

**STOCKPORT COUNCIL**  
**REPORT TO EXECUTIVE MEETING – SUMMARY SHEET**

**Subject:** Brinnington Regeneration

---

**Report to Executive Meeting**

**Date:** 2 April 2013

---

**Report of:** Executive Councillor (Economic Development & Regeneration) and Executive Councillor (Governance and Corporate Services)

---

**Key Decision:** (b)

***NO / YES*** (Please circle)

Forward Plan ☒ General Exception ☐ Special Urgency ☐ (Tick box)

---

**Summary:**

This report provides the Executive with an update on progress in delivery of the Brinnington Regeneration Plan and informs Members of the outcome of a recent tendering process to identify a developer partner to take forward new housing development in Brinnington.

This report also seeks approval:

- to appoint a preferred developer partner to work with the Council and its partners and outlines work on site assembly.
- for the strategy for the relocation of Castle Hill Special School in Brinnington to existing and improved accommodation at the former Offerton School site including the demolition of Castle Hill and the redevelopment of this site for housing purposes;
- of a strategy to develop a new build leisure facility in a more central location in Brinnington and associated funding strategy.

The report also outlines the proposed community consultation which forms part of these regeneration proposals.

---

**Comments/Views of the Executive Councillors:**

This strategy will take forward the principles of the Brinnington Regeneration Strategy into the delivery stage and will result in much needed new family housing and better, more accessible sports facilities in the area. This will mean better housing choice and health outcomes for local people and will also attract economically active families into Brinnington.

---

**Recommendation(s) of Executive Councillors:**

The Executive is recommended to:

- note the progress on the delivery of the Brinnington Regeneration plan

- approve the appointment of Countryside Properties as preferred developer, and to request that work is now undertaken to enter into a development agreement with Countryside Properties to deliver the new housing proposals
- note the proposals for relocating Castle Hill School, Brinnington to existing and enhanced facilities at the former Offerton School site and to agree to receive a further report detailing the outcome of the public consultation at a future meeting.
- approve the strategy and associated funding structure for developing a new leisure facility at Brinnington Park, and closing the existing facilities at the Lapwing Centre
- note the proposed consultation that will be undertaken on the proposal to re-locate Castle Hill School; on the proposal to develop a new sports facility in Brinnington; and on the proposals to develop new housing in Brinnington, as outlined in this report.

---

**Relevant Scrutiny Committee** (if decision called in):

Environment and Economy

---

**Background Papers** (if report for publication):

There are none.

Contact person for accessing

Officer: Andy Kippax

Background papers and discussing the report:

Tel: 0161 474 4319

---

**‘Urgent Business’:**

YES / ☒ NO (please circle)

**Certification** (if applicable)

This report should be considered as ‘urgent business’ and the decision exempted from ‘call-in’ for the following reason(s):

The written consent of Councillor

and the Chief Executive/Monitoring

Officer/Corporate Director for Corporate and Support Services for the decision to be

treated as ‘urgent business’ was obtained on

/will be obtained before

the decision is implemented.

---

## **BRINNINGTON REGENERATION**

### **Report of the Service Director (Place Development) and the Corporate Director for Corporate and Support Services**

#### **1. Purpose of Report**

##### **1.1 The purpose of this report is:**

1. To provide the Executive with an update on progress in delivery of the Brinnington Regeneration Plan
2. To inform Members of the outcome of a recent tendering process to identify a developer partner to take forward new housing development in Brinnington and seek approval to appoint a preferred developer partner to work with the Council and its partners;
3. To outline work on site assembly and seek approval for the strategy for the relocation of Castle Hill Special School in Brinnington to existing and improved accommodation at the former Offerton School site including the demolition of Castle Hill and the redevelopment of this site for housing purposes;
4. To seek approval of a strategy to develop a new build leisure facility in a more central location in Brinnington and associated funding strategy.
5. To outline the proposed community consultation which forms part of these regeneration proposals.

#### **2. Brinnington Regeneration Plan**

##### **2.1 Stockport Borough Council and its partners commissioned regeneration consultants – GVA Grimley - to prepare a plan which would guide the future sustainable regeneration of Brinnington in terms of its physical development and identify ways in which to create a more sustainable and vibrant neighbourhood. This strategy was approved by the Executive at its meeting on 14<sup>th</sup> March 2011**

##### **2.2 The Regeneration Plan highlighted a series of recommended actions, including:**

- The identification of opportunities for new residential development in Brinnington;
- The identification of need and opportunities for diversification of housing tenure and property types, and
- Strategies for encouraging movement through housing tenures

##### **2.3 The Plan also identified a number of key sites/projects that could be taken forward to help facilitate these residential opportunities, including:**

- Tame Valley Primary School Site
- Lapwing Centre/Castle Hill School
- Blackberry Lane
- Small gap sites within Brinnington currently used for non-residential uses

##### **2.4 Since approval of the Regeneration Plan, the Council has worked with its partners to continue the regeneration process in Brinnington and there has been a significant amount of investment to date. Recent projects include:**

- 8 new shared ownership homes at Blackberry Lane, delivered by Stockport Homes, in the north of Brinnington
- A Railway Station upgrade that provides new passenger information points, platform facilities and CCTV
- Investment to improve the public realm and play facilities across Brinnington
- Access improvements to Reddish Vale Country Park
- A further 18 family houses for shared ownership on Essex Road have recently received planning consent and are to be delivered by Stockport Homes.

