

Classification: Open	Decision Type: Key
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Report to:	Cabinet	Date: 12 July 2023
Subject:	Prestwich Village Regeneration – Progress Update and Draft Development Plan	
Report of	Leader and Cabinet Member for Strategic Growth and Skills	

Summary

- 1.1 Cabinet approved the formation of the Prestwich Regeneration LLP (the JV (Joint Venture)) between Bury Council and Muse Places Ltd in October 2021.
- 1.2 The JV has now completed RIBA (Royal Institute of British Architects) design stages 0 to 2. Detailed consultation has also been carried out with project stakeholders as part of the “Community Conversation” process.
- 1.3 The Masterplan for development at Prestwich has evolved in response to unprecedented levels of public comment and alongside technical construction development activity/survey work. This work, in addition to detailed development of the scheme cost plan, has informed the Draft Phase 1 Development Plan, Interim Partnership Business Plan, and the RIBA Stage 2 Masterplan. This documentation has been prepared in line with the previously agreed Joint Venture Agreement.
- 1.4 This report is requesting Cabinet to note the general principles and direction of travel set out in the Draft Phase 1 Development Plan, Interim Partnership Business Plan, and the RIBA Stage 2 Masterplan and supports further development of these proposals.
- 1.5 The documents described above are **not final** and will evolve alongside design and business case development activity. They are subject to change associated with the statutory planning process and in response to expected acquisition of external funding monies.
- 1.6 Cabinet approval will be sought for the finalised documents described above upon the completion of the final stage of design development (RIBA Stage 4). At present, this is scheduled for October 2024.
- 1.7 This report also seeks approval to commence the next stage of design development (RIBA stage 3) design which will require a commitment to fund the associated design fees appended to the Draft Phase One Development Plan. This will enable the planning application to be submitted in Autumn in line with the current programme.

- 1.8 A Final Phase 1 Development Plan will be developed during the next phase and submitted to the Management Board and Cabinet pursuant to Clause 3 of Schedule 5 of the Members Agreement.

Recommendation(s)

In line with the Joint Venture Agreement, it is recommended that:

- 2.1 Cabinet notes the progress made on the Prestwich regeneration project described in the report.
- 2.2 Cabinet notes the implications of the developing plans for the Prestwich Village Regeneration project.
- 2.3 Cabinet approves the general principles set out in the following documents and supports further development of these proposals:
- Draft Phase 1 Development Plan
 - Interim Partnership Business Plan
 - RIBA Stage 2 Masterplan
- 2.4 Cabinet approves the commencement of RIBA Stage 3 design which will require a commitment to fund the associated design team fees.

Reasons for recommendation(s)

- 3.1 Cabinet support of the Draft Phase 1 Development Plan, Interim Partnership Business Plan, and RIBA Stage 2 Masterplan for the Prestwich Regeneration project is required, prior to approval by the Muse/Bury Joint Venture Board. This is pursuant to Clauses 9 and 10 of the (JV) Members Agreement).
- 3.2 Release of capital funding is required to allow the RIBA Stage 3 design to commence and to enable the planning application to be submitted in Autumn in line with the current programme.

Alternative options considered and rejected

- 4.1 An alternative option would be for Cabinet to withhold approval of the documents identified in section 2 of the report. This would immediately pause the Prestwich regeneration project and may result in re-payment of the of previously approved development costs defrayed by Muse Places Ltd and underwritten by Bury Council.
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Background

