

REPORT TITLE: Marsden Masterplan – proposed approach

Cabinet date	12 March 2024
Cabinet Member	Cllr Turner
Key Decision Eligible for Call In	No No
Purpose of Report Cabinet, in June 2023, approved the use of UKSPF funding to develop a Masterplan for Marsden and delegated relevant authority to progress – this report seeks endorsement and approval of a revised approach that includes a community-led/ placed-based way of working.	

Recommendations	
<ol style="list-style-type: none"> 1. Cabinet note the content of this report and endorse the proposed approach to develop a Masterplan for Marsden and proposed timescales. Cabinet is reminded that it delegated authority to approve the Masterplan for Marsden to the Strategic Director for Growth and Regeneration at its meeting on 27 June 2023. 2. Cabinet approve the ‘Marsden Community Partnership’ approach with the Council acting as Accountable Body so we can re-engage with Ward Councillors and the community to develop the Partnership including a Terms of Reference. 3. Cabinet approve use of £60,000 UKSPF funding and a maximum of £60,000 from local centres capital funding for the development of the masterplan. 4. Cabinet delegate authority to the Strategic Director for Growth and Regeneration in consultation with the Portfolio Holder to finalise and execute all necessary agreements to progress development of the Masterplan. This includes resource, procurement and setting up appropriate governance arrangements to include an agreed Terms of Reference and any necessary revisions thereto for the oversight and delivery of the project. 	
Reasons for Recommendations	
<ul style="list-style-type: none"> • Marsden’s full economic potential is not being realised – it has a constrained commercial offer, high levels of out-commuting, along with issues caused by traffic, parking and unused property which impact quality of place. The funding secured via LUF2 to support the redevelopment of New Mills, the investment that will come as part of the TRU project and the existing level of active community engagement all present an opportunity to address this if they can be brought together. • A Marsden Masterplan will provide a structured approach and framework for the development and delivery of improvements over the long term to unlock Marsden’s full potential as a thriving, accessible and quality place that people want to live, work and visit. Working with the community and other key stakeholders is a vital step in ensuring that the plan is well-received, achievable, and aligned with both the Council’s strategic priorities and the local context. 	
Resource Implications:	
Staff time from Town Centres, Highways, Procurement, Finance and Legal will be required to procure resources and manage the development of the project.	
Date signed off by <u>Strategic Director</u> & name	David Shepherd – 13 February 2024
Is it also signed off by the Service Director for Finance?	Isabel Brittain – 13 February 2024
Is it also signed off by the Service Director for Legal Governance and Commissioning?	Julie Muscroft – 13 February 2024

Electoral wards affected:

Colne Valley

Ward councillors consulted:

Ongoing discussions around the principles of a Masterplan being developed in partnership with the community have taken place with Cllr Beverley Addy, Cllr Harry McCarthy, and Cllr Matthew McLoughlin. A briefing on 12 February 2024 provided an update and the Councillors confirmed they are supportive of the approach.

Public or private:

Public

Has GDPR been considered?

Yes. No personal data.

1. Executive Summary

- 1.1 Given planned investment in Marsden associated with the New Mills redevelopment and upgrades to the station as part of the Trans Pennine Route Upgrade (TRU) we believe it is imperative to develop a masterplan for Marsden.
- 1.2 This Masterplan would holistically consider the planned investments and help both the community and Council envision a longer-term future of Marsden and effectively steer development of the centre while preserving its unique character. This approach is vital for successful place-making.
- 1.3 In October 2022, Cabinet approved delivery of the UK Shared Prosperity Fund (UKSPF) Programme consisting of several projects, including the development of two masterplans in Kirklees. Subsequently, in June 2023, Cabinet approval was granted for the utilisation of UK Shared Prosperity Funding to facilitate the development of a masterplan for Marsden.
- 1.4 Following this approval, we have been working with Ward Councillors and the community to explore options and develop a preferred approach. This report seeks approval to progress with the preferred approach and to put in place the necessary delegations to deliver the project.

