and from the Council to facilitate public engagement, and it was noted that the existing governance structures would enable a continued dialogue to ensure synergy with the SRF.

In response to a question regarding completion, it was noted that details were yet to be developed but it was expected that the site would be completed as a whole rather than incrementally, despite the incremental admission of students. With regards to curriculum, officers advised that there were no proposals for the school to have a specialism, and that the DfE were satisfied that Star Academies had demonstrated they were able to deliver a full broad and balanced curriculum and had done through their track record of operating schools in other LA areas.

Decision:

That Radcliffe Cabinet Committee:

1. Endorse that Cabinet formally welcome this important result for Bury, Star Academies and Radcliffe.
2. Note the previous decisions of the Council in respect of the Spring Lane site, and the intention to commission a study to determine the extent of the site to be utilised for the school, whilst preserving access to the adjacent development site.
3. Note that there is a financial commitment by the Council to the delivery of the scheme, and it is anticipated that this be funded from the schools capital budget, and that this will be subject to Cabinet approval when the detail is known.
4. Note the alignment of the delivery of the school to the Radcliffe Strategic Regeneration Framework.
5. Note the continuing close partnership working between the Council, Star Academies and the Department for Education.
6. Note that discussions are underway for the acquisition of additional land to support the delivery of the school and its ancillary uses and that a further report would be brought back to Cabinet seeking approval for any acquisition.

The Leader presented the report regarding the specifics of the proposals for the continued development of the Strategic Regeneration Framework (SRF) projects.

One of the SRF's key proposals for the regeneration of Radcliffe was the creation of a new Civic Hub in the heart of the town centre, given the potential for the site to have a fundamental role in increasing visitor footfall and driving economic growth. It was noted that existing shops would be prioritised and helped to continue trading while other opportunities were being pursued.

Officers advised that the delivery of the Civic Hub was likely to require external funding and the Government's Levelling Up Fund had been identified as an opportunity to help support the development. In order to access these funds, the Council was required to submit a robust bid that was able to demonstrate that the Council has the ability to deliver the development proposals within specific timeframes; a key aspect of which was to demonstrate it had control over land assets.

Members discussed the report, agreeing that this was a unique opportunity to make a difference for Radcliffe given the magnitude of the proposed scheme. Although this was a long process, the Council now had the right officer knowledge, commercial knowledge, strategy and political will for this to succeed.

Decision:

That:

1. The progress on the creation of a new public service hub building and wider regeneration efforts in Radcliffe Town Centre be noted.
2. The Cabinet Committee recommends to Cabinet the acquisition of land and premises that are critical to the delivery of key SRF projects as set out in Part B of this report be approved, subject to financial and legal due diligence to complete the transaction.
3. The Cabinet Committee recommends to Cabinet that they delegate the final agreed acquisition of the land and premises that are critical to the delivery of key SRF projects as set out in Part B of this report to the Chief Executive after consultation with the Council's Section 151 and Monitoring Officers and the Leader of the Council and subject to the satisfactory completion of the financial and legal due diligence.

14 EXCLUSION OF PRESS AND PUBLIC

Decision:

That the press and public be excluded from the meeting under Section 100 (A)(4), Schedule 12(A) of the Local Government Act 1972, for the reason that the following business involves the disclosure of exempt information as detailed against the item.

15 RADCLIFFE STRATEGIC REGENERATION FRAMEWORK - ACQUISITION OF ASSETS - PART B

The Leader presented the confidential report regarding the specifics of the proposals for the continued development of the Strategic Regeneration Framework (SRF) projects. Members discussed the report, noting that the strategic nature of the acquisitions was critical to the success of this project, and that the pace and timing was crucial in driving the project forwards and in securing funding.

The Leader thanked officers and Members for their work in bringing forward this report, the first step of a positive journey.

Decision:

That Cabinet Committee recommend that Cabinet approve the recommendations set out in the report.

