

# Radcliffe SUN Quarter



**A development brief for  
Radcliffe Town Centre**  
following the 'Re-inventing Radcliffe' report  
by URBED with King Sturge and TPP

January 2005

**Bury Metropolitan Council**

## CONSULTATION DRAFT

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## **Draft for consultation**

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This draft forms the basis for consultation with key stakeholders, town centre interests and the public. The consultation period will take place between 24 January 2005 and 7 March 2005.

A report will be presented to the Executive Committee of the Council on 23 March 2005 explaining the results of consultation, and the intention is to recommend that the Development Brief, as amended by consultation, be adopted as Supplementary Planning Guidance.



# introduction

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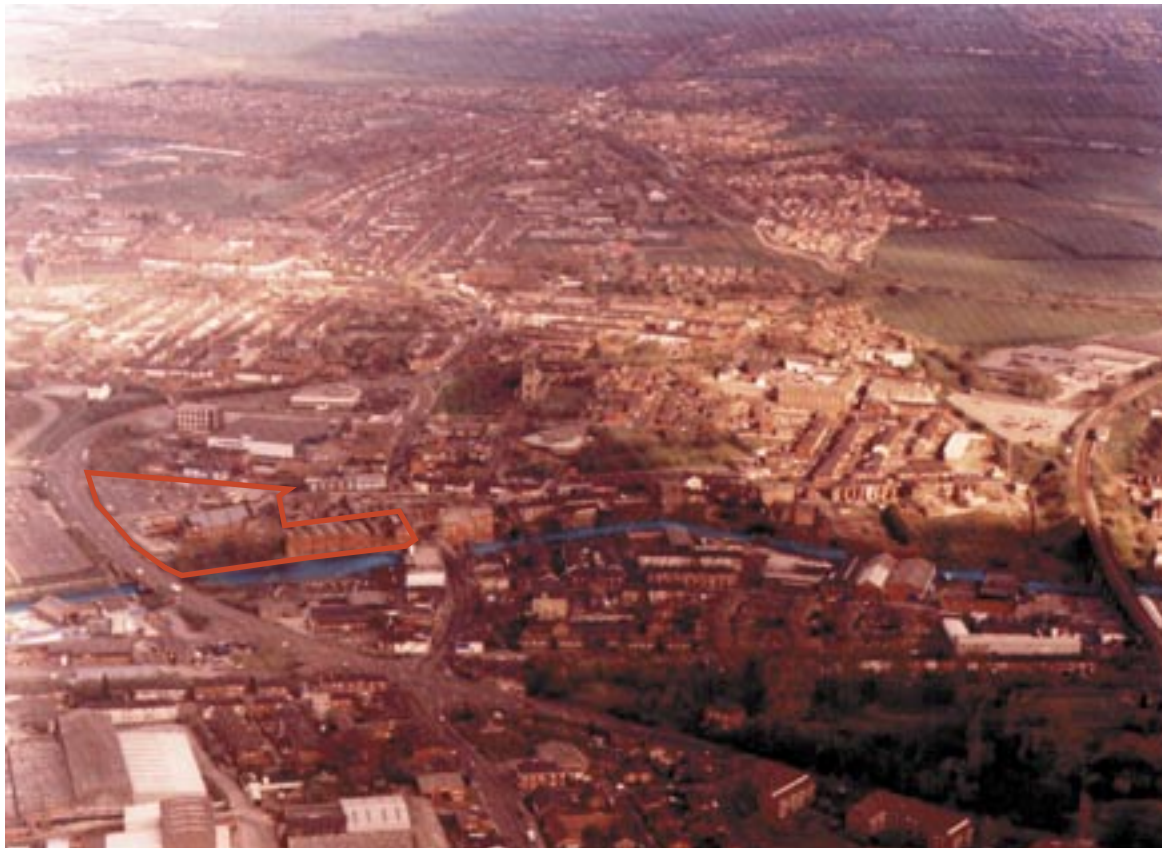


Figure 1: aerial view of the site

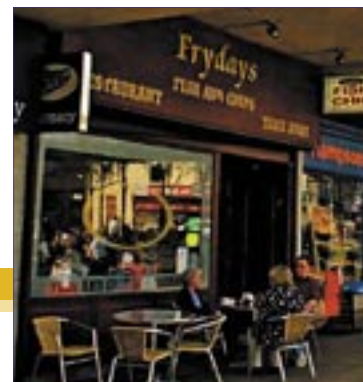
Bury Metropolitan Council is seeking a development partner to bring forward and deliver a mixed-use development scheme on a 1.77 ha site at the heart of Radcliffe town centre.