2. Information required to take a decision

- 2.1 In March 2023 £5.6m was allocated from the Government's Levelling Up Fund (LUF2) for the redevelopment of New Mills on Brougham Road in the centre of Marsden. The project focuses on the redevelopment of the former Mill to deliver a mix of commercial, retail, and residential spaces. The LUF2 allocation is to address the viability gap with the remaining project costs being funded by the private sector. This scheme aims to cater for a demand in employment space, reduce out-commuting and address the derelict Mill buildings which are constraining local economic growth and impacting sense of place. Requirements of the LUF2 mean that the project is to be delivered by March 2026.
- 2.2 Furthermore, investment is being made to Marsden station and the rail line as part of the Trans Pennine Route Upgrade (TRU) and the Place Standard engagement that took place in Autumn 2022 (with input from over 600) and again in Winter 2023 (with input from nearly 300 people) highlights a desire from the community to see a holistic plan for improvement in the village.
- 2.3 Building on the high level of community interest and following further consultation with relevant Ward Councillors and with the Marsden community, it is proposed to establish a Community Partnership to help embed a community and place led approach that can shape the masterplan.
- 2.4 The plan overleaf shows the key locations in Marsden along with the proposed masterplan study area.

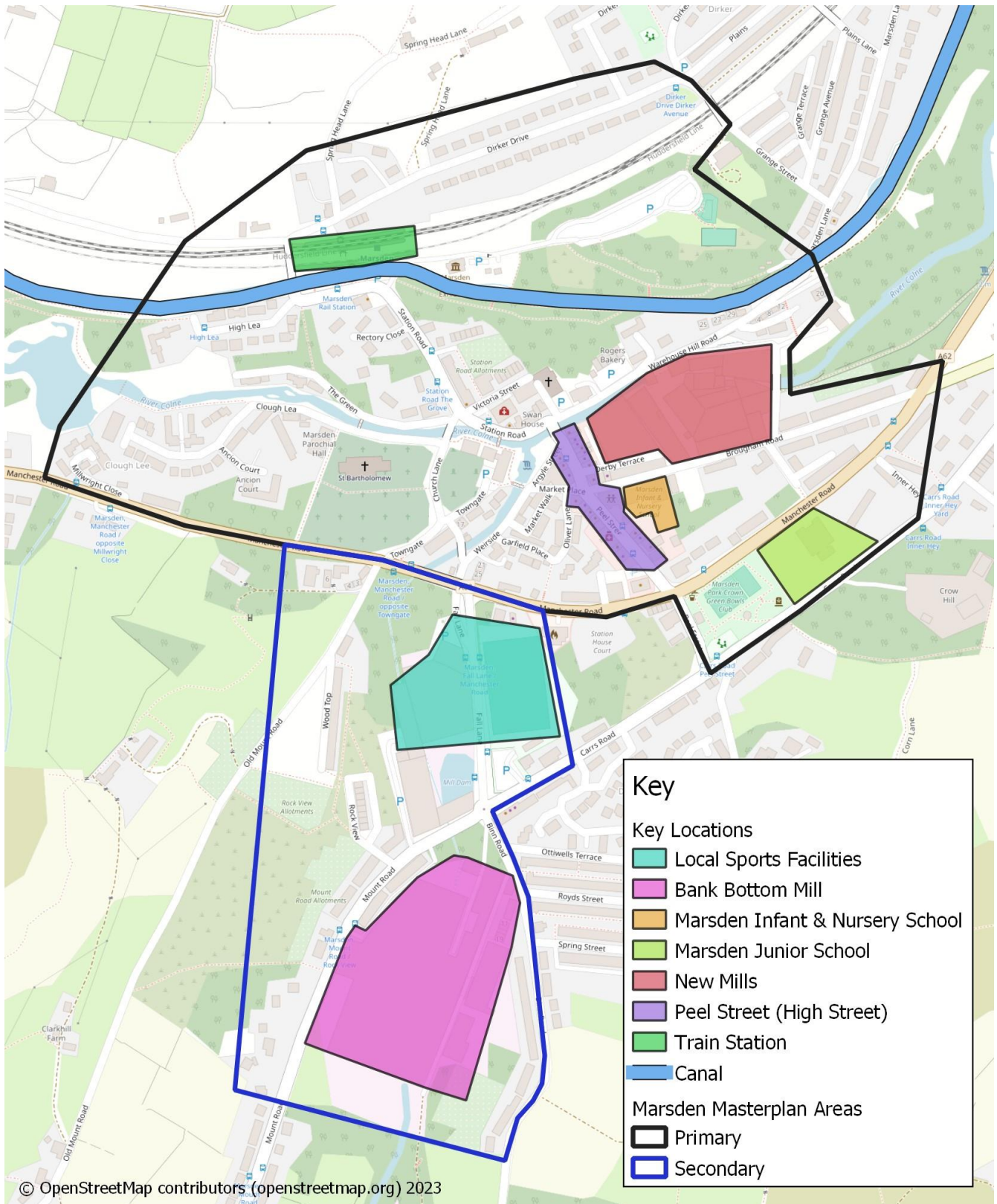


Figure 1: Marsden – key locations and proposed masterplan study area

- 2.5 The Council will be the responsible and accountable body, but the proposed Community Partnership will play an important role in overseeing the development of the masterplan. Experience from working in local centres across the district suggests that by working closely with the community you can achieve the following benefits:
- Local Input: Community members have a deep understanding of their town's needs.
 - Diverse Perspectives: Engaging with a diverse group of residents, businesses, and stakeholders can provide a wide range of perspectives and ideas, leading to a more comprehensive and well-rounded masterplan.
 - Social Cohesion: Community involvement fosters a sense of ownership and pride.
 - Avoiding Opposition: When communities are included from the beginning, there is less likelihood of opposition or resistance to projects.
 - Local Expertise: Community members often have valuable local knowledge and expertise that can inform decisions on issues like traffic flow, historical preservation, and cultural heritage.
