

Calderdale MBC

Wards Affected **Brighouse, Rastrick, Hipperholme
& Lightcliffe and Todmorden**

Cabinet **28 March 2022**



Brighouse and Todmorden Town Deals Initiatives

Report of the Director for Regeneration & Strategy

1. Purpose of Report

- 1.1 Cabinet endorsement is sought to formally accept the Brighouse and Todmorden Town Deal grant awards, acting as Accountable Body for the overall programmes.
- 1.2 This report also seeks approval from Cabinet for the delegation of approval of the business cases for both the Brighouse and Todmorden Town Deals schemes to the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.
- 1.3 Finally, this report seeks approval from Cabinet for the subsequent acceptance of scheme level approvals from the Department for Levelling Up, Housing & Communities (DLUHC) to be delegated to the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance. These approvals are expected in Autumn 2022.

2. Need for a decision

- 2.1 The Council is required to formally approve the acceptance of £19.1m grant funding from DLUHC for the Brighouse Town Deal programme and the £17.5m grant funding from DLUHC for the Todmorden Town Deal programme.
- 2.2 Given the challenging time periods set by DLUHC for the preparation and approval of all business cases and to avoid the risk of losing the grant awards if these Government deadlines are not met, an approval process that maximises the business case development time available is needed.
- 2.3 Consequently, approval is sought to delegate the approval of business cases when they are complete by the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.

- 2.4 In order to maximise the delivery time available to schemes (which must be complete by March 2026), approval is also sought to delegate the acceptance of scheme level approvals from DLUHC to the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.

3. Recommendation

- 3.1 That Cabinet agrees to formally accept the Town Deal grant award of £19.1m for the delivery of the Brighouse Town Deal programme and the Town Deal grant award of £17.5m for the delivery of the Todmorden Town Deal programme.
- 3.2 That Cabinet authorises the delegated approval of the Brighouse and Todmorden Town Deal business cases by the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.
- 3.3 That Cabinet authorise the delegated acceptance of scheme level approvals from DLUHC to the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.

4. Background

- 4.1 Strong and resilient towns is one of the Council's three corporate priorities, in support of the 2024 vision that Calderdale is a place where you can realise your potential whoever you are, and talent and enterprise can thrive. The work of all six towns boards is critical to achieving this priority, taking forward place based activity that also addresses the need to reduce inequalities and tackle the climate emergency.
- 4.2 In September 2019, the Government invited 100 places to develop proposals for a Town Deal, as part of the £3.6 billion Towns Fund. The Towns Fund is part of the Government's plan for levelling up the UK economy. Towns across England were invited to bid for funding to work with the Government to address growth constraints and to ensure there is a course of recovery from the impact of COVID-19. The overarching aims of the Towns Fund are to drive the sustainable economic regeneration of towns to deliver long term economic and productivity growth.
- 4.3 On 8 June 2021, the Department for Levelling Up, Housing & Communities (formerly the Ministry of Housing, Communities & Local Government), announced a Town Deal grant award of £19.1m for Brighouse. A Town Deal grant award of £17.5m was also formally announced by the Department for Levelling Up, Housing & Communities (DLUHC) on 15 July 2021 for Todmorden. This represents a significant scale of investment and an opportunity to take forward work in Brighouse and Todmorden that supports their regeneration and delivers improvements which create more resilient and thriving towns.
- 4.4 Following the grant award announcements, respective Heads of Terms (HoTs) were agreed by the Council and Brighouse and Todmorden Town Deals Board. These were returned to DLUHC on 29 June 2021 for the Brighouse programme and on 2 December 2021 for the Todmorden programme.
- 4.5 In line with the grant conditions attached to the HoTs agreements, within a 12 month period from the date on which the HoTs were returned to DLUHC, separate business cases for each scheme that falls within the respective Town Deals schemes must be prepared and approved by the Council.
- 4.6 Further work was subsequently required to reconcile the scope of the programmes with the funds that were offered. This was undertaken by the Town Boards, with dedicated additional Town Board meetings taking place throughout the summer, supported by Council officers. This allowed for the prioritisation of schemes within the available resources. DLUHC required documentation reflecting these revised programmes to be confirmed by both the Council's Section 151 Officer and Town Deal Board Chairs, and this was subsequently provided in early September 2021.
- 4.7 A simplified format of these submissions was subsequently requested by DLUHC and returned.
- 4.8 On 22 November 2021 for Brighouse, and 10 January 2022 for Todmorden, formal Grant Offer letters were received from DLUHC. In line with the grant offer letters, a 5% advance payment has also been paid to the Council to cover

the initial costs of developing the schemes that comprise the Town Deal programmes and importantly also the preparation of business cases for each of these schemes.

