

SCRUTINY REPORT



MEETING: OVERVIEW & SCRUTINY

DATE: 1ST NOVEMBER 2022

SUBJECT: RADCLIFFE STRATEGIC REGENERATION FRAMEWORK

REPORT FROM: MAJOR PROJECTS

CONTACT OFFICER: ROBERT SUMMERFIELD

1.0 BACKGROUND

- 1.1 Radcliffe is at the centre of an unprecedented transformation programme and the area has been identified by Bury Council as a focus area for regeneration and growth over the forthcoming years. In September 2020, a Strategic Regeneration Framework (SRF) was adopted for Radcliffe which set the long-term vision for the regeneration of the town through the delivery of a programme of capital investment projects.
- 1.2 The regeneration of Radcliffe supports the overall mission of the *Let's Do It* strategy and will increase economic growth whilst reducing levels of deprivation in this key part of Bury. As we move towards a future in urban areas where people travel less, buy locally, work and access local services, we need vital and liveable neighbourhoods. This means the Council must think carefully about neighbourhoods and how they can be either built or re-designed to work well. Strategic investment in Radcliffe town centre and the delivery of the new high school, Hub project, and residential developments as outlined in the SRF are fully aligned with this vision; with capital developments acting as enablers to realising key objectives and benefits in Radcliffe.
- 1.3 Our Corporate Plan 2020/22 sets out key themes, principles, and deliverables to support the Borough of Bury as it recovers from the local impact of the Covid-19 pandemic and builds a better and brighter future for our population, communities, and businesses. Major capital construction projects offer a significant opportunity to support local economic recovery and deliver tangible social value. In partnership with our selected contractors and development partners, Community Hub manager and council service leads, the project team will be seeking to support job creation, the implementation of apprenticeships, skill enhancement programmes and placement opportunities with local education providers. Wherever possible, we will seek to utilise a local supply chain for labour, services and materials. Moreover, our construction contracts will reflect within agreed KPIs, active engagement with and support for, a wide range of community based and charitably supported projects and programmes at a local level.

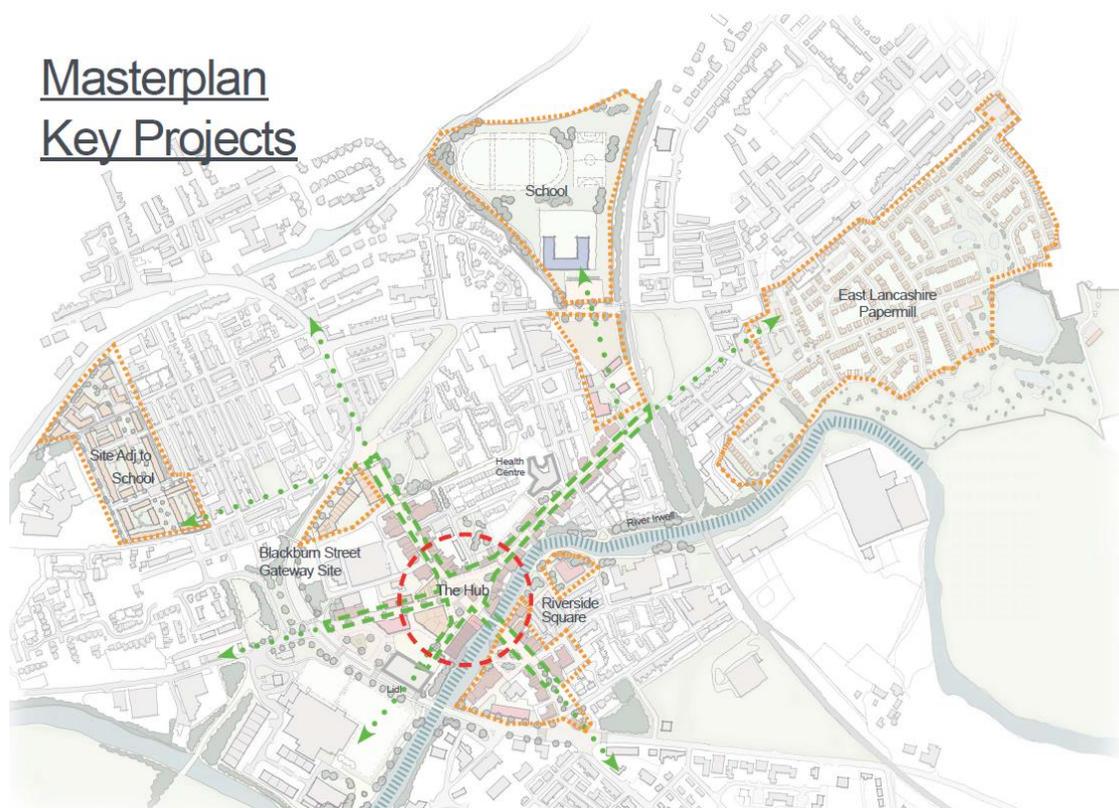
1.4 The regeneration proposals will also support national policy objectives relating to the 'Levelling Up' agenda. The Council submitted a bid to round one of the Levelling Up Fund bidding process and was successful in securing £20m for the delivery of the Radcliffe Hub. This was supplemented with match funding from Bury Council via its capital programme.