 - Long-Term Success: Collaboration with the community leads to projects that are more likely to succeed in the long term because they are tailored to local needs.
 - Funding and Grants: In some cases, community involvement can make the project more eligible for grants and funding opportunities, as many organisations prefer projects with strong community support.
- 2.6 Adopting a Community Partnership approach will help to maximise local engagement and develop long-term ownership. Following Cabinet, a Terms of Reference for the group will be developed in liaison with the Community and Ward members, for approval by the Strategic Director in consultation with the Portfolio Holder. It is expected the Partnership will:
- Contribute to the scope and study area of the Masterplan.
 - Help to shape the vision for Marsden.
 - Provide local insight and act as a voice for the community to support the evidence base.
 - Oversee community engagement and work with the Council and appointed consultancy team to maximise levels of interaction and achieve buy-in from the community and key stakeholders.
 - Support the council as an advisory body during the development of the Masterplan to ensure it achieves the agreed vision, reflects local views, and acknowledges the historic, geographical, spiritual, and unique history of the village.
- 2.7 The Partnership would be made up of invited representatives. Based on recent engagement with the community it is proposed the Partnership consists of no more than 10 core members, including a representative from each of the following:
- Marsden Community Trust
 - Marsden Community Association
 - Kirklees Council
 - Ward Councillor
 - Local businesses
 - Local landowner and/or developer
 - Youth-based / sports group
 - Community group / organisation
 - Local schools
- 2.8 The above membership would represent a Core team who will be expected to be actively involved in scoping, community engagement, project development and progress reviews. However, other representatives including the local MP, Canal & River Trust, Public Transport Operators and additional businesses will be invited as supporting members to be kept informed and to input to progress review meetings. We will work closely with members of the local community to identify and approach specific individuals, subject to Cabinet approving this report.
- 2.9 The scope of the Masterplan will reflect lessons learned from other Masterplan development studies across the Borough whilst also reflecting matters specific to Marsden and therefore will require input on masterplanning, public realm, transport, and commercial viability – with the ultimate output being a Masterplan document including a Delivery Plan with high-level costs.