Radcliffe is a potentially very attractive market town in North Manchester. It sits in the dramatic valley of the Irwell and has a Metro-link Station which is only 15 minutes away from Manchester City Centre. The town centre is in a process of transition following the closure of its paper industry. This transition is being guided by a recently adopted masterplan by URBED, King Sturge and TPP - the Re-inventing Radcliffe: Inner Radcliffe Vision and Development Strategy adopted as a Material Planning Consideration on 19 May 2004.

This brief relates to the key site within this masterplan and has been drawn up by URBED for Bury MBC. It will form part of a new town centre neighbourhood on the banks of the River Irwell on the site currently occupied by Radcliffe Market, a former Kwik Save Store, a bus station, car park and postal delivery office. The Council are seeking to promote a high quality urban scheme that will accommodate a range of uses including retailing and office space with the predominant upper floor use being apartments. The brief also includes a riverside open space,



Stand Lane and St Thomas' Church



Shops at the Piazza



Established neighbourhood in inner Radcliffe

a market and a range of community facilities, which may include a new library and gallery space (to create a home for the internationally renowned Rückriem collection and the Irwell Sculpture Trail). The development will also include a new bus station to be provided by the GMPTE. The Council invites expressions of interest from development partners acting individually or in consortia to work with the authority in delivering the Radcliffe town centre scheme. These development partners will have a strong commitment to the principles of urban regeneration

and a successful track record in the delivery of significant development projects. They must demonstrate an understanding of the importance of urban design and of quality design in mixed-use regeneration and must have a track record of successful partnership in public sector regeneration projects.

The purpose of this document is to set out the Council's vision for Inner Radcliffe and its requirements for the development. Partners are invited to respond to this positively and creatively and to demonstrate the prospect of a long-term partnership capable of delivering the Council's objectives.



Figure 2: Radcliffe - regional context

# development context

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Clock at Piazza



Historic bridge over the River Irwell



Figure 3: Radcliffe indicative Masterplan by URBED

This development brief has been prepared following the adoption of the 'Re-inventing Radcliffe' report and masterplan produced by URBED with King Sturge and TPP in May 2004.

The strategy recognises that Radcliffe Town Centre will never compete in retail terms with Bury and Bolton, which are within easy reach of Radcliffe's catchment population. The masterplan, therefore, seeks to create a new role for the centre as a social, cultural and leisure hub based on a significant increase in the population living in and around the centre.

An important element of this strategy is the use of art and cultural activities to project an entirely new image for Radcliffe. The town is fortunate in this respect in being at the heart of the Irwell Sculpture Trail. As part of this Radcliffe has been gifted a collection of sculptures by the world renowned sculptor Ulrich Rückriem. The Council has previously worked with the equally renowned architect John Pawson on a building to replace the market hall with a museum, gallery and market. As part of the masterplan URBED have reluctantly concluded that this is not likely to be viable. However, we now wish to make provision for a smaller





Existing Library



Canal



Piazza

gallery with museum space within the new scheme together with a new library facility in place of the existing premises currently located on Stand Lane. To facilitate this it is also proposed that the market, which will operate 5 days/week, be relocated to a covered outdoor facility modelled on the successful Bury Market and will comprise 15 to 20 stalls of a size of at least 80 sq ft per stall.

The URBED masterplan promotes six areas of change as set out on the plan on page 6 (figure 3). These include the redevelopment of the two school sites and a preferred new school on the site of the former East Lancashire Paper Mill. The former schools sites are proposed as housing schemes along with the balance of the East Lancashire Paper Mill site. To the west the River Business Quarter is proposed as a consolidation of existing business uses.

