

HIGH PEAK BOROUGH COUNCIL

Economy and Growth Select Committee

21 November 2019

TITLE:	Progress Report on One Public Estate programmes and other grant aided programmes in Glossopdale
EXECUTIVE COUNCILLOR:	Councillor Greenhalgh - Executive Councillor for Regeneration, Tourism and Leisure
CONTACT OFFICER:	Joanna Bagnall, Sarah Porru – Head of Regeneration
WARDS INVOLVED:	Dinting; Gamesley; Hadfield North,; Hadfield South; Howard Town; Tintwistle

Appendix Attached – Map of A57 strategic corridor and Glossop Gateway

1. Reason for the Report

- 1.1 To provide a progress report on One Public Estate and other grant aided initiatives in Glossopdale.

2. Recommendation

- 2.1 That the Committee notes progress on the initiatives set out in the report and notes that further reports will be submitted when results of the studies are available.

3. Executive Summary

- 3.1 The report provides an update on progress made with the delivery of three grant aided programmes of work impacting on Glossopdale this financial year. The programmes are:

- One Public Estate - place based delivery plan for Glossop and Gamesley.
- One Public Estate - High Peak depots review.
- Business Rates Retention programme – A57 Glossop Gateway masterplan and Local Impact Report for the trans-pennine upgrade programme.

- 3.2 The report sets out detail of each of these programmes along with timescales and next steps. The One Public Estate studies will explore the feasibility of, and opportunities for, co-location of public services such as depot operations, blue light services and health and social care facilities. The aims of co-location are to improve the delivery of services to residents; enable investment in existing buildings to reduce running costs and to release any surplus assets to deliver new homes. The Business Rates Retention programme study will focus on predicted impacts that the proposed trans-pennine upgrade programme may have on Glossopdale and will provide the Council with a Masterplan for the A57 and Gateway to Glossop to help frame a response.
- 3.3 The report considers the cumulative impact of proposals likely to arise from the three programmes of work, alongside the planned growth on the A57 corridor as set out in the Local Plan and the link roads roads forming part of the trans-pennine upgrade scheme. It is noted that development activities taken together are expected to make the A57 and Gateway to Glossop a highly strategic economic corridor for the Borough and discusses the role of the commissioned Glossop Gateway Masterplan in guiding development in order to maximise available benefits.
- 3.4 Links to relevant wider initiatives are also described, including the Council's work on the declaration of air quality management areas and cross boundary issues with Greater Manchester, specifically the proposed Greater Manchester Clean Air Plan, proposals on public transport in the Greater Manchester Spatial Framework (January 2019) and the Transport for Greater Manchester consultation on a proposed bus franchising scheme: Doing Buses Differently.
- 3.5 The report details how the Masterplan report will be used to illustrate measures to address the impacts of any increase in traffic through Glossop and Hadfield town centres from new road infrastructure. This is expected to include proposals on making it easier for people to complete local journeys by walking, cycling or use of public transport and the delivery of improvements to Green Infrastructure.

4. How this report links to Corporate Priorities

- 4.1 The projects described have the potential to help deliver all four aims of the Corporate Plan:
- Supporting our communities to create a healthier, safer, cleaner High Peak.
 - A responsive, smart, financially resilient and forward-thinking council.
 - Protect and create jobs by supporting economic growth, development and regeneration.
 - Protect and improve the environment including responding to the climate emergency.

5. **Alternative Options**

- 5.1 This report provides a progress update to note. Options emerging from the programmes of work described may be the subject of future reports.

Dai Lerner
Executive Director (Place)

Web Links and Background Papers

INSERT NAME OF ANY PAPERS AND WEB LINKS

Contact details

Joanna Bagnall, Sarah Porru
Head of Regeneration
joanna.bagnall@highpeak.gov.uk,
sarah.porru@highpeak.gov.uk

6. **Detail**

- 6.1 The Council has received funding to support three major programmes of work relating to Glossopdale, (although one is Borough-wide) with work on all three projects being undertaken this financial year, and extending into 2020/21. The three projects are complementary and represent a significant investment in opportunities for Glossop town centre and the wider sub-area.