2.6 A series of complementary regeneration measures are currently worked up including:

- A strategy to improve the high rise and walk up flat accommodation;
- Public Realm/Access improvements to enhance the main routes through the area;
- Increasing the quality of the retail offer in Brinnington;
- Brinnington Big Local Programme (£1m of Lottery funding has been made available to Brinnington over a 10 year period, to invest through grants, social investments (e.g. loans) and procuring services to make the area a better place to live).

### **3. Housing Delivery and Selection of a Preferred Developer**

3.1 Following the approval of the Regeneration Plan, officers have been working on a Delivery Strategy for the implementation of a Preferred Option that emerged during the master planning process. This includes a phased programme of housing delivery and to this end several potential housing sites/opportunities have been identified, including those originally highlighted in the Plan.

3.2 These potential sites are all are under Council ownership, although part of site F, Truro Avenue, is leased to a private individual (see the location plan attached in Appendix 1).

A) Blackberry Lane

B) Lapwing Centre/Castle Hill School

C) Lapwing Playing Fields

D) Lapwing Lane

E) Former Tame Valley Primary School (Phase 2)

F) Truro Avenue (including the former Petrol Filling Station which is currently leased)

Further detail of each of these individual sites is contained in Appendix 2.

3.3 The table below gives an indication of the number of dwellings that these key housing sites could produce across the area (taken from the Regeneration Plan) and how they might be phased. If all these sites are developed out over the next 5 years this will make a significant contribution to Brinnington's regeneration:

Phasing (Years)	Site Name	Approx. Yield
<b>Phase 1 (yrs 1-2)</b>	Lapwing Lane (Phase 1)	12
	Truro Avenue (including PFS)	20
<b>Phase 2 (yrs 2-3)</b>	Lapwing Centre (Phase 1)	60
	Blackberry Lane (phase 1 )	30
	Tame Valley (Phase 2)	20
<b>Phase 3 (yrs 3-5)</b>	Blackberry (Phase 2)	30
	Lapwing Centre (Phase 2 Playing Fields)	100
	<b>Total</b>	<b>272</b>

- 3.4 A tendering process has recently been completed with a view to identifying a preferred developer to undertake the delivery of the housing element of the Brinnington Regeneration Strategy i.e. the delivery of the key housing sites outlined above.
- 3.5 The procurement process utilised the Homes and Communities Agency's Delivery Partner Panel and an outline of this process is included in Appendix 3 of the report as background information.
- 3.6 A soft market testing exercise highlighted that land and development values are low compared to other parts of the borough and the need for the Council to consider appropriate land values to ensure the viability of development in the area. The exercise also raised the need to be pragmatic in the approach to any capital receipts and in particular when and if any payments might be achieved. This issue needs to be balanced against the longer term, positive effects of bringing forward new housing in Brinnington that will be attractive to economically active and emerging households. Bidders were therefore asked to bid on the basis that the emphasis would be on the quality of the proposed housing, the provision of suitable tenures that will meet the required regeneration objectives, and include a financial offer that provides the Council with a realistic financial return within an acceptable timescale bearing in mind the challenge of developing in deprived areas in the current economic climate.
- 3.7 Although a number of developers were invited, and expressed initial interest, only one tender bid (from Countryside Properties) was finally received by the 11<sup>th</sup> January 2013 deadline. The bid has been assessed by a project team comprising officers from the Council's Regeneration and Strategic Housing Teams, Stockport Homes and the Homes and Communities Agency using the evaluation matrix attached at Appendix 4. This assessment included a presentation and interview process during which Countryside outlined their proposals, answered questions and provided an overview of similar regeneration projects they had delivered to introduce market housing in challenging areas in the north west

3.8 The characteristics of the bid from Countryside are as follows:

- **Housing Numbers**

A total of 292 new residential dwellings are proposed (this is an increase of 20 units on the potential yield identified in the Regeneration Plan)

- **Phasing**

Overall, the entire development period as proposed spans a seven year timeframe, beginning early in 2014 and completing early in 2018.

Phase 1 of the proposed programme will include Sites B and C (Lapwing Centre/Castle Hill School and the associated playing fields) with an anticipated construction start in Feb 2014 and completion in March 2018. This site will yield 155 dwellings. Phase 1 also includes the development of Site B, Lapwing Lane with a proposed start in June 2014 and completion in October 2014 (10 dwellings) and also the development of site F, Truro Avenue beginning in October 2014 and completing in April 2015 (14 dwellings). In total, Phase 1 will yield 179 new dwellings.

Phase 2 involves sites A and E, Blackberry Lane and the second phase of the former Tame Valley primary School site. This is programmed to begin in May 2018 and to complete in November 2021 and will yield a further 113 dwellings.

- **Tenures**

282 of the proposed dwelling houses will be made available as open market for sale housing and the remaining 10 dwellings (Site B, Lapwing Lane) will be for shared ownership. Countryside Properties have stated that all the 2 bed properties and 75% of the 3 bed properties will be made available on a shared equity basis at 15% of gross sales value. Since their submission, Countryside Properties have also indicated that, in addition to those properties proposed for shared ownership on Lapwing Lane, further properties could also be made available for shared ownership in partnership with a Registered Provider. Shared ownership tenure has been particularly successful in Brinnington at the Equity Housing development at Brinnington Village and more recently at the Stockport Homes Ltd development on Blackberry Lane.