- 4.9 In parallel with the above activities, a tendering exercise has also been undertaken during December 2021 and January 2022 utilising the Regeneration and Strategy Directorate Framework to procure a consultant team who will assist the Council and Town Deal Board to develop the schemes and as part of this work, the HM Treasury Green Book compliant business cases required by government. The business cases will cover key project outcomes, future land management and value for money. This tendering exercise has now been completed and the external professional team appointed for Brighouse, and the specification for the Todmorden support is expected to be finalised by early March.
- 4.10 It should be noted that the Council has a key role receiving and accounting for the Town Deal funding allocations, acting as the Accountable Body. The Council is also involved in a wide variety of enabling works across the Town Deal programme, developing the detailed business cases, delivery arrangements, land use/ownership, monitoring, overall programme management and in several cases acting as the direct project lead.

5. Options considered

- 5.1 **Option 1: Cabinet approve the Brighouse and Todmorden Town Deal scheme business cases:** The conditions attached to the Heads of Terms for both Town Deal programmes that were agreed between the Council and DLUHC, as well as the conditions attached to the Grant Offer Letters for both programmes, specify end dates for when all scheme business cases must be agreed. In the case of Brighouse this end date is 30 June 2022 and in the case of Todmorden the end date is 5 August 2022.
- 5.2 The Council's constitution and the Assurance Frameworks that have been approved by the Brighouse and Todmorden Town Boards require formal approval of the business cases from the Council, acting in its role of Accountable Body.
- 5.3 This option would mean that the full business cases are submitted according to the Cabinet schedule of meetings, and with the appropriate forward plan lead in times for report approvals. This reduces both flexibility and the time available to utilise for business case development, which will be both challenging to meet, and risks the business cases being less well developed and therefore potentially rejected upon submission to DLUHC, putting the available funding in jeopardy, or resulting in schemes which are undeliverable.
- 5.4 **Option 2 (Preferred):** To meet the challenging deadlines for Council (Accountable Body) approval of the Brighouse and Todmorden Town Deal scheme business cases, while at the same time ensuring full alignment with the Council's legal framework, Cabinet endorsement is sought to agree to the delegated approval of business cases by the Director of Regeneration and

Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.

6. Financial implications

6.1 Scheme Funding:

6.2 A full breakdown of Brighouse Town Deal programme funding is noted in the table below:

Project	Towns Deal Funding	Summary
1. Brighouse Canalside and Thornton Square	£7.812M	Reconnect the Canalside to the Town Centre providing enhanced leisure opportunities and transform Thornton Square into a dramatic community and event space enabling its heritage and community value to be fully realised.
2. Brighouse Welcome	£0.618M	Improve the key thresholds into the Town Centre by rebalancing the urban realm and creating a modal shift to support inclusive, pedestrian priority environments, active travel and greening.
3. Brighouse Retail and Leisure Offer	£8.340M	Enhance Brighouse's retail and leisure offer by increasing pedestrianisation, urban greening and designing high-quality distinctive and separated spaces for vehicles, cyclists and pedestrians to increase dwell time and support a 24-hour economy and wider economic growth in the Town Centre.
4. Brighouse Market Revitalisation	£1.83M	Revitalise Brighouse market through the creation of new market site within the town centre whilst redeveloping the existing canal-side site into a distinctive mixed-use building incorporating commercial units on the ground floor with residential units on the upper floors. Both the new market site and the redeveloped canal-side site will provide an opportunity for start-up businesses and co-working.
5. Brighouse Industry 4.0 &	£0.5M	Enhance Brighouse's strong advanced manufacturing presence with a new Industry 4.0 Hub