COUNCILLOR E O'BRIEN

Chair

(Note: The meeting started at 6.00 pm and ended at 6.40 pm)



Classification	Item No.
Open Part A	

Meeting:	Radcliffe Cabinet Committee
Meeting date:	26th May 2021
Title of report:	Levelling Up Bid – Radcliffe Civic Hub
Report by:	Cllr Eamonn O’Brien
Decision Type:	Key Decision
Ward(s) to which report relates	Radcliffe East

Executive Summary

Following the announcement of the Levelling Up Fund in the 2021 Budget, Bury Council is proposing to submit two bids in round 1 of the Fund, including a bid for a new Civic Hub in Radcliffe town centre. The deadline for round 1 bids is 18th June 2021.

Recommendation(s)

1. That Radcliffe Cabinet Committee recommends to Cabinet the development and submission a Levelling Up Bid application for a new Civic Hub in Radcliffe town centre. Final approval of the submissions on or prior to the 18th June 2021 will be delegated to the Chief Executive in consultation with the Leader of the Council.
2. Recommends to Cabinet expenditure up to £125,000 to the Radcliffe project as required to support the development of proposals submitted as the bid to the Levelling Up Fund to enable the delivery of the project within the required timescales.

Reasons for the decision:

The Radcliffe Strategic Regeneration Framework (SRF) was adopted in September 2020 as the Council’s policy for the future regeneration of the town.

Access to monies from the Levelling Up Fund would support the delivery of the project in Radcliffe, within a timeframe that is strategically aligned to the implementation of priorities outlined in the SRF and the *Let's do It, Bury 2030* plan.

KEY CONSIDERATIONS

1. Background

- 1.1. The regeneration of Radcliffe remains a key Council priority, and the need to improve life outcomes for the town's residents remains clear. Despite previous regeneration plans for the town, Radcliffe lags behind the rest of the Borough in multiple key indicators.
- 1.2. Public sector intervention in the town is required to arrest Radcliffe's decline and to help it realise its potential. Leaving Radcliffe to market forces will not change the existing patterns of demand; nor would it provide the improved quality and diversification of attractions to the centre, which is required to increase footfall, expand dwell time, and drive the town centre growth which, in turn will help to catalyse the regeneration of Radcliffe as a whole.
- 1.3. In September 2020, Cabinet approved a final version of the SRF as the Council's policy for the future regeneration of Radcliffe and as a material consideration in the determination of planning applications.
- 1.4. The creation of the Programme Management Office was approved by Cabinet in September 2020. As part of this proposal the Programme Management Office was to have the lead role of developing business cases and creating investment fund propositions.

2. The Levelling Up Fund

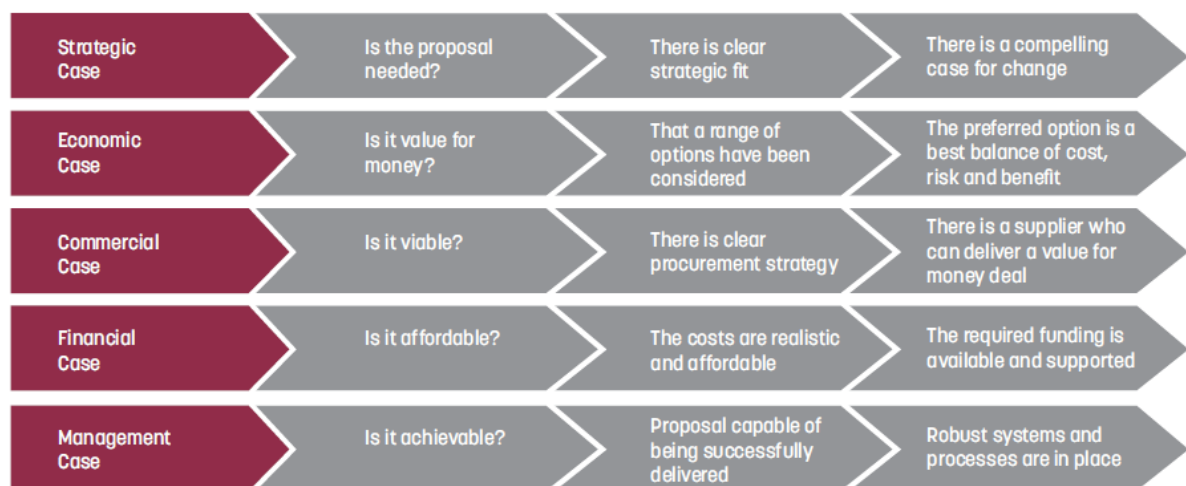
- 2.1. Arrangements for the Levelling Up Fund were announced in the 2021 Budget and outlined within the published prospectus document.
- 2.2. The scope outlined within the guidance for the fund assumes that the business case requirements for regeneration projects will be broadly consistent with separate guidance issued in respect of other recent MHCLG programmes (Future High Street Fund and Towns Fund).
- 2.3. Bury Borough has been designated within the highest priority category for funding. Based on an initial review, proposals for Radcliffe's Civic Hub is well aligned with the funding criteria:
 - The fund will operate on a competitive basis, taking into account the priority category, deliverability, strategic fit and value for money;
 - Investment is primarily for capital infrastructure, including (i) small transport projects, (ii) regeneration and town centre investment and (iii) cultural investment;