- 5.1 As part of the Authority's vision for 2030, we are working collaboratively with our communities to achieve faster growth than the national average alongside lower levels of average deprivation. The 'Let's do it!' strategy focuses on building a better future for our children and young people, promoting inclusion, improving our environment and delivering improvements in quality of life.
- 5.2 In line with this vision, the Council's ambition is to bring forward a cohesive programme of regeneration in Prestwich, developing a new village centre which is inclusive, sustainable, reflects the needs and aspirations of local residents and delivers an attractive urban environment alongside a thriving local economy.
- 5.3 The project aims to deliver a framework for modern urban living in Prestwich which delivers an active and liveable place, reducing dependence on the motor vehicle, whilst providing local amenity and high-quality residential accommodation in a beautiful setting.
- 5.4 The Authority is mindful of the impact of Climate Change and our role in delivering a future for the borough which is sustainable. The proposed development and masterplan have been created with sustainability at its heart:
 - Delivering developments which are carbon neutral in their operation.
 - Delivering net gain in biodiversity whilst providing high quality, healthy green spaces.
 - By promoting a circular economy, where things are made and consumed in a way that minimizes our use of the world's resources, cuts waste and reduces carbon emissions.
 - Delivering social value and economic benefit to the community.
- 5.5 Addressing wider challenges and introducing best practice standards for sustainable development.

- 5.6 Cabinet approval was given in October 2021 for the Council and Muse Places Ltd to form the Prestwich Regeneration LLP (the “JV”) to bring forward a multi-phase mixed use regeneration scheme.
- 5.7 The Regeneration Scheme has the potential to bring in significant capital investment, which will help to deliver the following regeneration, economic growth, and environmental improvements in Prestwich:
- 5.8 The redevelopment of the Longfield Shopping Centre (LSC) will replace outdated, inefficient buildings (that are beyond their design life) with modern, flexible, and energy-efficient commercial and community spaces that will create a vibrant and resilient Village Centre and diversify the evening economy.
- 5.9 The consolidation of public sector occupiers (library, community spaces and potentially health facilities) into a modern hub building will enhance community service provision in Prestwich. The community hub and in particular the new library and community space will provide spaces for local community groups/organisations to curate and utilise for events in line with the Council’s new Cultural Strategy.
- 5.10 The consolidation of the Village car parking into a mobility hub will unlock the existing surface level car parks for circa 200 energy-efficient homes in a sustainable location, which will help to retain and attract residents to Prestwich and deliver increased local spend
- 5.11 Significant public realm improvement works will create flexible public spaces that can be used for a variety of events, with new tree planting and sustainable urban drainage systems.

Progress

- 5.12 The Royal Institute of British Architects (RIBA) Plan of Work sets out how design and construction should progress and is broken down into eight key stages, running from 0 to 7. Each stage is further divided into a stage outcome, core tasks, core statutory processes (planning, building regulations, health and safety), procurement route and information exchanges. The stages are as follows:
- RIBA Stage 0: Strategic Definition
 - RIBA Stage 1: Preparation and Briefing
 - RIBA Stage 2: Concept Design
 - RIBA Stage 3: Spatial Coordination
 - RIBA Stage 4: Technical Design
 - RIBA Stage 5: Manufacturing and Construction
 - RIBA Stage 6: Handover

- RIBA Stage 7: Use

5.13 The RIBA Plan of Work provides a structured process for development in the built environment, alongside specific assurance gateways to enable decision makers to review and approve development quality a business case element. The Prestwich project has been developed under this model.

5.14 The RIBA Stage 1 design work completed in February 2023 with the production of the initial Masterplan.

5.15 The RIBA Stage 2 design work commenced in March and completed in June 2023. The Stage 2 work has included the following:

- An updated Masterplan incorporating strategic engineering requirements
- Updated Cost Plan (cost forecast)
- Design Reviews with Project Stakeholders
- Stage 2 Design Programme
- Obtaining pre-application Planning Advice
- Agreed route to Building Regulations compliance
- Stage 2 design team reports

5.16 The RIBA Stage 2 Masterplan (see appendix 1) has evolved in response to further technical/design work as part of Stage 2 and the feedback from the 'Community Conversation' consultation process.

5.17 The stage 2 masterplan comprises the following:

Phase 1

- A Community Hub (circa 37,500 sq. ft.), including:
 - A flexible and multi-functional community space at the ground floor of the building (circa 3,000 sq. ft). This space could be used for a range of community events and is located at ground level to help activate the Village Square. The management and operation of the event space will require input from relevant Council officers as part of the Stage 3 design process.
 - A library at first floor to re-provide the existing Library in the Longfield Centre. The new library space has the potential to contain state of the art facilities and will have synergies with the ground floor community event space. The library and community event space can be curated and used by residents in line with Bury's Cultural Strategy.
 - At first and second floor, space has been provided for potential health facilities.

