

# REPORT FOR DECISION



<b>DECISION OF:</b>	<b>The Cabinet</b>
<b>DATE:</b>	<b>2 September 2020</b>
<b>SUBJECT:</b>	<b>Radcliffe Strategic Regeneration Framework</b>
<b>REPORT FROM:</b>	<b>The Leader of the Council and Cabinet Member for Finance and Growth</b>
<b>CONTACT OFFICER:</b>	<b>Paul Lakin, Director of Economic Regeneration and Capital Growth</b>
<b>TYPE OF DECISION:</b>	<b>Cabinet Key decision</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This paper is within the public domain.
<b>SUMMARY:</b>	<p>The Council commissioned Deloitte to undertake a Strategic Regeneration Framework (SRF) for Radcliffe in February 2020. They produced an initial draft SRF that was consulted on for six-weeks.</p> <p>The draft SRF has been revised and the Cabinet is now recommended to note the findings of the consultation and approve the revised SRF as the Council's policy for the future regeneration of Radcliffe and as a material consideration in the determination of planning applications.</p> <p>The report also sets out the intended next steps in securing the delivery of proposals in the SRF. In particular, the report seeks Member approval for the proposed governance arrangements to overseeing its delivery.</p>
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<p><b>Option 1 (recommended option)</b></p> <p>Cabinet is recommended to:</p> <ol style="list-style-type: none"> <li>1. Consider the key themes raised in response to consultation on the draft Radcliffe SRF and the post consultation amends, and</li> <li>2. Approve the revised SRF document as the Councils policy document for the future of the town and as a material planning consideration.</li> <li>3. Agree to extend the contract with Deloittes as specified in paragraph 5.2 to provide a dedicated Programme Management Office which will have</li> </ol>

	<p>the role of developing business cases and creating an investment fund proposition.</p> <ol style="list-style-type: none"> <li>4. Approve the arrangements for implementation of the SRF, including governance, as set out in section 5 of this report.</li> <li>5. Approve the use of Corporate Reserves to fund the proposals</li> </ol> <p><b>Option 2</b></p> <p>That Members identify further amendments to the revised SRF as part of the approval.</p>
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	<p>Do the proposals accord with the Policy Framework?</p> <p>Yes</p>
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	<p>The cost of the proposal is £0.114m and will be met from Corporate Reserves. The long term costs of a Programme Management Office have been captured in restructure proposals for the Business, Growth and Investment Directorate that have previously been agreed.</p> <p>The longer term financial implications arising from the production of the detailed works/business cases, will be subject to further reports and approval by Cabinet. The development of a funding strategy/investment fund will be critical in understanding the financing of any proposals and will be a key deliverable of the work being commissioned.</p>
<b>Equality/Diversity implications:</b>	<p>Radcliffe suffers from higher levels of deprivation and poverty than other townships within the Borough. The ongoing commitment to regeneration in Radcliffe is intended to improve the economic performance of the town and to positively address key deprivation indicators.</p> <p>An initial screening has been undertaken (see attached assessment) and as there were no negative impacts identified for affected groups, there is no requirement to proceed to a Full Impact Assessment.</p>

<b>Considered by Monitoring Officer:</b>	Please see advice in Governance Section
<b>Wards Affected:</b>	All Radcliffe wards
<b>Scrutiny Interest:</b>	Overview and Scrutiny

## **1. BACKGROUND**

- 1.1 The continued regeneration of Radcliffe remains a key priority for the Council and, to support this, the Council appointed Deloitte LLP in February 2020 to prepare a Strategic Regeneration Framework (SRF) for Radcliffe. The aim was to set out a comprehensive plan to direct the future growth and development of the town in a coherent and joined-up manner.
- 1.2 Early and extensive engagement with key Radcliffe stakeholders underpinned the preparation of the draft SRF and in June 2020 Cabinet Members approved a draft of the document for consultation purposes. This was followed by a six-week period of public consultation between 22nd June to 3rd August 2020 to seek the views and inputs from the wider public, key stakeholders and partners.
- 1.3 This report sets out the methods used in consulting on the draft SRF and highlights the key themes of comments raised in response. It also sets out the main areas where the document has been amended since the consultation draft.
- 1.4 The report then sets out an overview of the SRF including its key proposals and then considers the next steps for the SRF, particularly in terms of taking forward specific projects identified in the SRF and the resources and governance arrangements required to deliver them.