- Support is available for projects (or packages of projects) requiring up to £20m of funding. A maximum of £20m funding is available per bid. Package bids should be made up of coherent projects that are clearly aligned;
- The focus is on projects that delivery visible change, with first round targeted towards bids that can demonstrate deliverability and can begin in the next financial year. Bids must be submitted by 18th June 2021 with spend complete by March 2024;
- Unitary Authorities can submit bids, with the number of bids determined by the number of MPs in an area (in the context of Bury, both MP's support the submission of two bids – one per constituency); and
- Bids need to demonstrate appropriate engagement and consultation, and should also have regard to policy objectives to achieve Carbon Net Zero.

3. Business cases – the Five Cases

- 3.1. Business cases are used extensively in the public sector to guide the development to new initiatives and support spending decisions. All public sector Business Cases are governed by HM Treasury's Green Book and the Five Cases guidance. These core texts provide guidance on how Business Cases should be advanced. Associated with the Green Book, individual government departments often provide more detailed guidance on business case treatment relating to their particular specialist area, including MHCLG and its Appraisal Guide.
- 3.2. The purpose of Business Cases is to confirm the strategic context of proposals; to make a robust case for change; to assess a range of potential options as to the best way forward; and consider the deliverability and viability of these options. They will identify the preferred option that optimises value for money. They also set out the financial requirement; the affordability of proposals; the supporting procurement strategy, and the management arrangements for the successful rollout of the projects. The guidance contained in HM Treasury's 'Green Book' includes the five cases to be completed summarised below:
- 3.2.1. **Strategic Case** – this needs to set out a robust and evidence-based case for the acquisition of the remainder of the site and further enabling works, establishing the rationale for intervention and fit with national, regional and local policies;
- 3.2.2. **Economic Case** – the development of the Economic Case involves the identification of a long-list of options that are then assessed in relation to their strategic fit, achievability, affordability and acceptability (including "do nothing"). From this assessment, a number of short-listed options will be selected and taken forward as part of a more detailed appraisal. The costs and benefits of each short-listed option will be assessed and compared to determine which option offers the best value for money (assessed using net present public value and benefit cost ratios). The risks associated with each option will also be considered;
- 3.2.3. **Commercial Case** – the purpose of this Case is to demonstrate that the preferred option will result in a viable procurement and well-structured deal, providing certainty in terms of delivery and minimising risk to the public sector;

- 3.2.4. **Financial Case** – the capital and revenue requirements associated with the project will need to be set out within the Financial Case. The overall cashflow of the project, its net present value (NPV) and the funding sources will need to be set out. In addition, it will also be important to identify the forecast annual funding/income and the affordability of this in terms of budget provisions, having regard to wider financial pressures;
- 3.2.5. **Management Case** – the Management case will need to set out how the project will be managed by the Council and its partners. This will include identifying the governance arrangements, as well as identifying clear roles and responsibilities.