- Retail spaces (circa 3,500 sq. ft) are also located at the ground floor of the building to help activate the public realm and generate a rental income.
- A Market Hall (circa 10,000 sq. ft.) providing a mix of spaces for independent food retailers and traditional retailers. The concept for the Market Hall is to combine a high-quality food hall with communal seating, spilling out into the Village Square, along with smaller retail units (circa 200 – 400 sq. ft.) which will be suitable for independent operators. The Market Hall will create a different offer compared to the spaces provided in the Community hub / retail and leisure hub building described below, which will help to diversify the evening economy and create a mixed offer in the Village Centre.
- A retail and leisure hub building (25,000 sq. ft.) to provide high-quality, modern spaces for retailers and potential for a commercial gym operator. The ground floor of the building contains retail spaces of circa 1,000 – 2,500 sq. ft – these spaces have been flexibly designed so they can accommodate different size retailers, depending on demand. At first floor, the floorplate has been designed/sized to accommodate a commercial gym operator or office space.
- A mobility hub incorporating cycle facilities and modern, safe car parking (circa 350 spaces) for visitors and residents will assist in supporting the comprehensive development and will link it to the existing highway network and a key public transport node.
- High-quality public realm, including a new Village Square that will be flexibly designed to include spill out spaces from surrounding retail / market buildings and accommodate a mix of different ‘pop-up’ uses, including markets, food festivals, art exhibitions and live performances.

Phase 2

- 5.18 The delivery of Phase 1, principally the construction of the mobility hub and community hub is fundamental to unlocking the northern part of the site for phase 2 of the regeneration scheme (circa 200 residential homes across three plots) by providing the long-term parking provision for the Village (and therefore facilitating redevelopment of the existing LSC surface level car parks) and relocating the existing health centre/GP practices.
- 5.19 The RIBA Stage 2 design and cost information has also informed the following documents.
- Draft phase 1 development plan (appended to the confidential part of this report.)

- Interim Partnership Business Plan (appended to the confidential part of this report.)
- Design fees for RIBA stage 3, phase 1 (appended to the confidential part of this report.)
- Evolving Funding Strategy (appended to the confidential part of this report.)

Evolving Funding Strategy

- 5.20 The total cost of delivering Phase 1 of the project is appended to the Draft Phase One Development Plan.
- 5.21 There are currently various emerging strategies for funding Phase one, which are detailed in section 7 of the Draft Phase One Development Plan.
- 5.22 Initial meetings between the Council/JV with external funding organisations in seeking grant awards to contribute towards funding have been productive and illustrate that the project will deliver significant outputs which would be attractive to these agencies, and that there is a high likelihood of external funding acquisition.
- 5.23 It should be noted that the delivery of Phase 1 will facilitate the Phase 2 for circa 200 residential homes by unlocking the site physically and improving the quality of 'the place', which will help to drive residential values and improve the viability of the residential phases.
- 5.24 The final funding strategy will continue to evolve and need to align with the final phasing and construction programme. Ultimately the funding strategy and construction programme, together with grant availability and deadlines, will continue to be evaluated and evolve.

Next Steps

- 5.25 The Draft Phase 1 Development Plan has been prepared pursuant to schedule 5 of the JV Board Members Agreement and contains the required information, as set out in Para 2.1 of Schedule 5 of the Members Agreement.
- 5.26 The Draft Phase 1 Development Plan is to be submitted to the Management Board alongside the Interim Partnership Business Plan (pursuant to Clause 9 of the Members Agreement) and the RIBA Stage 2 Masterplan (pursuant to Clause 10 of the Members Agreement).
- 5.27 Clause 2.7 of the Members Agreement also states that "it is recognised that the Council will wish to obtain Council cabinet approval to any Draft Phase Development Plan before Council representatives consider such Draft Phase Development Plan at a Management Board meeting."