2.0 RADCLIFFE STRATEGIC REGENERATION FRAMEWORK (SRF)

2.1 Bury Council published the Radcliffe Strategic Regeneration Framework in 2020 to guide the direction of the town's growth over the next 15 years. The programme objectives are underpinned by numerous strategic drivers:

- **Socio-economic need** - acute deprivation, poor health, low educational attainment, constrained opportunities for enterprise and employment.
- **Environmental decline** - town centre decline, limited commercial offer, external investment constraints.
- **Operational challenges** - fragmented civic estate, loss of the temporary leisure centre, constrained community facilities.
- **Opportunities** – availability of brownfield land, OPE agenda, connectivity to GM, funding opportunities (public and private), success of Radcliffe Market, blue and green infrastructure.

2.2 In response, the SRF outlines a series of realistic short, medium and longer-term actions to guide Council investment to create a distinctive well connected healthy town, that unlocks hundreds of new homes, acts as a catalyst for the recovery of the high street and attraction of new investment opportunities, and facilitates employment growth.



2.3 Key SRF deliverables currently being implemented are:

- Delivery of a new secondary school.
- Creation of a new build civic hub that facilitates public services, education and wellness facilities all under one roof.
- Refurbishing and repurposing the historic market chambers and Radcliffe Market basement to create commercial retail and F&B space, alongside events space for community use and private functions.
- Creation of new employment space, business incubator enterprise centre and coworking space.
- A whole town approach to housing – facilitating the comprehensive approach to residential development.
- A programme of strategic investment projects to improve and enhance multi modal transport provision – supporting sustainable future growth and active travel.

3.0 SRF DELIVERY PROGRAMME - UPDATE

3.1 Radcliffe Secondary School

- 3.1.1 The Department for Education (DfE) has approved the establishment of the new secondary school to be located off Spring Lane and confirmed that Star Academies will be the sponsor of the school.
- 3.1.2 DfE is responsible for the delivery of the project to construct the new school but the Council retains a significant interest in providing the land on which the school is to be constructed, and ensuring the project aligns to the wider ambition of the SRF.
- 3.1.3 The Council has led a project group comprising DfE and Star for some time to ensure timely delivery of the project, and to enable a mechanism to address any barriers to delivery.
- 3.1.4 Whilst focused on timely delivery of the project, the Council has also had to ensure that access to the prospective development site to the North of the school site is preserved, and also have regard to the impact of the delivery of the project on the two existing users on the Spring Lane site, Spring Lane School and the Leisure Centre.
- 3.1.5 As with all Free School projects, the Council is also responsible for specific costs, and these have also been addresses as part of the project development.
- 3.1.6 To date, the Council's Cabinet has agreed details in terms of the Land to be subject of a 125 year lease, on which the school has been site, and also approved capital funding to meet the Council's financial obligations.
- 3.1.7 The Council has commenced pre-application discussions with the DfE advisers in respect of planning and highways issues, and these will continue as detailed designs are progressed.