- **House Types**

The bid proposes the following housing type mix:

2 bed properties – 64

3 bed properties – 193

4 bed properties - 35

211 of the proposed dwellings are semi-detached houses and 81 are detached dwelling houses

3.9 In terms of the financial offer to the Council, this is made up of a total land value, 60% of anticipated equity share value, and a 50% overage agreement. The details are contained within confidential appendix A attached to this report

- 3.10 The Brinnington Regeneration Plan seeks to increase housing choice in the area through diversification of tenures and houses types and to provide housing that encourages economically active households to move into Brinnington and provides the opportunity for local residents who become economically independent and wish to stay in the area rather than moving to other areas where housing choice is greater.

Whilst improving housing choice for local residents who are able and wish to purchase new housing in the local area, the proposal by Countryside, would also result in an influx on new residents into Brinnington, who, because of the need to be able to service a mortgage, would be economically active. This would assist in boosting the local economy and in changing the perception of Brinnington to a place of housing choice.

- 3.11 In terms of types and tenures the proposal is in line with the Council's brief which stated that the Council's preference is for tenures that will be attractive to economically active and emerging households and with an emphasis on ownership options. The proposed equity share and shared ownership options will also broaden the choice for local residents who wish to purchase but may not be able to afford full market prices (Shared ownership tenure has been particularly successful in Brinnington at the Equity Housing development at Brinnington Village and more recently at the Stockport Homes Ltd development on Blackberry Lane). It is felt that the tenure Phasing is broadly in line with an indicative programme that was included in the brief. Of note however is Countryside Properties' desire to begin work on the largest site i.e. Sites B and C (Lapwing Centre/Castle Hill School and the associated playing fields) as part of the first phase. This would seem sensible, given the expected yield of 155 units and the length of time that this will take to fully develop.
- 3.12 The financial offer, although caveated by the need to undertake further more detailed site investigations and to monitor the ongoing effect of the recent economic downturn on the local housing market, is felt to acceptable and could be utilised to support the complimentary regeneration measure and further work required in Brinnington as outlined in paragraph 2.6 above.
- 3.13 The assessment concluded that the proposal met the overall objectives and provided a comprehensive delivery proposal, and should therefore, be recommended to the Executive for approval.
- 3.14 As part of their submission, Countryside Properties have outlined an engagement strategy which will allow existing local residents to influence the design, delivery and implementation of the new housing. This draws on their experience of delivering similar projects in comparative areas in Greater Manchester and Liverpool and will include community/stakeholder meetings prior to the submission of any planning applications.

#### **4. Castle Hill High School, Brinnington (Special)**

- 4.1 Background information regarding Castle Hill High School is contained in Appendix 5.
- 4.2 As outlined in the previous sections of this report, one of the key potential housing sites identified in the Regeneration Plan is the Lapwing/Castle Hill Complex and the redundant playing fields. The reasons are as follows:
1. The site suffers from lack of accessibility in terms of its existing uses:
    - a. The uses contained within the Lapwing Complex, particularly sport and recreation, would benefit from being in more sustainable locations. In terms of the sport facilities these need to be located closer to the Brinnington centre so that Brinnington residents can gain easier access.
    - b. Castle Hill, given that it serves the wider Stockport community, would be better located in a more central location.
    - c. A recent study of the sports provision has concurred with the findings of the master planning work i.e. that a more central location within Brinnington would result in more take up and therefore a more financially sustainable facility. Life Leisure also believes that a more central location is fundamental to the success of a new facility).
  2. The existing buildings themselves require significant investment (see appendix 6 which outlines the required investment)
  3. Brinnington is heavily constrained in terms of available land for new housing in that it is an “island” separated from neighbouring communities by geographical and topographical features such as Reddish Vale Country Park, the river valleys to the north and east, and the M60 motorway. The number of potential housing sites, therefore, on the periphery of the estate is limited and the critical mass of new development will not be achieved unless the Lapwing/Castle Hill Complex and playing fields are brought forward for development
  4. The site is flat and relatively easy to develop
  5. Soft market testing with potential developers has indicated that this site is of interest to them
  6. The site could yield up to 130 dwellings and as such will make a considerable contribution to meeting the objective of the Regeneration Plan to increase housing choice in the area.
  7. The site is being reallocated for residential use as part of the Local Development Framework process and in particular the Allocations DPD.
- 4.3 An alternative location is therefore required if Castle Hill School is to be moved out of Brinnington.
- 4.4 The Executive agreed the closure of Offerton School in January 2011. Teaching for Year 10 continued on site until July 2012; from the end of August 2012 the majority of the site is surplus to requirements. It is therefore proposed that the Castle Hill School provision be relocated to Offerton School.
- 4.5 Offerton School comprises three blocks of buildings. Woodbank, Curzon and Vernon. At this time only a part of Curzon block is in use by the authority's schools music service and as a temporary base for a public sports facility.