- 5.28 This report is therefore seeking cabinet approval of the Draft Phase 1 Development Plan, Interim Partnership Business Plan, and the RIBA Stage 2 Masterplan.
- 5.29 If Cabinet approval is received a further JV Management Board meeting will be arranged to formally determine the Draft Phase 1 Development Plan, Interim Partnership Business Plan, and the RIBA Stage 2 Masterplan.
- 5.30 Subject to approval of the above this report is also seeking approval to commence the RIBA stage 3 design which will require a commitment to fund the associated design team fees. This will enable the planning application to be submitted in Autumn in line with the current programme. The breakdown of the fees is appended to the Phase 1 Development Plan (see concluding section of the report)
- 5.31 **Please note:** this paper is not seeking final approval of the Phase one development plan as a Final Phase 1 Development Plan will be developed during the next phase and submitted to the Management Board and Cabinet pursuant to Clause 3 of Schedule 5 of the Members Agreement

Links with the Corporate Priorities:

- 6.1 The regeneration of Prestwich supports delivery of the Let's do it strategy and the five themes that underpin the plan. The five themes all have a correlation to how we design our Towns:
- **Healthy Communities:** The proposed Prestwich Community Hub building, to re-provide a modern-day library, adult learning, civic facilities, and other health related services will be a true connection to the community. The implementation of active travel, walking and cycling routes connecting people with local amenities and increasing the availability of public open space will enable the community in Prestwich to thrive.
 - **Carbon neutral:** We need to use every opportunity to ensure that development in Prestwich on our land is carbon neutral and prioritises active travel.
 - **Inclusion:** making sure that everyone's voice is heard, this will absolutely be a focus through the Consultation of the regeneration work.
 - **Digital first:** the full fibre roll out has enabled access to faster speeds and future-proofed infrastructure. This presents an excellent opportunity for the businesses and community with Prestwich being the ideal location for digital growth, and tech space.
 - **Inclusive Growth:** the regeneration scheme in Prestwich will include investment in physical infrastructure (roads, cycle ways and public transport); creating more flexible and innovative/digital workspaces to encourage more businesses to open and remain in Prestwich; to ensure residents have the best chance to access good jobs.

Equality Impact and Considerations:

- 7 A full Equality Impact Assessment will be completed as part of the next stage of design development. This will be available for consideration by the Council as part of the planning process.
- 7.1 The Joint Venture (JV) is engaging with key stakeholders, community groups and residents of Prestwich through extensive public consultation on the development proposals to ensure an inclusive approach. The consultation has been multi-stage, starting with awareness raising in March 2022, a first community conversation taking place from January to March 2023, and a further conversation planned for the Autumn. A consultation liaison group was set up with the membership consisting of local elected representatives, community, business, and stakeholder groups to help shape the consultation and the proposals.
- 7.2 To promote inclusivity a variety of online and offline engagement methods are being used including: leaflets sent to all addresses in Prestwich; a community drop-in at a local, fully accessible venue; a community workshop; online Q&A for those unable or with a preference to not attend in person events; and community contact channels including email, freephone information line and freepost address. Accessible versions of the materials were placed on the website, along with a video of the online Q&A. Information banners were displayed in the library at the Longfield Centre for people to view at their leisure. The consultation was also promoted through posters, a window wrap at the Longfield Centre and leaflets placed in local venues.
- 7.3 Targeted engagement has taken place with specific hard to hear groups, including a school's workshop with young people and reaching out to youth groups in the area; specific engagement with current tenants alongside a tenant drop-in; a meeting with the Jewish community; and attending a community meeting organised by the Prestwich Primary Care Network.
- 7.4 The JV team is also reaching out to a wider demographic by having stands at various Prestwich events including Prestwich Carnival, Clough Day and Prestwich Arts Festival. Bespoke social media channels were created with regular engaging content posted about the consultations and plans, which have amassed over 1000 followers. A proactive approach to media relations has been employed with numerous articles appearing at key milestones.
- 7.5 Over 900 people responded to the first stage of consultation with the feedback being used to inform the development of the detailed masterplan for the site. In advance of the second conversation and in response to feedback received during the first conversation, we are reviewing our approach to ensure that materials and events are as accessible as possible. For example, we plan to provide large print and read aloud formats of materials and are engaging with

the Bury Hearing Hub and Bury Society for Blind & Partially Sighted People to seek their guidance. We will also hold a 'quiet hour' during the community drop in for residents that are neurodiverse, with conditions such as attention deficit hyperactive disorder or autism, dyspraxia and dyslexia.