3.1.8 The DfE is now close to confirming the detailed programme for delivery of the project. The position at mid October 2022 is:

- DfE to confirm appointment of developer imminently.
- Detailed delivery programme expected late October. The provisional programme is:
 - Planning application to be submitted January 2023.
 - Planning permission secured April 2023.
- Start on site July 2023. Initially this will focus on construction of the access road, and then the main school building to the North of the site.
- Between January & March 2024 release of the balance of the Spring Lane site to enable construction of the all-weather pitch and grassed area. The actual date will be confirmed as part of the detailed programme. The Pupil Referral Unit (Spring Lane School) and the Leisure Centre will need to vacate the site by this point.
- Completion of main building and immediate infrastructure, car parks, hard play etc. – August 2024.
- Completion of all-weather pitch – October 2024.

This programme enables the school to open to its first cohort of pupils in September 2024.

3.1.9 Plans have been developed, and funding put in place to enable the Pupil Referral Unit to be relocated to new premises in 2023, thereby releasing that part of the site within the programme timescales.

3.1.10 A project group has been established by Operational Services to plan for the de-commissioning of the current leisure centre, and an interim programme of activity until the new town centre facility is commissioned. The actual de-commissioning date will be determined by the detailed programme for the construction of the new school (ie between January and March 2024).

Site Masterplan – Radcliffe Secondary School

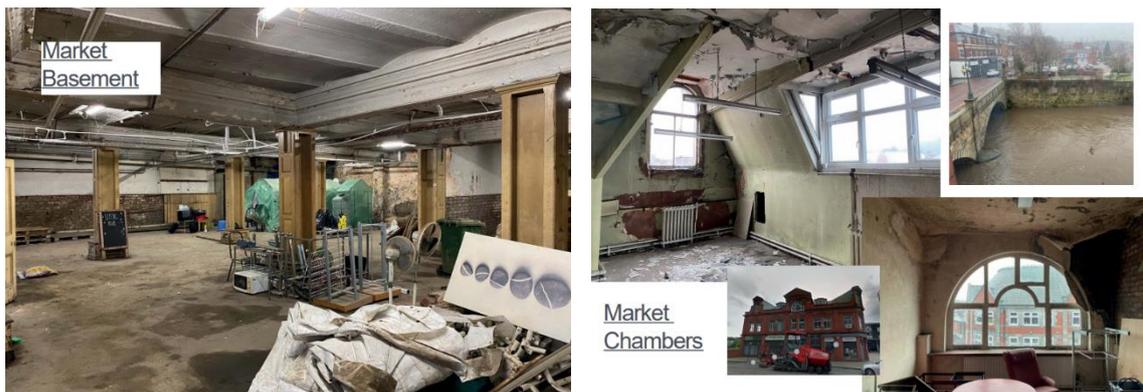


3.2 Radcliffe Hub, Market Chambers & Market Basement

3.2.1 Creation of a Hub, the refurbishment of the Market Chambers and Radcliffe Market basement space are designed to promote integrated service delivery including access to enhanced leisure, learning and skills provision, complemented by infrastructure to create a supportive environment for enterprise (co-working, incubator) and cultural engagement.



Existing leisure and town centre retail units



Existing Market Basement and Market Chambers Building

3.2.2 The project proposes significant investment to clear poor quality, obsolete buildings and deliver a high-quality hub as a focus for community leisure, recreation, learning, health and work. New facilities will be designed to exemplar standards of sustainability and inclusive and accessible design, with a focus on flexibility of use and maximising space utilisation.