- 4.6 The site comprises a largely open area, adjacent to the built up area of Offerton, and falls within the Greater Manchester Green Belt. It is allocated in the UDP review (2006) as a Major Existing Developed Site in the Green Belt (MEDS) which still remains extant following the adoption of the Core Strategy in March 2011. The complex of buildings is of a scale comparable with other educational institutions proposed for identification as major developed sites and occupies a prominent position adjoining the Goyt Valley. The MEDS boundary has therefore been drawn tightly around the existing building complex but, due to the arrangement of buildings, includes some playing field areas.
- 4.7 Under UDP Policy GBA 1.2 (Control of Development in the Green Belt) sets out what is appropriate development in the Green Belt. This policy is a presumption against the construction of new buildings for a MEDS site unless it comprises limited infilling or redevelopment and is in accordance with Policy GBA1.7 (Major Existing Developed Sites in the Green Belt). Part B of Policy GBA 1.7 permits complete or partial redevelopment of the site provided that it would:
- Result in environmental improvement
  - Have no greater impact than the existing development on the openness of the Green Belt and the purposes of including land within it, and where possible have less
  - Contribute to the achievement of the objectives for the use of land in the Green Belt; and
  - Not result in the loss of Listed Buildings, or other buildings or features of visual, amenity, ecological, environmental or archaeological importance
- 4.8 It is felt that the re-use of one of the buildings at Offerton School would offer the best solution to the relocation of Castle Hill School and that this could be achieved in line with the planning policy requirements for the MEDS and subject to receiving the necessary consents.
- 4.9 Three options have now been explored for the Offerton School site:-
1. Use the Curzon block and site Castle Hill School next to the authority's music service. This block is still in use, although the majority of it is currently mothballed. A review of the building however concluded that this is the worse of the three buildings on the site, and the renovation of this would be a significant challenge.
  2. Utilise Vernon and Woodbank buildings as a base for Castle Hill and the Music Service. The advantage here is that Woodbank has a working kitchen area and eatery, as well as some specialist spaces for drama and science. Vernon block has enjoyed some investment over the past ten years by Offerton School and offers the best accommodation on the site. The issue here would be that by using two separate blocks this would become a split site school (admittedly by a relatively short distance) and the amount of space would be more than the school and the music service needs – even with a projected increase in numbers. In addition, the school's income would be stretched to run and maintain such large premises.

3. Utilise Vernon block alone with some modest additions: In this option both the Music Service and Castle Hill High School would occupy Vernon Block alone on the Offerton site. There would be a need for some additional building, hopefully kept to infill and small scale adaptations that could be possible within a green belt context.

- 4.10 After consideration, option 3 – the use of just Vernon Block with some modest additions – was accepted as the best option and feasibility work by NPS has been commissioned.
- 4.11 The benefits of taking forward this proposal would be:
1. Castle Hill students would gain a central site fitted out with new education and sports facilities. Many of the students that currently have to be transported to the Brinnington site would have the opportunity to develop their own travel plans utilising public transport and increasing their independence and confidence.
  2. Special education provision will be increased by around 40 places, offering more opportunities to support vulnerable students from mainstream settings who need the specialist support the establishment can offer.
  3. In terms of regeneration, the Brinnington strategy would be enabled by the freeing up of the Castle Hill site. This major plan to offer a different mix of housing to the Brinnington Area is a key priority for the Council.
  4. The re-development of sports and leisure facilities at the Offerton site would be principally for the students of Castle Hill School although it would have the potential to serve the local community if needed.
- 4.12 An appraisal of the project in financial terms is shown at Confidential Appendix B to the rear of this report
- 4.13 The timescale for the renovation of Vernon Block, Offerton site would ideally be across 2013, and facilitating the school (and the music service) moving across to their new premises would ideally be by September 2014. However the timetable will need to be devised once planning permission(s) for the works at the site are achieved.
- 4.14 The Department for Education (DFE) has recently given the council permission to dispose of the built elements of Offerton School site that are surplus to requirements. In the proposals currently formulated that means that Woodbank and Curson will be disposed of in a package to include the old Bridge College site that adjoins Offerton site. In the outline of the Offerton site at Appendix 7, the orange line is Bridge College; the red line is the existing Offerton School site; the white outline is the area being proposed for Castle Hill High School (SEN). Note the temporary sports facility created to the rear of Curzon block that is currently in use.
- 4.15 The proposal to move Castle Hill Special School to the new location is subject to statutory consultation processes, as are the modifications to Vernon Block that will be needed to renovate this building to accept its new role. The capital receipt for the remainder of the Offerton site is ringfenced to assist with the renovation works.

## **Impact of New Housing in Brinnington on School Place Provision**

- 4.16 Stockport has already experienced rising demand for primary school places and this is likely to continue. Brinnington is one of the areas where these additional places are needed. To meet this need the Council is already investing in the expansion of Brinnington Children's Centre and Westmorland Primary School as well as doubling the size of St Paul's CE Primary School.
- 4.17 In the proposed scheme for the Westmorland site, additional new build will provide Brinnington Children's Centre with improved facilities for under-4's and their families. St Paul's CE Primary School has already admitted additional pupils as a temporary measure, and work is underway to provide physical space for those places to continue. Work includes some re-modelling, re-designation of spaces and a new build extension. Formal consultation has been undertaken on the expansion proposal in order to sustain places into the future, i.e. ensuring that Key Stage 1 pupils have physical room in the buildings through to Key Stage 2 and retaining the higher admission number for future demand.
- 4.18 Subject to planning permissions for these schemes, there will be an extra 45 primary places created at Westmorland Primary School, the Children's Centre will be able to contribute to the new 2-year-old early education entitlement and St Paul's CE Primary School will offer an additional 210 school places. The total investment will be in excess of £2million.
- 4.19 In terms of the secondary school age group, this is currently declining and the existing requirement for 517 secondary school places will dip to just under 500 in 18 months' time. The additional 292 houses proposed by Countryside Properties will generate around 45 to 65 secondary age students: these might be expected around 2016 to 2021 after the housing is built and sold.
- 4.20 Of the anticipated 540 to 565 secondary students in the Brinnington area 2016-21 it is anticipated that around a third would actively want to attend schools outside of Brinnington as other schools could offer specialisms unavailable in a small secondary unit within Brinnington. In addition, some parents may wish for a faith based education and continue to send their children to Harrytown or the other catholic schools.
- 4.21 As a result the secondary population available to attend a secondary unit in the Brinnington area would only be around 350 to 375. This is too small a number to justify establishing a secondary unit or school to serve the Brinnington community.
- 4.22 Of course in the current national framework for establishing new schools any group could proceed with establishing a free school in the area (any new school would have to be an Academy or free school). However the risks would be very high as the vast majority of young people in Brinnington all currently attend secondary schools which Ofsted judge to be 'good' and to opt into an 'untested' secondary school with no history of performance would be a challenge for parents and students.