- 2.10 Set Gateways / Key milestones will be identified within the scope to ensure that the Council as the accountable body and the Partnership as an advisor are content with the outputs at each stage to provide a clear process for review and approval.
- 2.11 The Masterplan document will set out a longer-term vision for Marsden and identify priority projects. A Delivery Plan will form part of the document setting out the proposed projects and commercial opportunities along with indicative costs and suggested next steps. This will enable the council to pursue funding opportunities and undertake discussions with private sector developers. The Masterplan will also have a role as relevant material for planning consideration to help applicants and officers shape planning applications.
- 2.12 We have considered the potential options to develop the Masterplan and are of the opinion that the Council does not have this resource available, nor would it be the best use of Council resources. As such, it is proposed that external support is procured. Subject to Cabinet approving this report, a scope of services will be developed by the Council, with input from the Community Partnership to ensure their buy-in. It is proposed that potential suppliers are notified of the Council's intent to tender, working with Corporate Procurement a request for Expression of Interest will be issued whilst the brief is under development to maximise the quality of responses.
- 2.13 In accordance with Council Governance and Procurement policy the council will undertake the evaluation of submissions and implement the decision to award – however, to maximise engagement from the Community Partnership it is proposed that a Presentation & Interview session is held with short-listed suppliers as part of the Quality Evaluation. This would be attended by representatives of the Council and selected members of the Community Partnership to ensure their involvement and help enable effective collaboration at project inception.
- 2.14 Funding allocated to this project through the UKSPF programme is only accessible in the 2024/2025 financial year. Therefore, we are proposing to build on the work to date, review the place standards work (including the recent re-engagement, discussed in Section 5), establish the partnership, set up the governance arrangements and appoint external support with the intention to begin development of the masterplan in June 2024.
- 2.15 Continuous Community engagement will be a key aspect in developing the Masterplan and Delivery Plan. It is anticipated that over a similar period the New Mills Development Team will also be undertaking community engagement and consultation activities, as such it will be important to explore alignment between the two projects. This will help to reduce 'engagement fatigue' and ensure consistency of messaging from the Council.
- 2.16 Cabinet is asked to delegate authority to the Strategic Director for Growth and Regeneration to execute all necessary agreements to progress development of the Masterplan.

3. Implications for the Council

3.1 Working with People

Collaborating with partners is key to ensuring the Council get the best outcomes for citizens, communities, and Kirklees as a whole. Significant engagement has already taken place with the community through the Place Standard programme, and we propose to embed a philosophy of continuous engagement so that future activities and engagements build on what has gone before. The proposed Community Partnership will have a vital role in the success of this.

3.2 Working with Partners

The Council has engaged with key community key stakeholders and the proposed Community Partnership will help to ensure appropriate governance and structure for their continued input. As part of the Masterplan development a stakeholder engagement plan will be developed to ensure that key partners, such as Network Rail / TRU, the New Mills Development Team, Canals & River Trust, National Trust, Historic England are actively engaged.

3.3 **Place Based Working**

The Masterplan will be underpinned by place-based working, it will build on the positive engagement to date and the proposed Community Partnership will help to ensure a community and place-led focus throughout.

3.4 **Climate Change and Air Quality**

The reduction of carbon emissions and addressing the issues associated with poor air quality will form part of the overarching objectives for the Masterplan.

3.5 **Improving outcomes for children**

The Masterplan will include an overarching objective to improve Marsden for people of all ages, and in particular children. The Place Standard engagement has involved focussed sessions with local schools and it is proposed that a representative from one of the schools is part of the Community Partnership to maintain this engagement going forward.

3.6 **Financial Implications**

In June 2023, Cabinet approved use of £60,000 from UKSPF for the development of a masterplan in Marsden. Following a review of the requirements, scope and costs associated with developing other Masterplans it is estimated that the project will cost in the region of £90,000 to £120,000. Any costs beyond the approved £60,000 UKSPF allocation will be funded from the Local Centres capital funding. This will ensure that the masterplan is developed comprehensively with strong engagement from the community. Professional fees both internally and externally will be covered within this funding envelope.

3.7 **Legal Implications**

Any procurement will be in accordance with Contract Procedure Rules and the Public Contracts Regulations 2015.

3.8 **Other (eg Risk, Integrated Impact Assessment or Human Resources)**

A risk & opportunity register will be developed and maintained as part of the Masterplan development, however, risks and opportunities have been considered in developing the proposed approach as set out in this report. The top five risks and opportunities include:

- Risk – a piecemeal approach to scheme development and delivery resulting in missed opportunities to support inclusive growth. Developing a Masterplan will provide a structured framework for the development and delivery of improvements over the long term to mitigate this risk.
- Risk – the New Mills LUF scheme is impacted by the lack of a wider masterplan for the village. By working closely with the New Mills team and including the Mill scheme within the Masterplan study area will help to mitigate this risk
- Risk – opposition from the community during masterplan development. Working with and engaging the community through a Partnership approach will help to mitigate this risk.
- Risk – costs for the Masterplan exceed available funding. Appropriate governance and management will be put in place to ensure all costs associated with the development of the Masterplan do not exceed £120,000.
- Opportunity – align engagement on the Masterplan with planned engagement and consultation on the New Mills scheme to maximise community input and longer-term outcomes.

An Integrated Impact Assessment will be undertaken during the development of the Masterplan to consider the potential effects of activities and decisions on people, the environment and Kirklees as a whole.