- 6.2 The three programmes are as follows:

- One Public Estate (OPE) programme (Glossop and Gamesley): A feasibility study to explore co-location opportunities across the public sector in Glossop and Gamesley, including the Police, Fire and Ambulance services; NHS Tameside and Glossop Clinical Commissioning Group (CCG); and County Council social care and health services.
- One Public Estate programme (High Peak depot review): A feasibility study to explore opportunities for co-location and integration of the Borough and County Councils' depot sites and services in High Peak, including services currently managed out of Glossop depots at Surrey Street, Pike's Lane and Melandra Road.
- Business Rates Retention programme (Glossop Gateway Masterplan): An assessment of the likely effects of the Trans-Pennine roads scheme upgrade proposals on Glossopdale, and in particular on the A57 economic corridor and Glossop and Hadfield town centres, in order to help frame the Council's response to both the growth opportunities presented by delivery of new local road infrastructure, and any local quality of life, health and well-being and environmental issues that increased traffic may give rise to.

- 6.3 Further detail of each of these grant funded programmes is provided below, along with an update of project progress, timescales and next steps.

OPE Glossop and Gamesley

- 6.4 The government launched the OPE (One Public Estate) programme as a pilot in 2013. The programme is run jointly by the Cabinet Office and LGA (Local Government Association). It aims to bring together all public sector bodies within a locality. The partnership of bodies is able to pool data on their combined assets; develop plans to co-locate and integrate service delivery where this can bring benefits; and to release any resulting surplus land and buildings for other uses.
- 6.5 High Peak Borough Council has been awarded a grant offer of £100,000 from the OPE Programme to support a project within Glossop and Gamesley. The overall aim of the project is for public sector partners to work together to commission a feasibility study and business case to support the following objectives:
1. A more “fit for purpose” public estate.
 2. Benefits of improved service delivery through co-location and integration.
 3. Easier access to a range of public services by consolidation into a town centre location.
 4. Improved community facilities and customer experience of public services through creation of a single point “hub”.
 5. Financial savings through capital receipts from the sale of surplus assets and reduced property running costs.
 6. Release of land for new homes.
- 6.6 Partner organisations who have agreed in principle to work in partnership to achieve the above objectives are listed below. Whilst no agreements have yet been signed, the following organisations have committed to forming a Project Control Board as a first step:
- High Peak Borough Council
 - Derbyshire County Council
 - NHS Tameside and Glossop Clinical Commissioning Group
 - Derbyshire Police and Fire Services
 - North West Ambulance Service NHS Trust
- 6.7 The first meeting of the Project Control Board will be on Monday 25th November 2019. At this meeting, Board Members will be asked to consider three main issues:
1. The draft Memorandum of Understanding between partners, including a list of assets to be included within the scope of works.
 2. The terms of the grant agreement proposed between OPE North Midlands Partnership (acting by Derbyshire County Council) and High Peak Borough Council, including terms of the re-payable element of grant funding and a proposed grant repayment plan.
 3. Draft consultants brief.
- 6.8 Each of these is considered in more detail below.

MoU

- 6.9 A draft Memorandum of Understanding (MoU) relating to the OPE programme (Glossop and Gamesley) has been drawn up to govern the principles of collaboration and to set out the parties' commitments. One of the key elements of the MoU will be to record agreement on the property and land within Glossop and Gamesley that is to be included in the project.
- 6.10 Assets for inclusion within the scope of the OPE programme are currently being considered by each partner organisation.

Grant agreement

- 6.11 The total sum payable to High Peak Borough Council under the proposed grant agreement is £100,000. Further funds may be available subject to evidence that additional funding would accelerate and support delivery.
- 6.12 The grant is to be split into parts: standard grant funding of £20,000 (non-repayable) and sustainable ("recyclable") grant funding of £80,000 which is to be returned to the national OPE programme for re-investment in new OPE projects. It is intended that the sustainable element of grant funding will be paid back from the financial benefits realised.
- 6.13 Under the terms of the proposed grant agreement, the repayable grant is due to be paid back by North Midlands OPE programme to Cabinet Office by no later than the 30th April 2022. A repayment plan will need to be agreed between all partners in the project in order to ensure that the liability for grant repayment does not fall to the Borough Council alone.
- 6.14 It is proposed that all five Parties to the MoU (including the Borough Council) agree to return £8,000 each in both April 2021 and April 2022. This means that all Parties make a fixed contribution of £16,000 over two years in lieu of their expected long term financial gain from sale of assets or reduced property running costs. This approach has the benefit of certainty to all Parties at the outset - with respect to their total financial liabilities and when the monies would be payable.