## **Consultation**

- 4.23 The proposal to re-locate Castle Hill School is required to be considered under the auspices of the School Organisation Regulations. The proposal will therefore be the subject of extensive consultation with governors, staff, parents/carers and students of the school, as well as with local residents, schools and other interested parties. A series of drop-in sessions will be hosted and information will be posted on the Council's website and made available in local community facilities. Local residents will also be contacted directly via Royal Mail. A report detailing the outcomes of consultation will be presented at a future meeting of the Executive.

## **5. Brinnington Sport Facility**

- 5.1 This section of the report provides an appraisal of options for provision of a new leisure facility in Brinnington, having regard to the financial investment required as well as the operating performance. Consideration is given to how the leisure facility will meet the regeneration objectives set out in the Brinnington Regeneration Plan.

### Current Provision

- 5.2 The current leisure provision in Brinnington is provided at the Lapwing Centre which forms part of a complex of buildings located in the extreme north of Brinnington (see Site B shown in Appendix 1). This complex was formerly a secondary school which closed in 1989. The sports facility is shared with an adjacent school (Castle Hill Special School) which also occupies part of the complex. The sports facility comprises a sports hall and small fitness suite.
- 5.3 On the same site are a separate boxing club and disabled persons weight lifting gym (Arnie's Gym). The other parts of the Lapwing Centre site are occupied by some other smaller scale occupiers which are mainly council services and training facilities. Associated with the former secondary school building are redundant playing fields lying between the Lapwing complex and the M60 motorway.
- 5.4 Currently the Lapwing Centre database has 780 registered members, of which 549 are in receipt of a Leisure Key and benefit from free access.
- 5.5 The site of Lapwing Centre (and Castle Hill School and associated playing fields) has been identified as a potential site for residential development in the Brinnington Regeneration Plan.

### Reprovision proposals

- 5.6 Both the Brinnington Regeneration Plan and the Councils review of leisure provision recommended that sport facilities should be relocated to the centre of Brinnington and offer an improved facility for the following reasons:
- Relocation to the centre of Brinnington would make leisure facilities more accessible to residents and would help to encourage linked trips with the centre and assist in sustaining the existing retail provision at Berwick Parade.
  - Improved accessibility of leisure facilities will help to contribute to strategies around improving public health and inequalities in Brinnington.

- The built fabric of the existing sports facility is in poor condition and requires a significant capital investment in the region of £1.34m
- Relocation of the facility enables the site to be reallocated for residential and local open space uses as part of the allocations DPD process. Bringing this site forward for residential development will help to make a significant contribution to an improved choice of housing in the locality.
- An improved facility with up to date equipment is more likely to attract users living outside of Brinnington, help improve the negative perception of the neighbourhood as well operate within an improved financial framework from an expected increase to the number of users.

- 5.7 As part of the detailed development of the proposal within the Leisure Strategy and to link into the wider regeneration plan for Brinnington Leisure Consultancy Ltd (LCL) were commissioned in April 2012, to undertake a study providing advice on the options for the future of the Lapwing Centre. This was based on: developing an understanding of its current financial and operational performance; potential demand in the future; existing facilities of relevance that might impact on future provision; and the alternative site options available.
- 5.8 The report concluded that a new leisure facility should be provided and using a sequential test recommended that the most appropriate location would be Brinnington Park. This is due to its size, central location, relationship with Brinnington Centre and the outdoor sports facilities already present.
- 5.9 Preliminary work has indicated that a 4 court sports hall facility is required (see paragraph 3.4 of Appendix 9 to the rear of this report). However, community consultation will be undertaken regarding the specification of the new facility in order to ensure that it meets the needs of the local community.
- 5.10 The proposed location however throws up challenges with regards to planning and development policy. The location is contrary to Green Belt and River Valley policy and represents a departure from the Development Plan. However it is felt that a strong argument can be made to demonstrate 'very special circumstances' due to the approach taken in selecting a location and regeneration benefits for the area. The Core Strategy also noted the findings of the PPG17 study on indoor facilities whereby Stockport was identified as having a lack of indoor facilities and sports halls across the borough.
- 5.11 Appendix 7 is a plan illustrating how a new build facility could be located in Brinnington Park and Appendix 8 goes through the options explored for a new facility in Brinnington along with a calculation of the estimated capital cost of construction and fit-out for the recommended choice.

### Funding Strategy

- 5.12 Within the original financial model of The Leisure Strategy there was provision of £1.9m for a better performing new sports facility in Brinnington. This was to be financed via improved revenue streams accruing to Life Leisure from new and improved facilities.