4. **Consultation**

No specific consultation related to the Masterplan has taken place to date – the focus has been on community engagement as described in Section 5. However, during the development of the Masterplan it is anticipated that the community and stakeholders will be consulted on a range of proposed options which will have been based on prior engagement activities.

It is worth noting that during the development of the Masterplan it is expected that statutory consultation will be undertaken as part of the planning process for the New Mills scheme, whilst this project is separate to the Masterplan, the potential interfaces will be planned and managed to avoid any confusion and ensure consistent messaging from the Council.

5. Engagement

In Autumn 2022, volunteers from community groups and organisations from across Marsden worked with the Colne Valley Ward Councillors and staff from Kirklees Council to engage people in Marsden about what life is like there. A total of 603 people took part in conversations across the village in a variety of settings such as online, in the street, at local Scout groups and in a range of community venues. The results from [What Matters to Marsden](#) were published in October 2023.

In Winter 2023 the Marsden Community Trust and Marsden Community Association created further opportunities for local people to get involved through sharing their feedback and thoughts on the results of What Matters to Marsden and potential next steps. With support from the Council, they organised a large well attended public meeting, a further four drop-in sessions, created an online feedback questionnaire and benefitted from support from the Teachers at Marsden Junior School to re-engage with students there. A total of 274 people responded to the re-engagement.

The re-engagement asked people what their top priorities were based on the results of What Matters to Marsden – the top priorities emerging from the responses include:

- Train station accessibility
- Poor traffic control and parking facilities
- Current condition of the mills
- Reliability and coherence of public transport
- Derelict buildings and unused spaces
- Condition of footpaths, roads, signage and outdoor public spaces

Colleagues from the Democracy and Place Based Working Service will be working with the community to develop a local area action plan based on the results to be delivered through community / voluntary action, and the Place Standard Action Fund. We will work with the Community Partnership, the Democracy and Place Based Working Service and external support to build on engagement to date as part of the Masterplan development.

6. Options

6.1 Options considered

In preparing this report consideration was given to three key aspects:

- Whether the Masterplan could be developed within the allocated £60,000 from UKSPF.
- What role the Community could take in the development of the Masterplan.
- If resources to develop the Masterplan should be internal or external.

6.2 Reasons for recommended option

The recommended options as presented in this report are as follows:

- Based on the requirements and scope of Masterplan, including the need for community and stakeholder engagement, and based on experiences other projects it was identified that £60,000 is not sufficient and would not result in the quality of engagement, idea development, identification of commercial opportunities or long-term vision needed. As such, approval of additional funding, up to an extra £60,000 is sought.
- That the Community should be actively involved in overseeing the development of the masterplan through the establishment of a Community Partnership. This approach will help to deliver a range of benefits (as described in Section 2.5) and aligns with wider Government ambitions to help drive community-led decision making.

- Based on the requirements and timescales for the Masterplan the Council does not have the resource available, nor would it be the best use of Council resources. As such, it is recommended that external support is procured.

7. **Next steps and timelines**

As noted in Section 2.11 we are proposing to build on the work to date, establish the partnership, set up the governance arrangements and appoint external support with the intention to begin development of the masterplan in June 2024. An overview of recent and future key milestones is summarised below:

- October 2023: Place Standard (from Autumn 2022) findings published
- Nov-Dec 2023: Place Standard re-engagement focussed on key issues & aims
- Feb 2024: Briefings with Ward Councillors, and MP
- March 2024: Cabinet approval sought to progress with Partnership & Masterplan
- March – April 2024: Community Partnership established
- March - April 2024: Place Standard Action Plan agreed
- March - May 2024: Procurement of external support for Masterplan
- June – Dec 2024: Development of Masterplan and Delivery Plan

8. **Contact officer**

David Wildman, Strategic Partnership Lead – Town Centres

9. **Background Papers and History of Decisions**

Cabinet 27th June 2023: Reference to [Report on Round 2 Levelling Up Fund and Local Centres Investment](#) provided the following decisions:

- That approval be given to utilise the identified UKSPF funding to develop a masterplan for Marsden that draws on recent place standard outcomes.
- That the final sign off of any masterplan for Marsden is delegated to the Strategic Director (Growth and Regen)

10. **Appendices**

None

11. **Service Director responsible**

Joanne Bartholomew – Service Director Development