Skills		increasing apprenticeships and encouraging local firms to innovate and advance skills in state-of-the-art manufacturing and engineering processes, building skilled labour to drive the region's innovative economy.
Total Programme Cost	£19.1M	

6.3 A full breakdown of Todmorden Town Deal programme funding is noted in the table below:

Project	Towns Deal Funding	Summary
1. Public Places in the Heart of Todmorden	£3.525m	A new flexible Bramsche Square will act as a vibrant meeting place and event space linking Todmorden Market, the Central Methodist Church and Grade I listed Town Hall. The project will reduce the level of car parking which currently detracts from the amazing heritage assets, providing a new public square and civic space. The outdoor market stalls will be replaced with modern retractable stalls, allowing the space to be used more flexibly, creating stronger visual links and improved movement through the heart of Todmorden.
2. Todmorden Town Hall	£1.208m	The project is to re-invent the 1875 built Grade I listed building and create an open and welcoming heritage asset to the community, support learning for all ages, building on the success of the heritage resource centre and volunteer-guided tours. It will be an improved, more accessible space for public events, community engagement, concerts, exhibitions, meetings, and celebrations.
3. Centre Vale Park and Fielden Hall	£1.138m	A comprehensive project to restore and intensify use of Centre Vale Park, including

		<p>the bandstand, pavilion, tennis courts and the town's principal green space. It will strengthen the parks role as a community hub and fulfil its potential for greater economic and social benefit as a centre for sport, recreation, outdoor events and celebrations. Calder Valley Land Trust will turn the adjoining Grade II listed Fielden Hall into an exemplar for heritage buildings with modern eco-performance standards, along with accommodation available for affordable rent.</p>
4. Hippodrome Theatre	£0.820m	<p>The Hippodrome Theatre will be redesigned and refurbished to create a multi-purpose, fully accessible space to complement the existing theatre, which will be used for teaching, rehearsal, production and performances. This space will be fit for the 21st century, leading to an improved arts, cultural and heritage offer that is more visible and accessible for residents and visitors.</p>
5. Enterprise in the Heart of Todmorden	£3.175m	<p>A new high quality three storey enterprise centre will bring business, the community, and visitors into the heart of Todmorden to create a focal point for economic activity. This will provide an ideal location to co-locate a variety of local business start-ups and those seeking to capitalise on changing working habits due to Covid-19. The hub will incorporate physical space to link up with the Active Todmorden project.</p>
6. Active Todmorden	£3.244m	<p>The project will provide an accessible, attractive, legible pedestrian environment in the town centre. This will enable all ages and abilities to walk or cycle for everyday journeys and make the natural assets of Todmorden more accessible to enable leisure use by residents and</p>

		tourist visitors.
7. Todmorden Learning Centre and Community Hub	£1.736m	The former college building will once again be a centre for education and skills development. The Todmorden Learning Centre & Community Hub will be a centre for climate change education, agroecology, sustainable living and natural building. The project will restore the sports hall and gym to allow functions, conferences and concerts. The funding will also lead to improvements of the building fabric, thermal efficiency and ventilation, reducing reliance on fossil fuels.
8. Riverside Outdoor Activity, Recreation and Sports Park	£0.730m	Riverside Outdoor Activity, Recreation and Sports Park will be a place for multi-sport and recreation outside of the town centre providing a sustainable alternative to Todmorden Sports Centre. Investment will be used to refurbish and modernise the pavilion building and provide upgraded sports facilities, so it is fit for purpose and enables the community to access recreational space all year round.
9. Murmuration Workshops	£0.698m	Murmuration Workshops will become a cultural hub which will give hands-on vocational training in the arts and give local creatives access to affordable space and high quality equipment and tools to grow their businesses. This will facilitate start-up creative businesses and co-working spaces, whilst boosting the number of visitors to Todmorden from outside of the area.
10. All Accessibility Cycle Centre	£0.351m	This project will provide a regional centre that offers people with additional mobility needs the chance to experience cycling in a safe, supported environment. The project will enable the provision of a hub to allow residents and visitors to access cycling and education

		opportunities, in addition to structured taught sessions for disabled people.
Programme Management	0.875m	
Total Programme Cost	£17.5M	