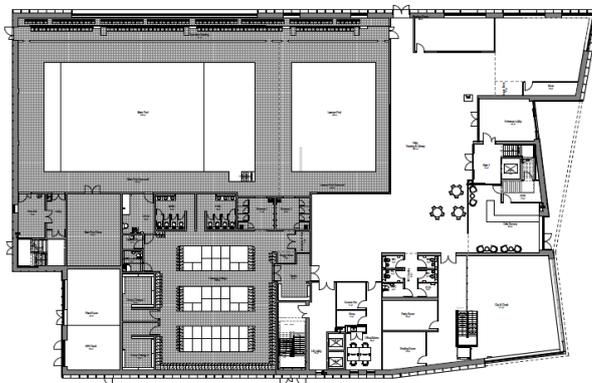
3.2.3 Diversification of the facilities within the town centre is intended to increase footfall and dwell time, thus supporting the prosperity of new and existing

businesses within the core of the town, with a capacity to accommodate future growth. The provision of wet and dry leisure facilities, a library and information centre and community space will be set within a high-quality civic environment, and will act as a focus for wider investment, broadening the appeal of Radcliffe.

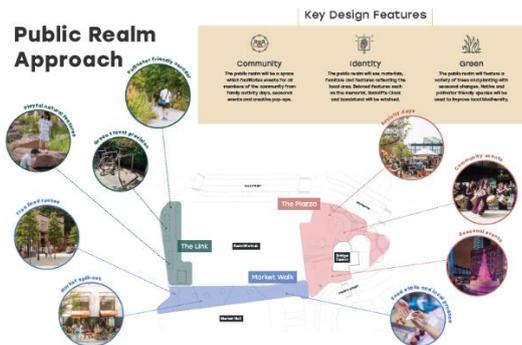


Proposed Hub CGI

3.2.4 The Hub will provide a platform for integrated service provision based on enhanced coordination between teams within the Council, NHS, other public sector partners and local community organisations. Flexible workspace will be open to these teams, supporting referral and joint action to ensure the most challenging groups benefit from Levelling Up.



Proposed ground floor layout and first floor library concept design



Proposed concept designs for Market Chambers and public realm

3.2.5 Refurbished and new build high quality commercial office and retail space will be created within this central campus of buildings, benefitting from an enhanced public realm with improved access to both the piazza, new courtyard and balcony spaces adjacent to the River Irwell, and improved connectivity to public transport and active mode infrastructure.

Radcliffe Hub Delivery Programme

3.2.6 The table below outlines the high-level delivery milestones associated with construction of the Radcliffe Hub development and progress to date.

Radcliffe Hub Delivery Milestones

Activity	Timescale	Progress
LUF Bid submission	June 2021	COMPLETE
First Stage Tender Process	June - August 2021	COMPLETE
Contractor Selection	August 2021	COMPLETE
Agree and enter into PCSA	September 2021	COMPLETE
Contractor Mobilisation	October 2021	COMPLETE
Commence Project Development (PCSA)	October 2021	COMPLETE
LUF Award Decision	October 2021	COMPLETE
RIBA Stages 2-4	Nov 2021 - Feb 2023	IN-PROGRESS
Planning Submission	January 2023	
Enabling Works Package (PCSA)	Jan - May 2023	
Stage Two Tender Period (4 weeks)	March 2023	
Approvals	April 2023	
Enter into Main Construction contract	May 2023	
Construction works (all phases)	May 23 – Autumn 2024	

Communication and Engagement

3.2.7 In order to ensure that the project proposals are co-designed with key stakeholders, and that community engagement remains central to this approach, the Project Team have progressed several key elements of the Communications and Engagement Strategy:

- Radcliffe Regeneration Office – opened in September 2021, the office operates as a ‘drop in’ space, where members of the public can access design information and speak directly with officers leading the project. The office is open to the public two days a week and has welcomed over 480 visitors over the past 12 months
- Newsletter – the first edition of the *Regenerating Radcliffe* newsletter was launched in July 2022 and distributed to 17,000 households across Radcliffe Wards and directly to local sports clubs, community groups, charities, and businesses. The newsletter will be published every six

months and will provide updates on progress and promote upcoming engagement events.

