

TRAFFORD COUNCIL

Report to: Executive
Date: 24th January 2022
Report for: Decision
Report of: Executive Member for Housing and Regeneration

Report Title

Proposed residential redevelopment of Claremont/Chapel Road Site, Sale and associated re-location of Trafford Music Service and Stretford Library. -Part 1

Summary

The report sets out the proposed residential redevelopment of Claremont/Chapel Road site, Sale and the re-investment of part of the development return to fund the re-location of Stretford Library to the Stretford Mall, and Trafford Music Service to the vacated and improved Stretford Library building.

In addition, the report seeks approval to commit the necessary resources for further development of the proposed scheme design to inform the next phase of the proposed development and provides a greater level of cost confidence. This will provide the Council with more detailed information on which to formulate the business case for the proposed development and associated relocation of services

Recommendation(s)

The Executive is recommended to:

- a) Note the due diligence currently undertaken, as set out in the report
- b) Approve additional feasibility studies in order to procure professional services to facilitate further project design development (RIBA Stage 2) and further progression of the business case
- c) Delegate authority to the Corporate Director of Place to make appointments as necessary in relation to the design development and formulation of the business case to support the proposal.
- d) Delegate authority to the Corporate Director of Governance and Community Strategy to finalise and enter into any documents required to give effect to these recommendations
- e) Note that a report will be presented to the Executive following the outcome of the proposed work detailing the proposed next steps.

Contact person for access to background papers and further information:

Name: Mr Richard Roe
Extension: 4265
Background Papers: None

Implications:

Relationship to Policy Framework/Corporate Priorities	Supports policy for Economic Growth and Development.
Relationship to GM Policy or Strategy Framework	The proposed development will provide High quality housing, with appropriate and affordable options for different groups
Financial	This scheme will be developed to support regeneration and generate a financial return to both support the Capital Programme, and provide for the improvements to Stretford Library as the new base for Trafford Music Service, and the relocation of Stretford Library to Stretford Mall Funding of £100k is recommended to be approved from the Strategic Investment Capital Programme to allow Design to progress to RIBA Stage 2 along with survey information to provide greater certainty on design. This spend will be at risk and will be a revenue budget pressure should the scheme not be undertaken.
Legal Implications:	The development will necessitate the Council entering into numerous contracts and professional appointments, which will all need to be carried out in accordance with accepted procurement protocols ensuring that the Council is protected.
Equality/Diversity Implications	An equality Impact assessment will need to be undertaken to ensure there are no negative impacts or restrictions on any person based on the following factors: <ul style="list-style-type: none">• Age• Disability• Pregnancy and maternity• Religion or belief• Race• Sexual orientation• Gender reassignment• Marriage and civil partnership
Sustainability Implications	The scheme is designed to reduce energy demand through passive design measures lowering energy bills for potential occupiers. This will be coupled with low energy building services and supplementary renewable technology where required. The development will be designed to meet the 5%

	improvement outline in the Trafford Council Core Strategy, Policy L5.
Carbon Reduction	A Whole life carbon report prepared in accordance with RICS Whole life carbon assessment of the built environment will be commissioned for both Design and Construction of the proposed development.
Resource Implications e.g. Staffing / ICT / Assets	The Director of Development will lead a small team of Project, Design and Cost Management personnel to optimise the scheme design solution
Risk Management Implications	There are risk implications associated with any investment.
Health & Wellbeing Implications	No Direct Implications
Health and Safety Implications	No Direct Implications

1.0 Strategic Case

- 1.1 This report seeks to present a series of proposals to make better use of the Council current assets, the proposed development will support the regeneration of Stretford towncentre and provide a financial return to the Council. The current proposal involves the relocation of Stretford Library into Stretford Mall, the relocation of the music service to the current Stretford library building, and the redevelopment of the current home of the music service at the Claremont Centre.
- 1.2 Trafford Council are currently engaged with the proposed regeneration of Stretford and in particular the Stretford Mall. The proposed relocation of the Stretford Library within the Mall not only aids the overall regeneration but provides an opportunity to relocate the Trafford Music Service (TMS) within the vacated library building which will undergo improvements. This further provides an opportunity to repurpose the existing building whilst allowing TMS to transfer their service provision to more appropriate accommodation thus continuing to support the delivery of the music services to Trafford school children, as part of the Council's wider Cultural offering.
- 1.3 The proposed relocation of Trafford Music Service releases the existing site and buildings and presents the Council with an option to redevelop the site with the provision of a residential offering. This will allow the Council to fund the financial investment required to facilitate the relocation of services whilst presenting a profit once sales incomes are secured
- 1.4 A relocation of the team currently based in the building on Chapel Road presents the Council with an opportunity to redevelop a larger site. This fits with the Strategic Case as made in the Locality Asset Review, a review of public sector buildings completed in May 2019. This found that it was an underutilised building and an imperfect office base. In relocating the service based at Chapel Road, there is an opportunity to improve the accommodation of the service to a secure, fit for purpose operational base. It would also afford the opportunity to revisit the accommodation section within the partnership agreement (known as a 'Section 75') between the Council and Greater Manchester Mental Health. This would enable us to acknowledge the cost of the opportunity ensuring sustainable funding for the future.