The most important of the development areas is the SUN Quarter (Sustainable Urban Neighbourhood) which includes the town centre (Figure 4 this page).

This includes the redevelopment of the St. Thomas' Council estate, which is likely to be a longer term project and the remodelling of the area around the Civic Suite. It also involves the reopening of the pedestrianised section of Blackburn Street, a project that the Council has now programmed to start in the 2005/06 financial year. However, the most important proposals within the SUN Quarter are those covered by this brief.

This is vital to the regeneration of Radcliffe. The town centre apartments, market and library/gallery space are all crucial to the reinvention of Radcliffe. This brief is therefore a vital step in the implementation of the strategy.



Figure 4: Indicative Masterplan for Radcliffe's Sustainable Urban Neighbourhood by URBED

# the site

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Figure 5: aerial view of the site



Existing market hall

## Location

The site covers 1.77 ha on the riverfront in the southern part of Radcliffe Town Centre. To the north is the Piazza and Blackburn Street that form the heart of the town centre. To the east the site is bounded by the river and by the town centre bypass to the south. Beyond the bypass is a successful Asda that has captured a lot of the town centre trade. There are two crossings over the river - the traditional river crossing to the north of the site and the new bypass bridge to the south.

The site currently houses a vacant former Kwik Save premises now in Council ownership, Radcliffe Market Hall, an open air bus station, a small post delivery office and surface parking. Traditionally it has been part of the town centre but the decline of the shopping core makes it feel peripheral. There is, however, a strong pedestrian route across the site to the Asda.

## Ownership

The riverside and Dale Street car park are both in Council ownership together with the market hall and the bus station site, the latter being subject to a lease to the GMPTE. Kwik Save has ceased trading and the building is now within the Council's ownership. The post delivery office holds a strategic position within the development site. Negotiations between the Council and the Post Office are underway for the relocation of the Delivery Office.

## Adjacent land uses

The town centre has lost much of its form and character as a result of surface parking and the bypass that separates the centre from surrounding neighbourhoods.

Dale Street Car Park is overlooked by Council owned industrial and commercial premises immediately to the north of the

site beyond which the land rises. Blackburn Street, the town's main high street runs up the hill. The lower part has been pedestrianised and contains a mix of independent retailers. To the west of this is a mixed area including small scale workshops, telephone exchange, a successful Dunelm Mill Shop and the municipal leisure centre. To the west of the bypass is a mix of industrial workshop's and office buildings although the area is dominated by the Asda superstore.

To the east lies the heart of the town centre with the main shops, cafes and pubs (although the only multiples are Boots and Ethel Austin).

The area south of the river is of similar character as it is dominated by a large leisure pub with a new nursery currently under construction directly facing. Stand Lane comprises small scale retail, surface car parking and the library.

### **Access, linkages**

At present vehicular access to the site is via Dale Street from the east and the west.

The Council is currently pursuing the URBED recommendation to reopen Blackburn Street to traffic. This will be confined to town centre traffic and through-traffic will remain on the bypass.

### **Planning context**

This development brief supports the following UDP policies:

- ▶ Area RDI - Blackburn Street / Dale Street / Church Street West
- ▶ TC2: Town Centre Enhancement and Development
- ▶ TC2/2: Mixed Use Development
- ▶ S3/3: Improvement and Enhancement (All Centres)
- ▶ S1/2: Shopping in Other Town Centres



Existing bus station



Former cinema building



Entrance to market hall

- ▶ H1/2: Further Housing Development
- ▶ HT3/2: Bus Services

Reference should also be made to other relevant planning documentation such as the 'Re-inventing Radcliffe' report by URBED, and the following adopted Development Control Policy Guidance Notes:

- ▶ DCPGN 1: Recreation Provision in New Housing Development
- ▶ DCPGN 3: Planning Out Crime in New Development
- ▶ DCPGN 4: Per Cent for Public Art
- ▶ DCPGN 5: Affordable Housing Provision in New Residential Development



Figure 6: site plan (not to scale) - a scaled plan is attached to the document

# design principles

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Barnsley George Yard restaurant



courtyard in Berlin



Bradford, Little Germany

This is the key development opportunity for Radcliffe town centre. The area is currently dominated by a surface car park and feels peripheral to the town despite being on a vital route between the heart of the town centre and the Asda. The site therefore provides an opportunity for a comprehensive redevelopment scheme that will transform the image of Radcliffe as well as providing important facilities such as a new market and library with museum/gallery and a new bus station.