- 5.13 However, in order to better serve the local community and meet the objectives of the regeneration strategy for the area, a larger 4 court facility with gym, boxing and community facilities has been recommended. Current cost estimates for construction and fit out are in the region of £3.364m. In addition to this £0.245m may be required to re-provide the bowling green with a similar facility elsewhere in Brinnington. This has increased the capital investment requirement by £1.709m.
- 5.14 The original financial model in The Leisure Strategy recommended the creation of capital reserves through the ring fencing of capital receipts including from the sale of the Peel Moat site. Approval is now sought so that part of the capital receipt from Peel Moat is prioritised for financing the additional capital investment required for the facility in Brinnington. Depending on the timescales for sale of Peel Moat and construction of the new facility, the Council may need to underwrite the future sale.

## **6. Development Phasing**

- 6.1 A draft programme is shown at Appendix 8 which demonstrates how the new housing development will be phased and key milestones for the move of Castle Hill School to Offerton High and the construction of the new sports facility.

## **7. Recommendations**

- 7.1 The Executive is asked to note the progress on the delivery of the Brinnington Regeneration plan
- 7.2 The Executive is asked to approve the appointment of Countryside Properties as preferred developer, and to request that work is now undertaken to enter into a development agreement with Countryside Properties to deliver the new housing proposals
- 7.3 The Executive is asked to note the proposals for relocating Castle Hill School, Brinnington to existing and enhanced facilities at the former Offerton School site and to agree to receive a further report detailing the outcome of the public consultation at a future meeting.
- 7.4 The Executive is asked to approve the strategy and associated funding structure for developing a new leisure facility at Brinnington Park, and closing the existing facilities at the Lapwing Centre
- 7.5 The Executive is asked to note the proposed consultation that will be undertaken on the proposal to re-locate Castle Hill School; on the proposal to develop a new sports facility in Brinnington; and on the proposals to develop new housing in Brinnington, as outlined in this report.

## **Appendices**

- Appendix 1 Location Map of Key Sites
- Appendix 2 Key housing site details
- Appendix 3 Brinnington regeneration; Procurement process summary – housing delivery
- Appendix 4 Housing delivery tender submission evaluation matrix

- Appendix 5 Castle Hill Special School – Background information
- Appendix 6 Castle Hill School – Cost breakdown of works
- Appendix 7 Plan of Offerton School
- Appendix 8 Proposed location of new sports facility
- Appendix 9 Lapwing reprovision – facility options and associated cost
- Appendix 10 Draft programme of Brinnington redevelopment

#### Confidential Appendices

- Appendix A Housing Delivery – Developer financial proposals
- Appendix B Relocation of Castle Hill School – financial business case