2.0 Introduction

- 2.1 The Trafford Music service have expressed a wish to relocate from their current outdated and unsuitable accommodation (current base located at the Claremont Centre, Sale) into more suitable accommodation capable of providing a first-class Music service to the Borough. The existing property has suffered from lack of investment over the years and as such requires significant investment should the Music Service remain in situ.
- 2.2 An opportunity has presented itself and as such an exercise has been undertaken to explore the viability of relocating the Stretford Library to a unit within Stretford Mall, relocating Trafford Music Service from the Claremont Centre to the existing Stretford Library building and relocating the GMMH Home Based Treatment team from 71a Chapel Road in Sale to a new base. (Yet to be determined)
- 2.3 Vacating the Claremont/ Chapel Road site will leave this available for a proposed residential redevelopment and thus allow the Council to generate sufficient capital to invest in the relocation of these services and make improvements to the Stretford Library building. The site has been identified as a prime location for residential development due to its brownfield status and town centre location with proximity to local amenities and public transport.
- 2.4 Early consultation with the Local Planning Authority has established that the Claremont centre is a building of some architectural merit and should be retained, whilst the site is feasible as a residential development.
- 2.5 71a Chapel Road is currently utilised as a back-office location for community mental health support services and is considered inappropriate as it was originally constructed as a residential home.

3.0 Assets under consideration

- **Stretford Library** – library service in Stretford town centre
- **Trafford Music Service** – whole borough music tuition delivered in schools and from central base, Claremont Centre.
- **GMMH Home Based Treatment team** – provides an alternative to inpatient care by offering short-term intensive community support
- **Claremont Centre/ 71a Chapel Road** – former school and adult day centre and site for redevelopment

4.0 Stretford Library relocation to Stretford Mall

- 4.1 Stretford Library is currently located on Kingsway in a building dating back to 1940. The building is increasingly unfit for purpose due to damp issues in the basement and first floor and currently has a maintenance backlog in excess of £800k
- 4.2 Following the Council's 50% acquisition of Stretford Mall and the joint venture with Bruntwood to manage and redevelop this building, it is proposed to relocate Stretford Library within Stretford Mall. This would initially provide the library with a short to medium term solution (2-5 years) in a currently vacant unit. The longer-term aim would be to incorporate a purpose-built library facility into the mall redevelopment as part of the Stretford Masterplan proposals. Two units within Stretford Mall have been identified as potentially suitable and the former Bon Marche unit at 37-38 The Mall selected as the preferred option.

- 4.3 In a bid to evaluate the likely improvements of the proposed library relocation we have reviewed the recorded data associated with previous library relocations into Town centre locations. The resulting data demonstrates the potential increase in activities.
- 4.4 When Altrincham Library relocated to its new location in the town centre the first year witnessed
- An increase of 32% in the number of items borrowed
 - An increase of 47% in the number of visitors
 - An increase of 101% in new members joining the library
- 4.5 Stretford Library number of items borrowed – 32,190
This is 5% of the total number of items borrowed throughout 2019/20. For comparison purposes the busiest library was Altrincham with 83,383 items borrowed, 12% of the overall total
- 4.6 Stretford Library number of visitors – 73,486
This is 8% of the total number of visitors in 2019/20. For comparison purposes the busiest library was Sale with 142,786 which is 16% of the overall total number of visitors.
- 4.7 Stretford Library number of children attending storytimes / rhymetimes – 4,800
This is 13% of the overall total. For comparison purposes the busiest library was Urmston with 9,471 children attending these sessions.

5.0 Trafford Music Service relocation to Stretford Library building

- 5.1 Trafford Music Service (TMS) provides borough-wide musical tuition and group activities both in schools and from its current base at the Claremont Centre in Sale, a former school building.
- 5.2 The Claremont Centre is currently considered as not fit for purpose as a base for the Music Service because the fabric of the building is in need of significant investment, acoustic treatment of rooms is inadequate, and the service is having problems associated with instrument storage.
- 5.3 Refurbishing the building to an appropriate condition to continue to accommodate TMS would not be financially feasible due to the high cost of remedial works, coupled with the ongoing future running costs and carbon footprint of a building of this size and age.

6.0 71a Chapel Road

- 6.1 GMMH's Home Based Treatment Team plus several Approved Mental Health Professionals, who deliver mental health services in the community, are currently based in a former residential home which is unsuitable as an office facility. There is no formal agreement to occupation, but a 'Section 75' agreement is in place.
- 6.2 The Strategic Estates team is currently working with GMMH and the wider Strategic Estates Group to identify a new base for this team, with several options are under consideration.