- Community Engagement Events – the Project Team have hosted a range of events; displaying design information, delivering presentations to outline project progress and host Q&A sessions; consultation workshops for specific groups such as sports clubs, youth groups, local businesses and suppliers, residents and public sector partners; attendance at community events hosted at the leisure centre, Radcliffe Market and Radcliffe Football Club; attendance at community group meetings by request. Feedback questionnaires have been made available at the most recent events and the Project Team are currently compiling a '*you said, we did*' report to distil how these responses have been incorporated into the project proposals. The report will be shared directly with those who took part and will be available online.
- Online Information – the Regeneration webpages feature a range of design information and FAQs, along with contact details for the Project Team (email contact and dedicated telephone number). A dedicated microsite is currently in development which will feature enhanced interactive content.
- Social Value Delivery Plan – working with our construction partner Vinci and extended design team and supply chain, this delivery plan outlines project opportunities for job creation, apprenticeships/placements, skills and training opportunities, community project support, connection with local education providers, and promotion of local supply chains. The Project Team have hosted a '*meet the buyer*' event at Radcliffe Market to connect local businesses with Vinci's commercial team, we have attended meetings with Radcliffe primary school Head Teachers to outline how we will work with the proposed Pupil Parliament, host STEM focused assemblies and '*have a go*' events linked to construction careers, and link the construction project to school curriculum to engage directly with pupils and their families. A Community Project Pitch event is planned for later in the year, which will offer local community groups and charities the opportunity to access support from Vinci.

3.3 Residential Development

3.3.1 The SRF identified that successful towns provide the right mix of housing to support the local population. Radcliffe has a relatively young population and entrepreneurial spirit. There is an opportunity for new market creation in the core and periphery with the introduction of live-work units and higher density development. To retain residents in Radcliffe larger residential sites should look to provide homes for families. Development should be sustainable and be of exceptional design quality, opportunities to include eco-homes should be considered. Increasing the resident population will provide footfall and increase expenditure in the core of the town. New housing developments therefore must provide strong linkages to the core.

Brownfield Development

3.3.2 A number of projects are ongoing which will bring forward a significant quantum of homes within the Radcliffe SRF area. Each development will deliver a mixture of accommodation types, including affordable homes.

School Street

3.3.3 A Cabinet paper will be presented to October 2022 Cabinet to seek approval for formalise a contractual arrangement for development of the site with developer, Hive Homes. This will enable the construction phase of the development to move forward.

3.3.4 The proposed School Street development will deliver 91 family homes, 23 of which will be affordable. The development phasing for this project is as follows:

Timescale	Activity
June 2021 – COMPLETE	GMCA BHF bid development works
October 2021 – COMPLETE	Cabinet approval for disposal
October 2022	Cabinet approval for revised site offer from Hive Homes
December 2022	Planning submission by Hive Homes
May 2023	Construction starts
September 2025	Construction complete



Proposed School Street Development and design image

Green Street Apartments

3.3.5 The Council has now exchanged contracts with Watson Homes to enable the development to progress. The project will deliver 132 new homes, 97 of which will be affordable.

3.3.6 The development phasing for this project is as follows:

Timescale	Activity
October 2021 - COMPLETE	Cabinet approval for site disposal
October 2022	Submission of Planning Application (Watson Homes)
April 2023	Construction start on site
August 2025	Construction works complete



Proposed Green Street Development and design image

East Lancashire Paper Mill (ELPM)

3.3.7 The development is being brought forward in partnership with Homes England. It is currently the largest brownfield housing site in the Borough and will deliver 400 new family homes (100 affordable) alongside upgrades to the nearby cricket club, which will be relocated on the site.