- 3.3. Guidance sets of a staged process based on key gateways. As outlined below, there are typically three key stages as part of a process that leads directly into implementation, monitoring and evaluation. The process is designed to provide a framework that guides the iterative development of the projects.
- 3.4. It is envisaged that the project could be developed to OBC stage at the point of submitting a bid for Leveling Up Fund support. This would be consistent with the requirements for other capital funding programmes, including FHSF and Towns Fund. At OBC stage, it is generally expected that investigations and design development will be progressed to an appropriate level of detail to support rigorous option testing to support the identification of a preferred solution.
- 3.5. It is emphasised that the development of the business case to FBC, and the procurement of the contract, will need to continue post submission to satisfy internal and external assurance requirements.
- 3.6. The PMO is coordinating the progression of feasibility work on the business case for the projects, and work is underway to inform the project development, scope for mix of end users and potential external funding streams that will be required to deliver the proposals.
- 3.7. In order to access these funds, the Council will be required to submit comprehensive and robust bids that are able to demonstrate credible development

proposals. Critically, the Council will need to show that it has the ability to deliver the development proposals within specific timeframes and, this will include demonstrating that it has unrestrictive control over land assets.

4. Progress to date

- 4.1. The PMO are working with Amion to author the Outline Business Cases (OBC) and inform the Radcliffe Levelling Up Fund Bid.
- 4.2. The draft Strategic Case has now been completed and presents a clearly defined case for change, underpinned by robust strategic alignment with council transformational programmes, extensive stakeholder engagement and consultation, demand and activity assessments, and evidence-led SMART objectives.
- 4.3. Work on the draft Economic Case has focused on options appraisal, to ensure that rigorous and measured consideration has been given to realising an optimum solution. Critical Success Factors have been utilised to determine the extent to which each option aligns with delivering best value.

Acceptability – Alignment with key objectives

- Regeneration/Placemaking – contribute to strategic objectives for wider town centre;
- Inclusive growth – the extent to which growth supports all local communities;
- Coordinated services – supporting enhanced service provision based on co-location;
- Clean growth – the extent to which the proposals align with the net zero targets;
- Community recovery – the extent to which the proposal contributes building community capacity in support of recovery and resilience.

Achievability – Feasibility of proposals

- Market demand – the level of expected demand from development partners and/or occupiers;
- Site constraints – the extent to which the proposal is deliverable within the constraints of the site;
- Dependencies – the level of risks associated with the project including planning regulations;
- Timescales – deliverability within LUF timescales.

Affordability – Likelihood of securing requisite funding

- Affordable within budget – the extent to which the proposal can be delivered within set budget;
- Value for money – the expected level of benefits arising from the proposal.

The Critical Success Factors have been prioritised and a corresponding weight assigned to each scoring criteria, based on its importance to the delivery of the schemes. The results of this evaluation have identified the preferred options which represents a best value balance of cost, risk, and benefits.

- 4.4. A detailed cost benefit analysis is currently being carried out to support the assessment of the preferred options.
- 4.5. To support the Commercial Case a procurement strategy for the projects has been prepared, detailing both directly delivered and developer led outputs. To inform a best value route to market, initial soft market testing via regional frameworks has been undertaken and the response has been positive and encouraging.
- 4.6. Work on the Management Case has focused on identifying the appropriate methodology for planning, designing, procuring, and delivering the project outputs. A suite of project management documents are currently being drafted including:
 - Project Management Plan
 - Soft Landings Strategy
 - Risk Management Plan and risk register
 - Change Management Plan
 - Procurement Strategy
 - Stakeholder Engagement Plan
 - Benefits Realisation Plan

The PMO are also establishing the required project governance structure to ensure mechanisms for monitoring, controlling, and reporting are in place.