## **2. CONSULTATION ON THE DRAFT SRF**

- 2.1 The draft Radcliffe SRF was approved for public consultation by Cabinet on 10 June 2020 and this subsequently took place over a six-week period from 22nd June to 3rd August 2020.
- 2.2 Due to COVID-19 restrictions, it was not possible to use some of the more traditional methods of consultation i.e. face-to-face meetings or drop-in sessions. Consequently, a number of different approaches were introduced to raise the profile of the consultation process and to maximise engagement with local residents and stakeholders.
- 2.3 Feedback was encouraged via an online questionnaire, by post or email and a dedicated phone line and email address was established to enable people to find out more information or to request hard copies of documents. The consultation process included:

- A specific Radcliffe SRF consultation page on the Council's web site which included full and summary versions of the draft SRF, Frequently Asked Questions and stakeholder questionnaire.
- A summary leaflet was sent directly to households in all three Radcliffe Wards.
- Unstaffed promotional exhibition panels were installed at Asda, Lidl, Dunelm, Market Chambers, Radcliffe Market and the Primary Care Centre.
- Press releases and press features.
- Targeted social media adverts on Facebook and Instagram running throughout the consultation period.
- Distribution of social media asset and SRF leaflet to community and business contacts/stakeholders.
- Presentations to various groups including the Radcliffe Regeneration Task Group and Radcliffe Ward Members/Bury South MP.
- A public Webinar was held as an alternative to face-to-face drop in sessions. 196 participants viewed the event which featured presentation and Q & A panel session. The recorded session, along with the question and answers from the event, was uploaded to the SRF webpages.

### **3. CONSULTATION RESPONSES – KEY THEMES**

- 3.1 A summary of the Radcliffe SRF Consultation Responses is attached at Appendix 1.
- 3.2 Despite the Covid-19 restrictions the consultation programme generated a good level of response in comparison to similar consultation exercises:
- The online consultation page had almost 2000 visits and 323 questionnaires were completed which generated some 1400 comments.
  - 28 responses were received via email, postal or telephone and the Council will respond to these to inform how the SRF has changed as a result of the feedback received.
  - 13 Key stakeholder submissions were received e.g. TfGM, Environment Agency, Historic England
  - 196 participants attended the online webinar event, where 86 questions were received. A selection of key queries were answered by the SRF Panel as part of the webinar, and remaining were covered in the FAQ online information supporting the webinar video.
- 3.3 As set out at Appendix 1, the responses that were received generally supported the SRF objectives and proposals including:
- The introduction of a new public services hub in the centre of the town;
  - New workspaces in the centre;
  - New secondary school in the town;
  - New leisure facilities;

- The creation of an improved housing offer, particularly for younger households;
- Opening up access to/making greater use of the river;
- The redevelopment of brownfield sites in the town

#### 3.4 The areas of concern related to:

- The need for a more focussed vision;
- Perceptions of lack of delivery of previous proposals means many people expressed the view that they did not believe these proposals would be implemented;
- The need for increased emphasis on active travel and sustainability plus design and heritage in the objectives;
- Need for inclusion of the objective of a new secondary school within the strategic priorities;
- The impact of the proposals on the highway network in and around the town;
- The provision of additional car parking on the site of the ASDA car park in the form of a second deck of parking;
- The provision of additional housing and parking in the form of a second deck at the site of the Medical Centre car park (East and West);
- Proposed relocation of the Royal Mail sorting office from Dale Street; and
- Proposed creation of live work units at the Blackburn Street gateway site;