Consultants brief

- 6.15 Subject to agreement by all Parties, consultants will be commissioned to manage the OPE programme in Glossop and Gamesley on behalf of the partners. The work is expected to include the preparation of a feasibility study followed by identification of a viable programme of development schemes supported by a detailed business case.
- 6.16 Subject to agreement of all partners, the feasibility study will include the following scope of works:
- Engagement with parties to understand the requirements of each partner.
 - Review of sites to inform which assets might be shared / released, including identification of associated costs and savings to each partner.

- Proposal of options for delivery of a public sector hub in Glossop town centre for co-location of health, social care and other community services.
- Proposal of options for delivery of a “blue light” hub in Glossop town centre for co-location of fire, police and ambulance services.
- Proposal of options for the regeneration of Glossop Town Hall, Market Hall and Municipal Buildings.
- Proposal of options for the co-location of Glossop leisure facilities.
- Consideration of the Borough Council’s wider housing delivery strategy in Glossopdale and identification of opportunities to contribute to the strategy.
- Preparation of a disposal strategy for surplus sites.
- Preparation of masterplans for key sites, in line with the requirements of the High Peak Local Plan.
- Public consultation and market engagement.

6.17 The draft options will be subject to a viability assessment and consultants will be expected to recommend a preferred option, accompanied by a full financial appraisal. A delivery strategy for the scheme(s), including potential sources of public and private sector investment will also be required.

Next steps

6.18 The project is expected to be undertaken over a period of eighteen months, with the study report to be expected in summer 2021. Subsequent delivery of the recommended programme of schemes will naturally take place over a longer time-frame.

6.19 Project partners will come together for the first meeting of the Project Control Board on Monday 25th November. Subject to agreement of the MoU, including inclusion of sites and the sustainable grant repayment plan, the first step will be to appoint suitably qualified and experienced consultants.

6.20 A further report will be brought to a future meeting of the Committee to provide an update on project progress.

OPE Depot review

6.21 The Borough Council has been awarded grant funding of £30,000 under the OPE programme in order to review depot functions across the borough. Working in partnership with Derbyshire County Council, consultants BNP Paribas have been appointed to consider opportunities for co-location and integration of the two authorities’ depot sites and services in High Peak, including highways, street cleaning, vehicle maintenance, grounds maintenance and waste management and storage.

6.22 BNP Paribas was appointed in June 2019. The consultants have been asked to make recommendations on opportunities to:

- Re-configure depot sites to increase the efficiency of space utilisation.
- Combine uses or services on depot sites to improve efficiency through economies of scale, for example through shared mess or storage facilities.

- Enable release of surplus sites for regeneration.
 - Enable financial benefits through generating capital receipts and/or reduced running costs.
- 6.23 In September BNP Paribas shared some initial draft options for the consolidation and rationalisation of the borough's nineteen depot sites. The initial project findings, with particular regard to Glossopdale, are considered below.
- 6.24 There are three small depot sites in Glossopdale: at Glossop Cemetery, Howard Park and Manor Park. The depots are used mainly for storage and staff welfare. It is proposed that these "minor" sites, together with other minor sites at Whaley Bridge and Buxton, are retained and the existing operational use is maintained.
- 6.25 For the remaining depot estate, three core options were agreed for further consideration:
- A. Delivery of short-term opportunities for operational consolidation with release of surplus land for development.
 - B. Proposals for long-term co-location of all Borough and County Council depot services onto a single site ("super-depot" option).
 - C. Proposals for long-term co-location of Borough and County Council depot services onto a principal site; whilst retaining a key base for joint operational services at a satellite location elsewhere in the borough ("dual site" option).
- 6.26 Option A presents two opportunities for Glossop that may be realised in the short term. Derbyshire County Council has a depot for their landscape team at Pike's Lane that may offer an opportunity for a small scale residential development. In addition part of the Borough Council's waste team operate from the Surrey Street depot where there is also parking for some of the refuse fleet, "wash-off" facilities for vehicles and diesel storage. This site may also offer an opportunity for a small residential scheme. BNP Paribas is examining options for re-providing the existing landscape and waste service operations from these two sites at other suitable depot locations.
- 6.27 A further opportunity is available in Buxton from relocation of the bin store at Market Street to enable release of this Council owned housing allocation in the Local Plan.
- 6.28 Option B is a long term option to identify a site in the borough for a "super depot", co-locating Borough and County Council services on a single site. Possible suitable locations for this are either at land off Waterswallows Road in Buxton, adjacent to the existing Waterswallows depot and household waste recycling centre; or at land off Graphite Way, Rossington Park, Hadfield. Should a future super depot be delivered in Buxton, facilities for the public to bring household waste for tipping or recycling should be retained in Glossop, with potential improvements made to the existing household waste recycling centre at Melandra Road.