The scheme should therefore meet the following objectives:

1. to put the heart back into Radcliffe and create a vital town centre,
2. to create a scheme that links the town centre to surrounding neighbourhoods through good pedestrian connections,
3. to create an urban scheme that includes a mix of uses so that it is active throughout the day and evening,

4. to create a scheme that is of the highest design quality and distinctive in its appearance

We deal with each of these objectives in turn...

## Creating a vital town centre

Radcliffe once had a lively town centre surrounded by dense urban neighbourhoods housing. It grew from Roman roots at a crossing point over the river (Radcliffe deriving from 'red cliff') but grew little until the boom years of the industrial revolution. During this period it grew into a prosperous town with its own town council, newspaper (The Radcliffe Times is still published), shops and market. It was able to do this within a few miles of the larger centres of Bury and Bolton because people were not able to travel.

Today Radcliffe's catchment population is much more mobile and is able to travel to stronger centres for shopping, services and leisure activities. In addition to this the centre has been isolated from the surrounding neighbourhoods by the bypass. Radcliffe town centre has therefore declined and the urban structure of the town centre, particularly on the fringe has been damaged.

The URBED strategy therefore proposes a new role for Radcliffe Town Centre as a community hub, leisure area and convenience shopping area. This is to be supplemented by increasing the population in and around the town centre and promoting arts and cultural uses in order to transform the image of the town. In this respect the proposals set out in this brief are central to the strategy.

The important aspects of the scheme are:

- ▶ Active ground floor uses particularly on the main pedestrian routes.
- ▶ A new outdoor market with 15 - 20 permanent shuttered stalls (80 sq ft/stall minimum size) and canopied weather protection.
- ▶ The ground floor use of the riverside block as a library with museum/gallery.
- ▶ A significant amount of town centre housing.
- ▶ A new bus station, provided by the GMPTE.
- ▶ A Riverside Garden linked to the Gallery space.



Earlier proposal for a Market Museum in Radcliffe by John Pawson



London, Coin Street



Manchester, Hulme

### **Reconnecting the centre**

The brief is the opportunity to redesign the centre of Radcliffe. The scheme should help to relink the centre to its surroundings and particularly the route between the centre and Asda.

It is important that the development is fully integrated with the surrounding area. To this end the scheme should create a clear and legible series of routes for pedestrians linking the town centre with its adjacent neighbourhoods. This means that the routes will need to integrate with the existing network and the surface crossing over Pilkington Way (the surface crossing over Pilkington Way has replaced a subway that should be removed as part of the scheme). These streets should create a variety of pleasant routes for pedestrians away from the traffic on nearby streets.

It is anticipated that car parking will be accommodated at basement level or on surface level car parks. Car access is likely to be from a new road through the site, indicated as Deansgate on the illustrative masterplan, and should not penetrate into the scheme other than for servicing and deliveries.

It is anticipated that parking provision within the scheme will predominantly be for residential use. The developer should provide an analysis of the requirements for the level of car parking for other users consistent with a dense urban scheme. However, it is anticipated that there will be a need for on-street parking on Deansgate primarily to provide disabled parking and to service the market.

### **Urban design and a mix of uses**

It is anticipated that the scheme will be a street-based, dense urban development. The masterplanning exercise will establish a strong network of 'streets' through the area to create a series of urban blocks. The initial masterplanning exercises on the site suggest that this will create up to 4 urban blocks. The 'streets' are likely to be pedestrian priority with vehicle access allowed only for servicing and deliveries. These streets will be 10 – 15m wide between building frontages to create a well defined public realm. The buildings are to be predominantly 4 - 5 storeys. There may be scope for higher buildings provided that they are justified in terms of the overall masterplan.