## 4. POST-CONSULTATION AMENDMENTS TO THE SRF

4.1 Following analysis and full consideration of all the responses received as part of the programme of consultation, it is proposed that a number of amendments are made to the draft SRF. The main proposed amendments are set out below:

- **Vision Statement** – amended to become more concise;
- **Strategic Objectives** – new and amended elements to reflect the responses received;
- **Secondary School** – added as a strategic priority;
- **Car Deck at Asda** – proposal removed from the proposals to reflect concerns that this could impact on the town centre as Pilkington Way was perceived to be too much of a barrier;
- **Medical Centre Car Park** – proposal removed due to concerns that the site offered limited development capacity and residential development would be too constrained;
- **Blackburn Street Gateway Site** – the proposed uses for the site have been widened to reflect different uses that could be accommodated on it;
- **Dale Street & Royal Mail Delivery Office** - A shift of focus is proposed, with the redevelopment of the delivery office now a longer term opportunity. Public realm enhancements are emphasised with clarification that no pedestrianisation is proposed.

- **Bus Station proposals** - Change of emphasis relating to the bus station proposals, to an enhancement of the current bus station and improved pedestrian links to the core of the town centre
- **Design Guidelines** - the amended SRF includes a set of high level design principles covering key aspects raised via the consultation process.
- **Transportation and Parking Strategy** - The consultation generated numerous comments and concerns regarding the potential impact of the proposed interventions and developments upon the existing transportation network, e.g. the potential for increased levels of traffic and overall congestion across Radcliffe. Whilst detailed planning applications will be required to be accompanied with Transport Assessments, the SRF identifies the need for a transportation and parking strategy, which will need to form part of a wider transportation strategy for the Borough.

4.2 The revised SRF can be viewed at Appendix 2.

## **5. DELIVERY OF THE SRF**

5.1 The Council will move to implement the SRF as a matter of priority.

### **Programme Management Office (PMO)**

5.2 To build momentum the original contract with Deloitte is proposed to be extended to create a strong programme management office (PMO). The PMO will be fundamental to the delivery of the programme as a whole. This will become the "engine room" for the programme and will:-

- develop an overarching programme for action;
- ensure the governance and engagement strategy for the SRF is assisted by reliable, timely and consistent information; and
- ensure that risks and problems are effectively managed.

5.3 It will be the role of the PMO to ensure the effective operation of the new governance arrangements set out in paragraphs 5.11 to 5.18 below.

5.4 The PMO will also be responsible for setting up and overseeing the various Project Teams that would be needed to deliver the key SRF proposals and other Radcliffe regeneration projects as they emerge.

5.5 The PMO will not be large full time resource but will need to have access to specialist skills within the Council and elsewhere to discharge these responsibilities effectively.

5.6 In this early period of implementation it is critical that the Head of the PMO has the capacity and skills to operate at the highest levels. The role report directly to the Chief Executive. The Head of the PMO will be a senior staff member from Deloitte.

5.7 Once the systems, plans and programme activity has been established the Council will provide the resources to support the PMO over the longer-term. The HRA panel has recently approved an Assistant Director (Delivery) role with a key responsibility for driving the Radcliffe SRF programme forward and a dedicated Radcliffe Project Manager who will take on the leadership of the PMO from Deloitte.

## The Five Priority Projects

5.8 The initial tasks of the Programme Management Office will be to commence detailed planning for five priority projects at the core of the implementation programme. These are:

- the creation of a new public services Hub building in the town centre,
- a parking strategy
- a whole town approach to housing
- development of the Market and the Market Chambers building
- the creation of a lifestyle/leisure facility.

In addition to these five major projects there is a longer standing commitment to a new secondary school, the decision on this is expected imminently from the Secretary of State. The PMO will be in a position to provide additional support towards implementing this project.