7.0 Proposed solution

- 7.1 The Development Team commissioned an Architectural practice to carry out an initial feasibility exercise to establish if-
- The TMS could be accommodated within the Stretford Library and
 - Was a residential option feasible on the Claremont/Chapel Road site.
- 7.2 The exercise concluded that there was a requirement to introduce a mezzanine level within the existing library building in order to accommodate the storage requirements of the TMS.
- 7.3 The residential option retains the Claremont building in its entirety and provides the potential for eighteen residential apartments with eight Town houses being proposed on Chapel Road.
- 7.4 Sustainability- A fabric first approach will be taken when designing the scheme, with a robust external wall make-up, improved glazing and increased cavity insulation. The effect of this being better thermal performance and improved air tightness.
- 7.5 In addition to an increased specification, we propose to employ an appropriate consultant to provide a scope of works for a 'Whole Life Cost' assessment of the scheme which will be used to develop Key Performance Indicators for the Contractor to report against while on-site.
- 7.6 A whole life Carbon report will be commissioned, prepared in accordance with RICS Whole life carbon assessment of the built environment November 2017 for both Design and Construction of the proposed development.
- 7.7 Potential Schedule of Accommodation

Schedule of Accommodation	
Number of units	Accommodation Typology
8 No	1 Bed Apartments
10 No	2 Bed Apartments
8 No	4 Bed Town Houses

- 7.8 The Amey Estates Team have carried out a high level financial appraisal of the proposed development, although it should be noted this is on the basis of limited information and as the scheme progresses it will be necessary to re-evaluate the situation as more detailed design information becomes available.
- 7.9 The high level appraisal and indicative costings are set out in part 2 of the report

8.0 Affordable Housing provision

- 8.1 The proposed residential development will provide a Local Authority compliant 25% affordable homes provision.
- 8.2 Local Authority Affordable homes requirements
1. Provision of 25% First Homes
 2. 50:50 split between intermediate and Social/affordable rent on the remaining 75% affordable homes requirements.

9.0 Other Options

9.0 Do Nothing

If no development is to progress the Council will have to deal with the significant lack of investment on the Claremont Centre to allow the TMS to continue to provide a Music Service within the Trafford area. The GMMH will continue to be housed in unsatisfactory accommodation without any formal lease agreement.

9.1 Transfer the Stretford Library to the Mall

Continue with the proposed transfer of the Stretford Library to the Mall as currently proposed but then be left with a property that has no proposed use and becomes a concern to the Council. Option to sell the building

10.0 Next Steps

10.1 The Development Team are seeking approval to move forward with the appointment of a Design Team to allow more detailed information and specifications to be developed. It is anticipated that these costs will be in the region of £100k to allow a more detailed design to be progressed along with a PPA agreement with the LPA. Detailed surveys of the buildings will be undertaken, consultation with Highways officers, fire officers etc. We anticipate the following consultants will be appointed and the following activities will be undertaken.

10.2 Budget cost analysis of professional fees with indicative timescales and outcomes. Please refer to the table below

Consultant	Budget Cost	Outcome	Time frame
Architect	£30k	RIBA Stage 2/Concept	Feb-April 2022
Structural Engineer	£20k	RIBA Stage 2/Concept	Mar-April 2022
Civil Engineer	£10k	RIBA Stage 2/Concept	Mar-April 2022
Mech/Elect Eng	£15k	RIBA Stage 2/Concept	Mar-April 2022
Ecology	£3k	Full survey/Report	March 2022
Arbicultural	£2k	Full survey/Report	March 2022
Surveys	Budget Cost	Outcome	Time Frame
Topographical	£5k	Full survey/Report	March 2022
Building Measured	£5k	Full survey/Report	March 2022
Ground Investigation	£5k	Full survey/Report	March 2022

Consultation

Initial consultation and briefing sessions with the Local Ward Councillors have been undertaken and ward Councillors are supportive of the principle of the scheme, subject to feedback from residents following consultation prior to the planning application being submitted. Further consultation will be required as the scheme develops and more detailed information becomes available.

Throughout the design development and prior to submission of the planning application a full process of public consultation is due to be undertaken. Ward Councillors and Executive members will be briefed as the design develops over the coming months.

Reasons for Recommendation

Implementation of the recommendation will allow the Development Team to appoint a full design team allowing us to develop more detailed technical design and specification leading to a more accurate understanding of the financial implications of the project. Early engagement with the Local Planning Authority will help to reduce the risk on planning issues and assist in developing an award winning design.

The development will produce a capital return for the Council which will support the delivery of the Council's strategic objectives across the Borough.

Key Decision (as defined in the Constitution): ~~No~~ **Yes**
If Key Decision, has 28-day notice been given? N/A ~~Yes~~

Exempt Information

By virtue of Paragraphs 1,2,3,&4 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by The Local Government (Access to Information) (Variation) Order, the following information has been excluded from Part 1 of this report and included in Part 2 of the report:

1. Information relating to any individual.
2. Information which is likely to reveal the identity of an individual
3. Information relating to the financial or business affairs of any particular person (including the authority holding that information)
4. Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the Council and employees of the Council.
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6. Information which reveals that the authority proposes —
 - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
 - (b) to make an order or direction under any enactment
7. Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.


In all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Reports will not be accepted without completion of the following section - THE EXECUTIVE MEMBER AND DIRECTOR MUST CLEAR ALL REPORTS before they are sent to Democratic Services.

Finance Officer Clearance (type in initials) PC

Legal Officer Clearance (type in initials) TR

[CORPORATE] DIRECTOR'S SIGNATURE (electronic)

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke at the end.

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.