- 6.29 Option C considers the issues around moving to dual site operation in the long term. This option explores bringing both Councils' services together at a principal site (most likely at land off Waterswallows Road), whilst investing at the household waste recycling centre at Melandra Road to form a satellite site in Glossop.

Next steps

- 6.30 A draft depot sites strategy was received in the first week of November and is being reviewed by project partners. A verbal update can be provided at the meeting.
- 6.31 The next steps will be to test the viability and deliverability of options through the business case process. Financial modelling with funding and delivery options will be presented by the consultants. A final report and business case for the Council to consider is expected at the end of the year.

Business Rates Retention Programme: Masterplan for the Glossop Gateway

- 6.32 Derbyshire County Council has agreed to set aside approximately £8.6m (30% of the total business rate pool) to support a programme of grant schemes enabling economic growth across the County. The schemes seek to support projects on an "invest to generate" basis, with targeted investment aimed at securing an increase in future business rates received.
- 6.33 Under this Business Rate Retention Programme, Derbyshire County Council has offered the Borough Council a grant of £40,000 to support a study focussing on the A57 gateway to Glossop in the light of potential implications for Glossopdale from Highways England proposed trans-pennine upgrade programme.
- 6.34 The trans-pennine upgrade programme aims to reduce journey times between Manchester and Sheffield, improving connectivity between the two cities. The programme includes proposals for two new roads to the north of Glossop: the Mottram Moor and the A57(T) to A57 link roads.
- 6.35 Highways England is required to make an application for a Development Consent Order in order to obtain planning permission to construct the roads. This application will be made to the Planning Inspectorate who will examine the application in public hearings and then make a recommendation to the Secretary of State for Transport, who will decide whether or not the project will go ahead. As part of the examination process, relevant local authorities will be invited to submit Local Impact Reports. The purpose of these reports is to enable a local authority to give details of the likely impact of the proposed development on the authority's area.
- 6.36 The Borough Council has invited tenders from consultants to prepare a Local Impact Report for the new road schemes on the Council's behalf. Evidence to date suggests that delivery of the link roads will have both positive and negative impacts on aspects of Glossopdale, including on journey times through Glossop town centre, journey times to the M67 motorway, quality of

life for residents living along the A57, and economic development along the A57 strategic economic corridor.

- 6.37 As a consequence, in addition to the preparation of the Local Impact Report, the consultants have been asked to prepare a Masterplan for the A57 corridor and Gateway to Glossop in order to help support the Council's response to the Impact Report's findings. The aim of the Masterplan will be to ensure that the Council is positioned to respond rapidly and effectively to new growth opportunities - as well as to any local quality of life, health and well-being and environmental issues – that arise from additional traffic using the new roads.
- 6.38 The Masterplan will be used to help identify opportunities for landscape / townscape improvements that enhance the appearance of the Glossop Gateway. This will include identifying a role for specific "opportunity sites" such as the former Spread Eagle Pub (later known as the Riverside Inn) at Woolley Bridge. The Masterplan will also consider how Green Infrastructure can be used to help deliver additional connectivity and form part of Air Quality Management Area Action Plans to improve air quality in the area.
- 6.39 Overall, an implementation plan for the Masterplan will need to demonstrate how its proposals can help to promote an increase in business rate receipts. The Master Plan is expected to help the Council support and promote opportunities to encourage business growth and inward investment, via enhancing the role of the A57 as a strategic economic corridor.

Next steps

- 6.40 The commission was advertised between 1st October and 30th October 2019. A verbal update can be provided at the meeting.
- 6.41 Highways England has slippage in the timetable for submission of the Development Consent Order to the Planning Inspectorate – this is now expected in Summer 2020, but is still subject to change. On current timetable expectations, Highways England's Environmental Statement with traffic modelling, air quality and noise monitoring data is expected in November 2019 and the Local Impact Report would need to be submitted around Autumn 2020. Work on the Masterplan will commence in advance of this.