3.3.8 Homes England and the Council are supporting Morris Homes in the development of their planning application (reserve matters). It will be submitted to the Authority for review at the end of the year.

3.3.9 The proposed development phasing for the project is as follows:

Timescale	Activity
December 2021 - COMPLETE	Procurement of developer for the ELPM site.
March 2022 - COMPLETE	Cabinet approval of successful development tender.
December 2022	Reserve Matters Planning submission received by Bury Council.
August 2023	Construction start on site.
September 2029	Construction works complete.



3.4 Radcliffe Strategic Transport

3.4.1 The development of a transport strategy for Radcliffe has been undertaken in two phases.

3.4.2 The initial Radcliffe Transport Vision focused on the types of access, movement and public realm interventions that will be delivered in Radcliffe to respond to current and future transport challenges, as well as being able to support proposed new development and align to the transport aspirations set out in GM2040 Transport Strategy.

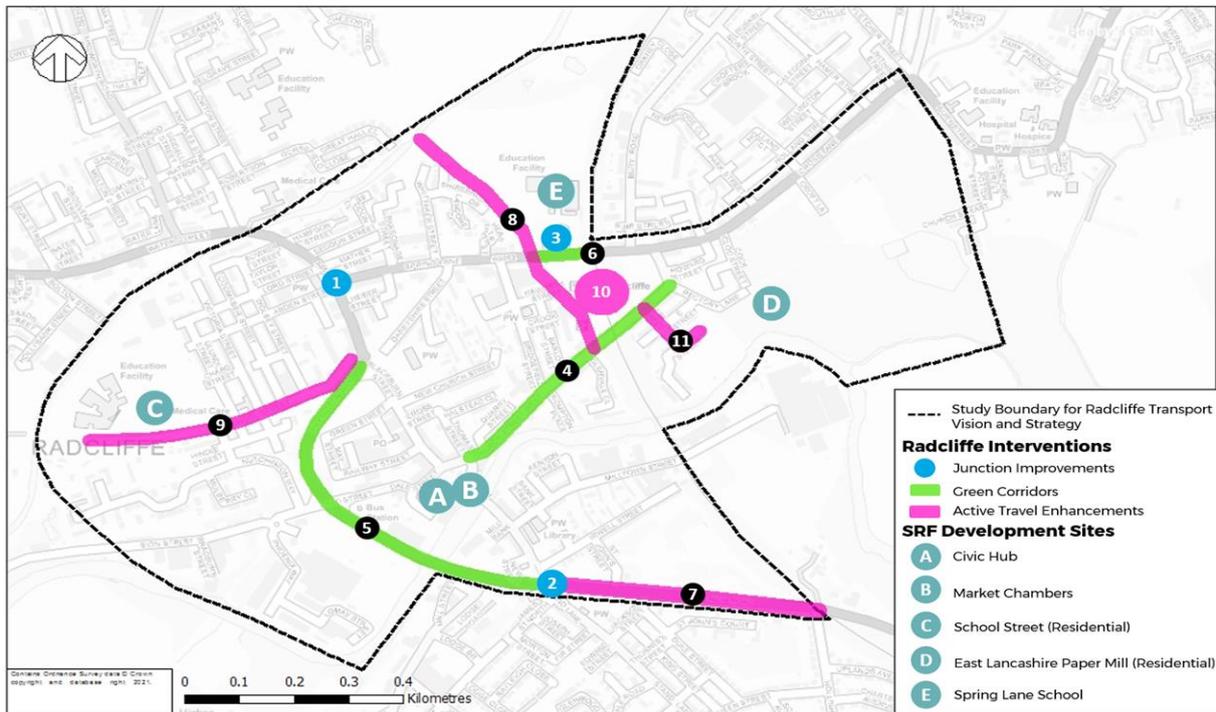
3.4.3 Given the timescales for submission of Bury Council's Radcliffe LUF bid and the importance of developing the supporting public realm scheme for the Civic Hub, this Vision document looked at an outline design and high-level costs for the supporting public realm scheme in specific detail.