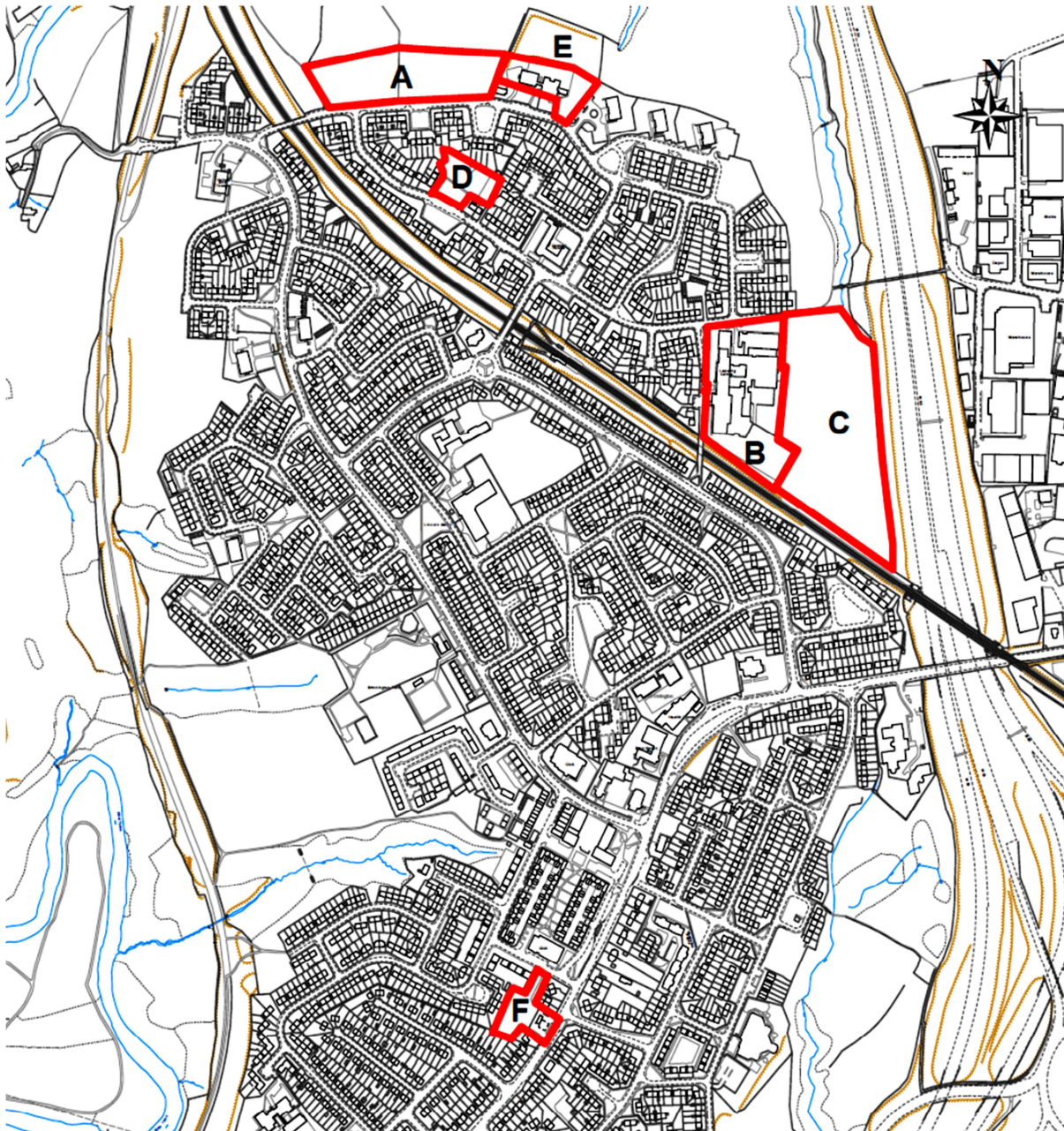
#### **Further information**


To discuss this report or for further information please contact Andrew Kippax telephone number 0161 474 4319 or by e-mail on [andy.kippax@stockport.gov.uk](mailto:andy.kippax@stockport.gov.uk)



## Appendix 1 – Location of Key Housing Sites

KEY			
A	Blackberry Lane	E	Former Tame Valley Primary School (Phase 2)
B	Lapwing Centre / Castle Hill School	F	Truro Avenue (including the former Petrol Filling Station which is currently leased)
C	Lapwing Playing Fields		
D	Lapwing Lane		



Title: BRINNINGTON REGENERATION KEY HOUSING SITES (rev A)		Date: 02 NOV 2012
Description:		Scale 1 : 6000
Department: ED&R, SERVICES TO PLACE		e-mail:
 <b>STOCKPORT</b> METROPOLITAN BOROUGH COUNCIL		Reproduced from the 2011 Ordnance Survey 1:250 mapping with the permission of the Controller of Her Majesty's Stationary Office. © Crown Copyright. Stockport MBC LA100019571. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings.



## Appendix 2

### Key Housing Site Details:

Sites A (Blackberry Lane), B Lapwing Centre/Castle Hill School and C (Lapwing Playing Fields) currently lie within the Green Belt and work is underway to reallocate them so that they can be considered for development, via the Local Development Framework Allocations process. At the issues and option stage, no objections were received to the idea of removing these sites from the Green Belt. Combined, these sites will yield around 90 new dwellings.

As members are aware, site B is currently occupied by Castle Hill School and the Lapwing Centre which are housed within a former secondary school building. Castle Hill School caters for pupils who require educational support. The master planning work in Brinnington highlighted that there was proliferation of facilities within Brinnington that catered for the more vulnerable section of Stockport's population and that this is having a detrimental effect on how the local community viewed their area and on how people from outside of Brinnington perceived the area. In addition, the school is located on the north eastern edge of the estate and is difficult to access. The building itself also requires significant investment in the near future and was not designed for pupils with learning difficulties. It has therefore never been ideal in this context. Give this, and the need to increase housing choice in the area through the development of new housing, a strategy to relocate Castle Hill School has been developed and this is dealt with in more detail later within this report.

The Lapwing Centre is currently occupied a sports centre managed by Life Leisure and various council and partner agency services. There is also a community use of this building. Again the master planning work identified that accessibility was affecting the success of this as a sports facility and, as with the school, the building requires significant investment to make it fit for purpose. The regeneration strategy therefore includes a proposal to reprovide and enhance this sports facility in a more central location within Brinnington and so that a) the facility is more accessible to local people and b) will encourage others to come into Brinnington and use the facilities there, thus assisting in changing perceptions of the area. Again, this issue is dealt with in more detail later in this report.

Site C (Lapwing Playing Fields) will need to be considered under the legislation which affords protection to playing fields. However, this land has not been used for formal recreation purposes or maintained for this purpose for several years and thus the land was identified an area to be considered for development opportunity as part of the regeneration strategy for Brinnington. This site has the potential to yield a further 100 dwellings.

The remaining sites are currently vacant. Site D lies off Lapwing Lane, just south of the railway line and is surrounded by residential properties. Site E is the remaining parcel from the development of the former Tame Valley Primary School site on Blackberry Lane and site F, Truro Avenue is a former council depot site and a former petrol filling station, which fronts Brinnington Road.

## **Appendix 3**

### **Brinnington Regeneration – Housing Delivery – Summary of Procurement Process**

The Council has worked in partnership with the Homes and Communities Agency (HCA) to procure a preferred developer to bring forward new housing in Brinnington in line with the Brinnington Regeneration Strategy Brinnington by utilising the HCA Consultancy Panel.

HCA consultant panels were procured through a fully compliant OJEU procurement process and can be used to access services directly through mini competition.

The HCA Panel Northern and Central clusters includes a list of 34 consultancies that specialise in delivery of housing in a regeneration context.

#### **Procurement Process**

Council officers conducted a soft market testing exercise with 2 house builders prior to beginning the DPP process in order to gain a clearer understanding of developer attitudes towards bringing forward new housing in areas affected by deprivation issues.

The results of this soft market testing were then used to inform an Expression of Interest brief. The brief was issued to the developers on the Northern and Central Clusters of the DPP. A developer's day was held in Brinnington to provide these interested parties with more information about the project including a prospectus providing detailed information on the key housing sites. A total of three developers returned expressions of interest.