- 6.4 The Todmorden Town Deal programme funding will be classed as capital grant except for the £875k for programme funding which is revenue funding to support the greater number of community-led projects. The Brighouse Town Deal programme funding is all classed as capital funding, with programme management encompassed in the capital project funding.
- 6.5 As referred to in Section 4 above, Heads of Terms (HoTs) and Grant Offers for both the Brighouse and Todmorden Town Deal programmes have already been accepted both by the respective Town Deal Boards for those areas and by the Council (Accountable Body), including s151 Officer.
- 6.6 The HoTs and Grant Offer Letters contain funding conditions pertaining to both programmes and in the context of the approvals of all scheme business cases, these conditions require all business case approvals within a 12 month time frame from the date when the respective HoTs for each scheme were signed and returned to DLUHC. These dates and the timeframes for the approval of all scheme business cases are also set out in Section 4 of this report.
- 6.7 If the scheme business cases are not approved by the Accountable Body by the end dates specified in the conditions attached to the respective Heads of Terms and Grant Offer letters for both Town Deal schemes, then the funding awards will be lost.

7. Legal Implications

- 7.1 The delegated authority proposed in the recommendations section of this report (paragraph 3) is capable of being approved by Cabinet to allow for an efficient assessment of the processes required by the schemes. The provision of that delegated authority would not prevent any particular scheme or approval stage being remitted to Cabinet should it be considered necessary to do so.

8. Human Resources and Organisation Development Implications

- 8.1 The Accountable Body and overall project lead for both the Brighouse and Todmorden Town Deal programmes is Calderdale Council. Staff from within the Council's Major Projects Team will be responsible for co-ordinating delivery and day-to-day project management of both programmes. The Assistant Director Economy, Housing and Investment has overall responsibility for providing strategic guidance and direction to Council officers as well as to the Brighouse and Todmorden Town Deal Boards in recognition of the Council's role as the

Accountable Body. Internal resources at Calderdale Council will be supplemented as required through external appointments on specialist technical issues where necessary.

- 8.2 Staff costs and external team professional fees directly associated with delivery of the Brighouse and Todmorden Town Deal schemes are incorporated within the total scheme costs for both programmes.

9. Consultation and Engagement

- 9.1 The Brighouse and Todmorden Town Deal Boards in close liaison with Calderdale Council have undertaken extensive consultation and engagement as part of the development of both programmes.
- 9.2 **Brighouse:** Public consultation and stakeholder engagement has been core to the development of the Brighouse Town Deal programme. The preparation of the Brighouse Town Investment Plan (which formed the basis of the bid for Town Deal funding), began with the Brighouse Vision Masterplan commission in 2019. As the Brighouse Masterplan projects constitute the majority of schemes that will be funded by the Town Deals programme, all engagement that took place in the Masterplan development is pertinent to the Town Investment Plan. The Masterplan was informed by in depth engagement with a wide variety of stakeholders as well as a comprehensive programme of public consultations during summer 2020. This attracted substantial public interest and feedback which was evaluated and utilised to further develop and inform the Masterplan and subsequent Town Investment Plan schemes. Throughout the pandemic in 2020 and 2021, further stakeholder discussions took place on-line while a further short online public survey was also carried out in January 2021 utilising the Council's Calderdale Next Chapter web site. This feedback was also used to help further inform the development of the Brighouse Town Investment Plan submission.
- 9.3 A forward plan of engagement has been developed to ensure local views continue to be taken into account as the Brighouse Town Deal schemes are further developed. This has included the recent launch of the Brighouse Town Deal web site that among other aspects, encourages local people and businesses to get involved with the further shaping of the projects.
- 9.4 **Todmorden:** Todmorden's residential and business communities and its passionate third sector groups have been fundamental in coming forward with project proposals and ideas that will realise the vision and strategic objectives to create transformational change in the town. This unique consultation process resulted in over 40 potential community-led projects, demonstrating the level of community engagement and enterprising spirit. Additionally, a number of Citizens' Forums have now been held to directly engage with the community.
- 9.5 The Todmorden Town Deal Board have an established Communications sub-group that works closely with the Council, along with a dedicated website to keep stakeholders and residents informed and engaged. The Board are also in

the process of establishing a number of Citizens' Panels to feed into the various projects on the key cross cutting themes of Youth, Inclusion and Sustainability.