3.4.4 Following on from the Transport Vision, the full Radcliffe Transport Strategy was developed, taking a more detailed look at the specific access and movement interventions needed over the next 10 years in Radcliffe. This longer-term strategy document considered the implications of relevant local and regional strategies and policies, including the GM2040 Transport Strategy and supporting GM2040 Five-Year Delivery Plan, as well as potential funding opportunities.

3.4.5 Together, the Radcliffe Transport Vision and Radcliffe Transport Strategy provide a coordinated plan for transport investment in Radcliffe over the next 10 years and beyond, with the following transport investment priorities identified:

- To deliver a high quality, safe and attractive public realm.
- To deliver a comprehensive active travel network.
- To support public health and climate change.

- To enhance the arrival experience for visitors travelling into Radcliffe by public transport.
- To develop a strategy for car parking.
- To enable the proposed SRF development sites to come forward in a sustainable manner.



Proposed Transport Interventions

3.4.6 The City Region Sustainable Transport Fund provided the first opportunity to secure funding for Radcliffe’s transport priorities. In September 2021, Greater Manchester submitted a £1.19 billion bid to this fund which included a bid for the transport investment priorities identified in the Radcliffe Transport Strategy. In July 2022, Government confirmed funding for Greater Manchester of £1.07 billion for the five-year period 2022/23 – 2026/27 and approved an investment programme which includes £9 million for active travel schemes in Radcliffe. Work is now underway to develop the proposals, which will need to meet national and regional design standards for cycling and walking, and to prepare the business cases needed to access the funding through Transport for Greater Manchester. Public consultation will be carried out on the proposals in due course.

3.5 North Block and wider regeneration opportunities

3.5.1 The Council has recently commissioned Deloitte LLP to work up development options for the future of the Radcliffe North Block, acquired by Bury Council in May 2021.

3.5.2 The North Block site is a crucial part of the Radcliffe Town Centre regeneration programme. Successful re-development will build on the landmark ‘hub’ project being delivered by the Council on the South Block.

3.5.3 Deloitte LLP will develop a comprehensive development strategy for the site alongside proposed actions to overcome inherent viability issues. The commission will suggest statutory compliant procurement and development options to create a fit for purpose strategy which links to the wider development context of Radcliffe.

3.5.4 The Deloitte work will also build on parking survey work recently carried out by WSP LTD to deliver a robust parking strategy to respond to the construction and operation of the Radcliffe Hub building.

3.5.5 The commission began in October 2022 and will report back in mid-December.

3.6 UK Shared Prosperity Fund (UKSPF)

3.6.1 Proposals are currently in development to bring forward an improved pocket park in the town centre, which will connect with the town centre regeneration projects across the River Irwell via enhanced public realm. The project will focus on three key objectives:

- Improving everyday access to green spaces, linking active travel routes, enhancing existing ecological habitats, and nature educational opportunities.
- Create inclusive opportunities to rest and play.
- Create opportunities to link regeneration placemaking with community space; via community gardening spaces, public art, improved wayfinding and connectivity to the town centre.



The existing site



The existing site



Site location in wider context

3.6.2 In accordance with the UKSPF cashflow forecast, the delivery of the project will see design development brought forward over the next six months, with works commencing on site in Summer 2023.

List of Background Papers:

N/a

Contact Details:-

Rebecca Lord: Major Projects Manager (Radcliffe)

R.lord@bury.gov.uk

Roz Catlow-Patterson: Major Projects Manager (Brownfield Housing)

R.catlow-patterson@bury.gov.uk

Paul Cook: Strategic Lead, Education Services

P.cook@bury.gov.uk

Robert Summerfield: Assistant Director of Regeneration

R.summerfield@bury.gov.uk

Executive Director sign off Date: 19/10/2022_____

Executive Team Meeting Date: _____