The scheme should include a mix of uses including housing, commercial space, retailing and leisure. It is anticipated that

the upper floors of buildings will be residential. The ground floor uses should create active frontages as far as possible. It is accepted that this may not be possible on all streets but should be the case on the main routes through the development. It is anticipated that ground floor uses will include A1, A2 and A3 uses as well as foyers for community and cultural uses and activities, such as libraries and galleries. The site would be appropriate for a 'metro' style supermarket but only if it were developed as part of a mixed use block.

### **Design quality**

It is expected that the development will be of the highest quality. To this end it is anticipated that the developer in partnership with the Council will work with URBED to develop the masterplan for the site into an outline planning applica-

tion. This will establish a framework for development within which it is anticipated that buildings will be brought forward in a series of phases – preferably by different architects – in order to ensure variety. The masterplan should also identify opportunities for landmark buildings which might be subject to a design competition.

The public realm should also be given careful attention and it is expected that the developer's consultant should include public realm designers and incorporate public art into the scheme. The developers should also work closely with Bury Arts and Museum Service to identify the form of the library/museum/gallery space. We would welcome suggestions about the potential involvement of John Pawson in this aspect of the scheme but this is not a fixed requirement.

# development process

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Bracknell, water feature



Bury, permanent market stalls

Bury Metropolitan Borough Council intend to complete the selection of an appropriate delivery partner at the earliest opportunity and to work with them in a positive joint process of design and appraisal. It is intended that URBED will continue as masterplanners for the scheme and that the development partner will propose architects to develop individual schemes. URBED will be responsible for drawing up and submitting an outline planning application for the entire scheme. The selected architects will then be responsible for preparing reserved matters applications. The fees for this process will be covered by the development partner.

The Council cannot at this stage rule out the possible need for Compulsory Purchase to resolve a small number of land ownership issues but will use its best endeavours to avoid this possibility. However, with the financial backing of the developer the Council will give every assistance, by all means necessary, to resolve any land assembly issues that remain outstanding.

Simultaneously with this the developer will be expected to finalise a development agreement with the Council.

# selection process



Manchester, Chorlton



France, village square



Food kiosk

The selection process for this site will be in two stages.

## **STAGE 1:**

Expressions of interest are invited from development companies or partnerships of companies. Developers are not expected to carry out excessive work prior to the detailed second part of the process. Based on the initial information provided a limited number of developers will be invited to submit detailed proposals for evaluation in Stage 2.

## **STAGE 2:**

Detailed development submissions to be invited by a deadline to be provided. These will be assessed on design track record, financial and delivery criteria. The successful developer will have a limited period as 'preferred developer' in which to finalise development designs working alongside the Council and its team and to negotiate and exchange a development agreement.

**Stage 1 :  
Process and Criteria for Selection**

Invitations to potential partners to progress to Stage 2 will be assessed on the following criteria:

- details of the development company or companies. If companies bid as a consortium, details should be provided of each company together with details of the type of partnership proposed between each company;
- evidence of the financial standing of the developer(s) - (audited accounts for the last 3 years to be included);
- evidence of track record in delivering development projects covering different property sectors and partnerships with land owner's;
- details of the proposed professional team to be employed in preparing a stage 2. The inten-

tion is that URBED will be jointly appointed as masterplanners by the Council and the developer. The professional team will therefore relate to the proposed architects, public realm designers and supporting consultants;

- A demonstrated understanding of issues relating to mixed-use developments and the creation of sustainable neighbourhoods in urban centres.
- understanding of the regeneration strategy for Inner Radcliffe and the SUN Quarter; and
- demonstration of a clear understanding of the site's development potential and its importance as a catalyst for the strategy.

**Stage 2 :  
Required Bid Content**

A shortlist of potential developer partners will be invited to submit detailed proposals. These will be formal bids and must comprise as a minimum the following:

**Development Concept:** A response to the URBED plan including proposals for individual buildings and the approach to public realm design. This should be set out on plans, elevations and perspectives where beneficial to illustrate proposals. Appropriate photographic images can be used to illustrate the 'look and feel' of the proposed scheme by reference to other projects.