### Funding

5.9. An early task in the implementation process will be to translate the five priority projects listed in 5.8 above into a fully evaluated programme in terms of practicability, benefits and costs and outline delivery arrangements. This work will inform a more detailed funding strategy that will set out the way in which each proposal can be funded. This will involve funding from the Council, external agencies, the private sector and other grant funding that may be available. This will need to be presented to Cabinet prior to any schemes starting and will also need to be reflected in the Council capital programme at an appropriate time in the future. It is anticipated that this work will outline a business case for a local investment platform to underpin the interventions at the core of the SRF. The investment platform will become part of the Council's capital budget and governance arrangements.

5.10. There will also need to be significant private sector investment and the SRF will help to create the confidence in the town to entice investment from existing and new businesses.

### Governance

5.11 It is important that there are clear roles and responsibilities for oversight and delivery of the Radcliffe SRF. To achieve this, it is proposed that a new structure for governance is put in place, with each tier in the hierarchy having clear terms of reference and division of responsibilities to enable the delivery of the SRF and other regeneration initiatives that may emerge over time.

#### 5.12 **Radcliffe Regeneration Delivery Board (RRDB).**

The key function of this Board will be to provide the strategic direction of the regeneration programme in Radcliffe to deliver the key aims set out in the SRF. This Board will be responsible for oversight of a significant amount of public funding. As such, members of the Board should fulfil their role as public-private partnerships whilst ensuring robust stewardship of public resources.

- 5.13 The Board will include a range of organisations from the public and private sectors that are in a position to contribute through partnership working to improving the quality of life of the residents of Radcliffe. In addition the Board should also include key strategic partners who have a direct responsibility for delivering the SRF, these could include TfGM, the GMCA, Homes England and key landowners.
- 5.14 Decisions on Council spending and contracts will be taken at Cabinet or by officers under delegated power where appropriate.
- 5.15 The RRDB will have a document, published on the Council's website, which clearly sets out the roles and responsibilities and the governance and decision making processes for the RRB including:
- Remit of the Board including terms of reference
  - Board membership and roles
  - Chair/vice-chair term and responsibilities
  - Board structure including sub-committees and reporting arrangements
  - Accountable body arrangements
- 5.16 **Radcliffe Cabinet Committee (RCC) –**
- The purpose of this proposed Committee is to provide executive political leadership for the delivery of the SRF. It also will provide a forum for cross-party engagement. The RCC will comprise the Leader with two Cabinet Members with voting rights plus four Ward Councillors two (Labour and one each from Conservative and Radcliffe First). It is also proposed to invite the MP for Bury South to join the Committee. It would meet every two months and enable Cabinet to monitor progress in delivering the SRF and make recommendations to Cabinet in relation to investment decisions, acquisitions and an advisory role on public services integration.
- 5.17 **Radcliffe Regeneration Task Group (RRTG).**
- This is an existing stakeholder forum that includes all Radcliffe Ward Members, key representatives from the Radcliffe business and community groups. It is chaired by local Ward Members and it is proposed that this group continues to act both as a sounding board to help shape the delivery of the key SRF proposals and to engage local community groups, retailers and local public services managers. To reflect this role this group will be renamed the Radcliffe SRF Advisory Group.
- 5.18 The Council will develop the terms of reference and proposed membership of these bodies. The details of these proposals will be brought to Cabinet at its next meeting.
- 5.19 **Internal Coordination.**
- 5.20 The Chief Executive and Radcliffe Regeneration Project Manager will ensure that existing Council officer's with the appropriate skills are utilised to support the SRF delivery.
- 5.21 There will also be wider corporate strategies in place or will emerge over time and these will also be factored into the delivery of the SRF.

## **6. TIMESCALES**

- 6.1 The SRF sets out a road to delivery including a priority list of projects designed to advance the key elements of the SRF. These priority projects will form the core of the Delivery Programme which is to be developed by the Radcliffe Regeneration Delivery Group following approval of the SRF and as indicated in Section 5 (Governance) above.

## **7. APPENDICIES**

Attached to this report are a number of appendices.

Appendix 1: Responses to the consultation

Appendix 2: Updated (post consultation) copy of the Radcliffe SRF

Appendix 3: Procurement of Programme Management Office support (restricted)

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