Relationship between projects and other relevant initiatives

- 6.42 The A57 corridor is expected to be a key location for development and change in Glossopdale in the short and medium term.
- 6.43 The Local Plan identifies the corridor as a focus for delivery of both new homes and employment growth. Housing site allocations are identified at Dinting Road (G19), Dinting Lane (G20), the former railway museum (G23) and Adderley Place (G32). These sites together could see the delivery of around 330 new homes over the next ten to fifteen years. In addition, the One Public Estate work is expected to release a number of sites for small residential developments across Glossop town centre and the wider A57 corridor.

- 6.44 The delivery of new homes should be supported by growth in employment opportunities, with a Local Plan employment site allocation of 2.5 hectares at land off Wren Nest Road expected to deliver new employment space. The A57 is also the location of Glossopdale's current principal employment corridor, supporting a cluster of Primary Employment Zones along its length including: Surrey Street, Logwood Mill, Dinting Lane Industrial Estate, Dinting Lodge, Dinting Vale Industrial Estate, Brookfield Industrial Estate, Woolley Bridge Road, Waterside and Etherow Industrial Park (Graphite Way). The proposed trans-pennine upgrade programme should deliver improved connectivity for businesses along the A57 corridor, enabling reduced journey times to the M67 motorway.
- 6.45 The Local Impact Report being prepared as the Council's submission to the examination of the trans-pennine upgrade proposals is required to identify the likely impacts of delivery of the road schemes on local environmental quality, quality of life issues and socio-economic and community matters. Whilst many benefits to the Borough are expected from both the proposed new road schemes and planned growth, additional traffic through Glossop town centre and associated potential impacts on air quality are also likely.
- 6.46 The Council has declared an Air Quality Management Area (AQMA) on the A628 Woodhead Road in Tintwistle and is considering a second AQMA for Glossop town centre. Following the declaration of an AQMA, a local authority is required to develop an Air Quality Action Plan (AQAP) setting out the measures to be put in place in order to improve local air quality. The Council's AQAP will include measures making it easier for people to make short journeys by walking, cycling or public transport.
- 6.47 The AQAP is expected to consider opportunities for supporting a joined up strategy with Greater Manchester. The proposed Greater Manchester Clean Air Plan seeks to tackle nitrogen dioxide exceedances at the roadside and will be proposing to adopt many of the same measures as set out in the Council's Action Plan.
- 6.48 Further cross boundary issues of relevance are highlighted in the Greater Manchester Spatial Framework (January 2019). This includes consideration of the role of the proposed Mottram Moor and A57(T) to A57 Link Roads scheme in growth across Greater Manchester and sets out a range of transport link improvements, including a potential new train station at Gamesley.
- 6.49 In a related measure, Transport for Greater Manchester has a consultation running between 14th October 2019 and 8th January 2020 on a proposed bus franchising scheme: Doing Buses Differently. The scheme proposes to resolve some of the issues relating to falling bus use and the current system whereby individual bus companies decide their own routes. A proposed new franchising scheme for the whole of Greater Manchester would mean that bus services would be under Greater Manchester's control and the authority would decide which services would be provided. GMCA would set the routes, timetables, tickets and standards, while the bus operators would run the

services. This is expected to allow buses to work better with the rest of the public transport network.

Role of the Masterplan

- 6.50 Links to Greater Manchester, alongside existing and planned development, make the A57 and Gateway to Glossop a highly strategic economic corridor for the Borough.
- 6.51 It is proposed that the commissioned masterplan for the Glossop A57 corridor and Gateway will assist in drawing together the outputs from the range of studies, initiatives and growth opportunities set out above, providing spatial representation of proposals and helping to reinforce anticipated positive impacts whilst offering mitigation measures for potential negative effects. The masterplan will help the Council to:
- support business growth and inward investment along the A57 corridor, enhancing the role of the A57 as a strategic economic corridor.
 - respond to local quality of life, health and well-being and environmental issues arising from the trans-pennine upgrade programme.
 - support local environmental improvements at the Gateway to Glossop including offering a role for key sites such as the Riverside Inn at Woolley Bridge.
 - guide balanced and sustainable development along the A57 corridor, including by ensuring that new development is framed by high quality green and active travel infrastructure.
 - undertake joint working with neighbouring authorities on cross boundary issues including provision of Green Infrastructure, public transport and air quality management.