5. The Bid Budget and Programme

5.1. The Levelling Up Fund provides a one-off payment of £125,000 for unsuccessful bids.

5.2. Programme Milestones

Bid Submission	18 th June 2021
Development of project FBC	Jul – Nov 2021
Commence procurement to select construction partner	Jul 2021
Completion of Two-stage procurement process	Sept 2021
Site Investigations	Jul – Sept 2021
Development of RIBA Stage 3 Design Information	Sept – Nov 2021
LUF Bid Decision	Autumn 2021

Community impact/links with Community Strategy

If built proposals are brought forward to Cabinet in due course for comprehensive redevelopment, a full resident and wider community engagement strategy will be included.

The Council has a pledge to be Zero Carbon by 2038. This means that the current estate needs to be rationalised and modernised with the likely outcome that all Council services will need to be provided in a new building, whilst sharing services and facilities with the wider public sector. The Civic Hub provides an opportunity for the Council to consolidate its estate.

Our Corporate Plan 2020/22 sets out key themes, principles and deliverables to support the Borough of Bury as it recovers from the local impact of the Covid-19 pandemic and builds a better and brighter future for our population, communities and businesses.

The regeneration of Radcliffe supports delivery of the Let's Do It strategy and the five themes that underpin the plan. The five themes all have a correlation to how we design our Towns. As we move towards a future in urban areas where people travel less, buy locally, work and access local services, we need vital and liveable neighbourhoods. This means the Council must think carefully about neighbourhoods and how they can be either built or re-designed to work well.

The 5 themes are summarised below and how they link into the vision for Radcliffe:

Healthy Communities: Provision of community, civic, education and wellbeing facilities. The implementation of active travel, walking and cycling routes connecting people with local amenities and increasing the availability of public open space will enable the communities to thrive.

Carbon neutral: We need to use every opportunity to ensure that development in Radcliffe on our land is carbon neutral and prioritises active travel.

Inclusion: Making sure that everyone's voice is heard, this will absolutely be a focus through the Consultation of the regeneration work.

Digital first: The full fibre roll out has enabled access to faster speeds and future-proofed infrastructure. This presents an excellent opportunity for the businesses and community with Radcliffe being the ideal location for small business growth.

Inclusive Growth: the regeneration scheme in Radcliffe will include investment in physical infrastructure (roads, cycle ways and public transport); creating more flexible and innovative/digital workspaces to encourage more businesses to open and remain in Radcliffe; to ensure residents have the best chance to access good jobs.

Equality Impact and considerations:

This proposal does not adversely affect equality.

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*

(c) *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>

**Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

Consultation:

Ward councillor and MP briefings to be held prior to submission of formal bids.

Wider consultation strategy as part of the bid submission will include local community and charity groups.

Any development proposals will be subject to a full planning application and will include public consultation.

Legal Implications:

There are no legal implications at this point. Once the outcome of the bid is known legal support will be provided at all stages to support the decision making and delivery process.

Financial Implications:

Regeneration across the borough is a key strategic priority for the Council and in recognition of this is reflected in the Council's capital strategy. The cost of regeneration is however significant and the Levelling Up Fund provides an opportunity to secure additional funding that will support and deliver the Council's aspirations. Economic growth and other benefits will be achieved and the additional funding will ensure the Council is able to deliver at a much greater pace than if there was no external funding. Any additional growth and income that this generates will contribute towards the

Council's medium term financial strategy where it is assumed that some level of growth will be received in the later years of the strategy.

If successful there will be some costs that will fall to the Council to meet and these will need to be factored into the capital programme. These cannot however be fully quantified until the final bid has been developed and the outcome known. Some provision within the 2021/22 capital programme has been made and the associated borrowing costs factored into the revenue budget. Funding for future financial years will be subject to annual review and approval.

To support local authorities in developing bids, one off funding of £125k per bid is provided and is available even if bids are unsuccessful. Should the bid be successful and the Council decide not to proceed these costs will fall to the Council to meet. This is however unlikely given the strategic importance of the bid. In preparing the bid the Council will be mindful of the costs and the risks associated with the development and further reports will be presented to Cabinet and Radcliffe Cabinet Committee with full financial implications once the outcome of both bids is known.

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Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
SRF	Radcliffe Strategic Regeneration Framework

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