**Professional Team:** Full details should be provided of the professional team to be employed in the delivery of the project. In particular the track record of architectural practices and of public realm designers should be presented. This is a key criterion for selection as preferred developer.

**Development Appraisals/Financial information:** A development appraisal based on the indicative scheme showing development costs, values, the scope to provide the market, library/museum/gallery and other facilities development profit and residual land values. The mechanisms and financial terms of disposal will be commensurate with the type of the Development Agreement to emerge from detailed discussions. The cost estimates should include:

- infrastructure works
- service diversions
- construction costs
- fees for the professional team (identifying any in-house project management costs)
- finance charges
- any abnormal costs assumed to be incurred associated with the existing ground conditions

- costs associated with the market, gallery space, provision of public open space, landscaping and incorporation of public art
- A brief specification of each element of the scheme in a format, which accords with the elemental cost plan and the main assumptions behind the development appraisal.
- A schedule of net and gross floor areas should also be provided for each use and each building.

Cost estimates, which the developer is not required to provide for the purposes of this submission are:

- The likely cost of relocating the Delivery Office. These costs will, however (when capable of determination), constitute an early development cost that will need to be funded by the developer.
- It is anticipated that the costs of relocating the bus station will be



the subject of separate funding arrangements.

**Development Values:** Details of the following assumptions should be provided: -

- estimates of rental income for each element of the scheme;
- estimates of the completed capital values of each element of the scheme with appropriate yield assumptions.

**Development Programme:** A development and construction programme should be attached to the submission showing: -

- any proposals for phasing;
- estimated start and completion dates for each element of the scheme;
- estimates of void periods;

- details of any anchor tenant arrangements plus conditional / confirmed pre-lets and elements of conditionality attached to the bid, plus anticipated dates for letting individual units.

**Funding Strategy / Developer Profit:** Bidding parties should supply the following information: -

- details of proposed private sector funding, for example, parts of scheme to be held by the developer, sold as an investment (or investments), sold to owner occupiers etc.
- identification of the developer's profit on costs / internal rates of return.

**Management Proposals:** The long term maintenance of buildings and public spaces in the final scheme are an important consideration in securing sustainable regeneration

in the area. Proposals for managing this process should be set out clearly and should be reflected in financial proposals.

**Sustainability:** Developers approach to sustainability, energy efficiency, renewable energy, materials and water. This should be expressed with reference to BREEAM/Eco Homes ratings. As a minimum the Council will be looking for the development to achieve a 'Very Good' BREEAM/Eco Homes rating.

**Bury Metropolitan Borough Council Fees:** The selected developer will be responsible for the Council's reasonable fees including those of URBED together with reasonably incurred legal costs.

**Consultation:** Potential partners are encouraged to contact the Council or their agents as detailed in the information section of the brief to discuss the key objectives of the development brief.

**Stage 2 : Selection Criteria: Bids will be assessed by reference to the following main criteria.**

- The extent to which the objectives of the development brief have been met.
- The quality of the proposed design in terms of building design, public realm, mix of uses and overall contribution to the regeneration of this part of Radcliffe.
- Willingness to work together with the Council and its development and design team in finalising the form of the development.
- Track record of project architects/design team

**Financial proposals:**

- A level of developer profit based on a percentage of actual total development costs for the scheme.

- A proposal for percentage sharing of 'overage' or value over and above that required to cover site assembly and full development costs and developer profit.

- Simplicity and clarity of overage proposals. Positive structure to foster joint public-private working.

- Demonstration of a clear strategy for project delivery taking into account the time-scales for land assembly.

- Track record of developer(s). In particular capability to deliver a mixed-use project in partnership with the public sector.

Full details of information required will be reaffirmed to shortlisted parties when part 1 submission have been considered.

# information

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## Bury MBC Delivery Team

For further information on the content of this development brief and the Council's priorities for achieving community facilities through the development contact:

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