10. Environment, Health and Economic Implications

10.1 Economic implications:

10.2 Strong and resilient towns is one of the Council's three corporate priorities, and the resources outlined in this work will significantly contribute towards achieving that goal. Importantly, they also provide a basis for working differently with key stakeholders towards shared place-based goals. In doing so this reflects the overall Calderdale 2024 vision for distinctive places, underpinned by kindness, resilience and enterprise.

10.3 As well as supporting the re-vitalisation of Town Centre businesses by putting in place measures to encourage greater footfall and improve dwell times, the Brighouse Town Deal programme will build on Brighouse's reputation for enterprise. In this regard, Brighouse is a key manufacturing hub and the scheme will capitalise on advanced manufacturing opportunities and fostering improved links to supply chains and research institutions across the Leeds City region. In terms of addressing issues of inclusive growth, the Brighouse Town Deal scheme will also help provide greater access to skills and employment opportunities locally with a focus on the provision of apprenticeships and vocational learning for young people and creating employment opportunities which will also support inclusive Covid 19 recovery.

10.4 The Todmorden Town Deal programme is underpinned by Inclusive Growth, helping local people develop new skills and secure more and better quality jobs, leading to increased household incomes and a stronger economy from which everyone benefits. The programme aims for Todmorden to become a thriving market town, which capitalises on its unique landscape, environment and enterprising spirit to drive sustainable economic regeneration and deliver long term economic and productivity growth.

10.5 Environmental and Health implications:

10.6 Both Town Deal programmes will deliver a package of measures that will improve the sense of Place and reinvigorate the Town Centres as destinations offering a distinctive and inclusive range of leisure, retail and cultural experiences of independent shops, events and facilities for both the community and wider regional visitors. By transforming the Town Centres through a major programme of public realm improvements and the re-vitalisation of markets and enterprise space, the programme will also maximise opportunities for low carbon and active transport to contribute towards a Net Zero carbon future and improve links and connectivity between the Town Centres and green spaces to increase access to nature for local residents and visitors and improve health and well-being.

11. Equality and Diversity

- 11.1 An Equality Impact Assessment (EqIA) will be completed for both the Brighouse and Todmorden Town Deal schemes as part of the development of the scheme business cases. This will ensure that the schemes will continue to be measured against impact on gender, religion or belief, age, disability, ethnicity and race, sexual orientation and transgender.
- 11.2 The proposed programmes would be run in accordance with the Council's public sector equality duty and the Council's policies for ensuring equality and diversity (potential to add more here).

12. Summary and Recommendations

- 12.1 The Brighouse and Todmorden Town Deal programmes represent a unique opportunity to revitalise these areas for the longer term and support their economic recovery following the Covid pandemic. The level of investment in these areas of the Borough is a clear match with the Council's established priority for Strong and Resilient Towns.
- 12.1 To this end, the Department for Levelling Up, Housing & Communities (DLUHC) has awarded a £19.1m grant to the Brighouse programme and an award of £17.5m to the Todmorden Town Deals programme. In line with the funding conditions included in the Heads of Terms agreements and Grant Offer Letters that have been accepted by Calderdale Council (Accountable Body), scheme business cases for both programmes must now be completed and approved by the Council.
- 12.2 It is recommended:
- 12.3 That Cabinet recommends to Council acceptance of the Town Deal grant award of £19.1m for the delivery of the Brighouse Town Deal scheme and the Town Deal grant award of £17.5m for the delivery of the Todmorden Town Deal scheme.
- 12.1 That Cabinet authorises the delegated approval of the Brighouse and Todmorden Town Deal business cases by the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for the Regeneration and Strategy and the Head of Finance.
- 12.2 That Cabinet authorise the delegated acceptance of scheme level approvals from DLUHC to the Director of Regeneration and Strategy in consultation with the Cabinet Member with responsibility for Regeneration and Strategy and the Head of Finance.

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The documents used in the preparation of this report are:

1. Brighouse Town Investment Plan
2. Brighouse Vision Masterplan
3. Todmorden Town Investment Plan

The documents are available for inspection at: Halifax Town Hall