- 7.6 A detailed report setting out the key consultation themes and responses to the consultation questionnaires has been published on the YourPrestwich website.
- 7.7 This feedback has also been circulated to the design team and has been used to inform the Stage 2 design process.
- 7.8 Several key changes to the masterplan have been made which directly respond to the feedback.

Environmental Impact and Considerations:

- 8.1 Delivering sustainable developments is now a primary goal for the JV, and as such it has adopted Muses Sustainability Strategy which includes a Sustainable Development Brief) & Sustainable Action Plan which will be utilised on the Regeneration Scheme.
- 8.2 The Vision is to create exemplar sustainable net-zero developments that maximise social benefits and enhance the environment for future generations.
- 8.3 The Goal is to build communities that are founded upon social value and health and wellbeing.
- 8.4 Our Pledge is to fulfil these responsibilities with integrity, honesty, and transparency.
- 8.5 The following objectives are the cornerstones of the Sustainable Development Strategy, which will be the guiding principles for the Regeneration Scheme:
- Net zero carbon – to be net zero carbon in construction and during operation.
 - Enhancing biodiversity – delivering a net gain in biodiversity, whilst delivering high quality green spaces.
 - Circular economy – eliminating waste and improving resource efficiency through circularity.
 - Health & Wellbeing – delivering high quality spaces where people can live, work, and thrive whilst positively impacting their physical and mental health.
 - Social Value - The positive social, economic, and environmental outcomes that we create for individuals, businesses, and the government through our development activities.

- Wider sustainability - Capturing wider sustainability issues such as Water, Transport & Certification.
- 8.6 Behind each objective are Target and Aspirational Key Performance Indicators (KPIs). The Target level of performance represents the minimum level that all developments should achieve. The Aspiration performance levels represent industry best practice or pioneering level of performance.
- 8.7 Each building type will have slightly different KPI's due to the nature of the building, however, they will all be assessed against the criteria contained in the Sustainable Development Strategy
- 8.8 Hoare Lea has been appointed to the project team to manage the Sustainable Development Strategy and ensure the design teams are pushing hard to achieve the required targets. Where targets cannot be achieved for technical, operational, or financial reasons, a robust justification must be presented by the design team for consideration. The progress of achieving the KPIs will be regularly recorded and monitored and form part of the project review meetings.

Assessment and Mitigation of Risk:

- 9.1 A full and comprehensive risk register, including mitigation plans, is located appendix 4 of the Prestwich JV, Draft Phase 1 Development Plan.

Legal Implications:

- 10.1 The overarching joint venture agreement states that Cabinet approval must be provided prior to this matter being considered at the joint venture board. Members are asked to note that the plans are not finalised and further work is required before final options will be presented to Members. The body of the report sets out the relevant sections of the joint venture agreement. Provision is made in the agreement in relation to the funding of development fees at this stage. The full details are set out in the accompanying part B report .

Financial Implications:

- 11.1 The JV has already incurred phase 1 professional and design fees, that whilst they have been cash flowed by MUSE are underwritten by the Council should phase 1 not progress. This report seeks approval to progress to the next stage of design which will incur further costs. These costs will be 50/50 funded by both MUSE and the Council but again be fully underwritten by the Council should phase 1 not progress.

Appendices:

- Appendix 1 – RIBA Stage 2 Masterplan

Background papers:

- October 2019 Cabinet Paper
- March 2021 Cabinet Paper
- May 2021 Cabinet Paper
- Oct 2021 Cabinet Paper

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
JV	Joint Venture
MBC	Metropolitan Borough Council
RIBA	Royal Institute of British Architects