Two developers returned expressions of interest in the project and a Tender Specification including a draft Development Agreement was issued to these on 21<sup>st</sup> November.

The tender specification sought bids that would meet the following regeneration criteria as identified in the Brinnington Regeneration Strategy:

- Provision of a more balanced housing offer and market in both property type and tenure terms in Brinnington as the area's current mono-tenure position severely restricts the housing choices of existing residents and limits the options for those households looking to enter the area to purchase, rent privately or socially rent.
- The creation of new, and replacement of less popular housing stock in localised areas to improve the overall choice, mix and quality of housing on the estate.
- Provision of a sustainable mix of housing tenures, including affordable and Low Cost Home Ownership Options, with a medium term aspiration to create housing for open market sale, but with an immediate focus on shared ownership or similar products that will ultimately provide the opportunity for home ownership.

- Increase housing choice in Brinnington and provide greater opportunity for successful families to continue to live in Brinnington and for economically independent families to move into the area, thus creating a more mixed, balanced and sustainable community.
- Capitalising on the confidence created in shared ownership tenure in Brinnington as a result of the development by Stockport Homes Ltd (SHL) on Blackberry Lane for 8 shared ownership 3 bed houses which sold quickly, and the proposed SHL development of shared ownership housing (18 units) on Essex Road. It is felt that this could create further momentum for open market housing in the area.

## Appendix 4 – Brinnington Housing Delivery Tender Submission Evaluation Matrix

	Quality Evaluation		
	Evaluation Criteria	Assessment	Weighting
Programme and Delivery	Viability, delivery approach, technical proposal	Clarity of construction approach, quality of built form	10%
	Capacity and resources - (project team and subcontractors)	Strength of team proposed – consultants and specialist subcontractors. Relevance of experience	5%
	Delivery Programme and Phasing	Realistic, considered and appropriate project programme that meets the council's objectives	25%
	Health and Safety	Demonstrated consideration of health and safety issues	5%
Meeting the Regeneration Objectives for Brinnington	Ability to meet Council's requirements and objectives	Demonstrated an understanding of the requirements and overall objectives and commitment to meet them through working with the Council and other partners/agencies	25%
	Method Statements	Practical sensible and considered approach	5%
	Project Specific quality standards	Demonstrated understanding of and ability to meet standards required	5%
	Total quality weighting		80%
Financial Appraisal	Price / Financial bid		20%

## Appendix 5 – Castle Hill School (Special)

### Background Information

**Introduction:** Castle Hill Secondary School (SEN) currently occupies part of a complex of buildings located in the north part of Brinnington. The buildings date from early 1960's, and are typical of the economic build of the day being a steel frame with concrete / timber or glazing panels hung on the frame. There is a flat roof. The buildings are now in need of a programme of renovation across a number of years in order to secure its continued use. As a part of an options consideration it is believed that for educational and best value reasons leaving this site and investing in a new base for the school at a more central location is desirable. In addition, this would free up the current site to enable the council's regeneration plan for Brinnington to be taken forward.

**Educational Perspective:** Castle Hill School is an average sized secondary special school which provides for the needs of pupils with a range of special educational needs and/or disabilities, all of whom have a statement of educational needs. Most have moderate or severe learning difficulties. Significant numbers have either autistic spectrum disorders or social, emotional and behavioural difficulties. Overall, pupils' attainment is restricted by their complex learning difficulties. The proportion of pupils on free school meals is higher than the national average. Pupils are predominantly from white British backgrounds and there are more boys than girls. A small number are looked after children.

The school is hugely supported by its parents, summed up in the most recent Ofsted report (2010) by the comment '*our child has made progress way beyond our expectations at this brilliant school.*'

The school was judged to have many strengths: the care guidance and support, pupil behaviour, leadership of the school, pupils moral, social and cultural development, engagement with parents, effectiveness in promoting learning, promotion of equality, safeguarding and contribution pupils make to the wider community were all outstanding. It is a very successful school dealing with some of Stockport's most challenging children and young people.

It would be helpful to move the special school out of Brinnington where some residents regard it as their 'local school'. The school leadership and governors are not averse to considering a move but rightly insist that the accommodation they move into should present a better learning environment than the existing building. They would be very reluctant to move into a school (for example) with smaller classrooms.

## Appendix 6

### Cost Breakdown of Works Required to Castle Hill School.

Area/aspect	Comments / notes	Estimated cost £000.s
Roof	Flat roof that has been patch repaired over the past 20 years. Complete renewal needed which should include raising insulation values towards the minimum standard for such a building today. Includes renewal of guttering/downspouts.	675
Electrical	Only area of 'good' electrics is the reception area: the rest of the school needs a complete re-wire. Note that all the existing lighting is obsolete and should be replaced. Back-up power supplies for IT surge/loss protection. Emergency backup lighting. Renew fire alarm systems.	835
Thermal	External cladding to wall sections to improve thermal performance / complete the double glazing programme including frame reinforcements where needed.	360
Specialist modifications	There are areas of the schools where passive supervision and extended opportunities cannot take place owing to the inherited secondary school layout. Modifications to corridors, the addition of a lift and the opening up of some specialist spaces (such as IT) would improve the learning environment.	280
Regeneration of sports facilities	The future of the Lapwing sports facility is uncertain and if this were to close there would be a need to renovate part or whole to DDA standard for school use.	Unknown at this time.

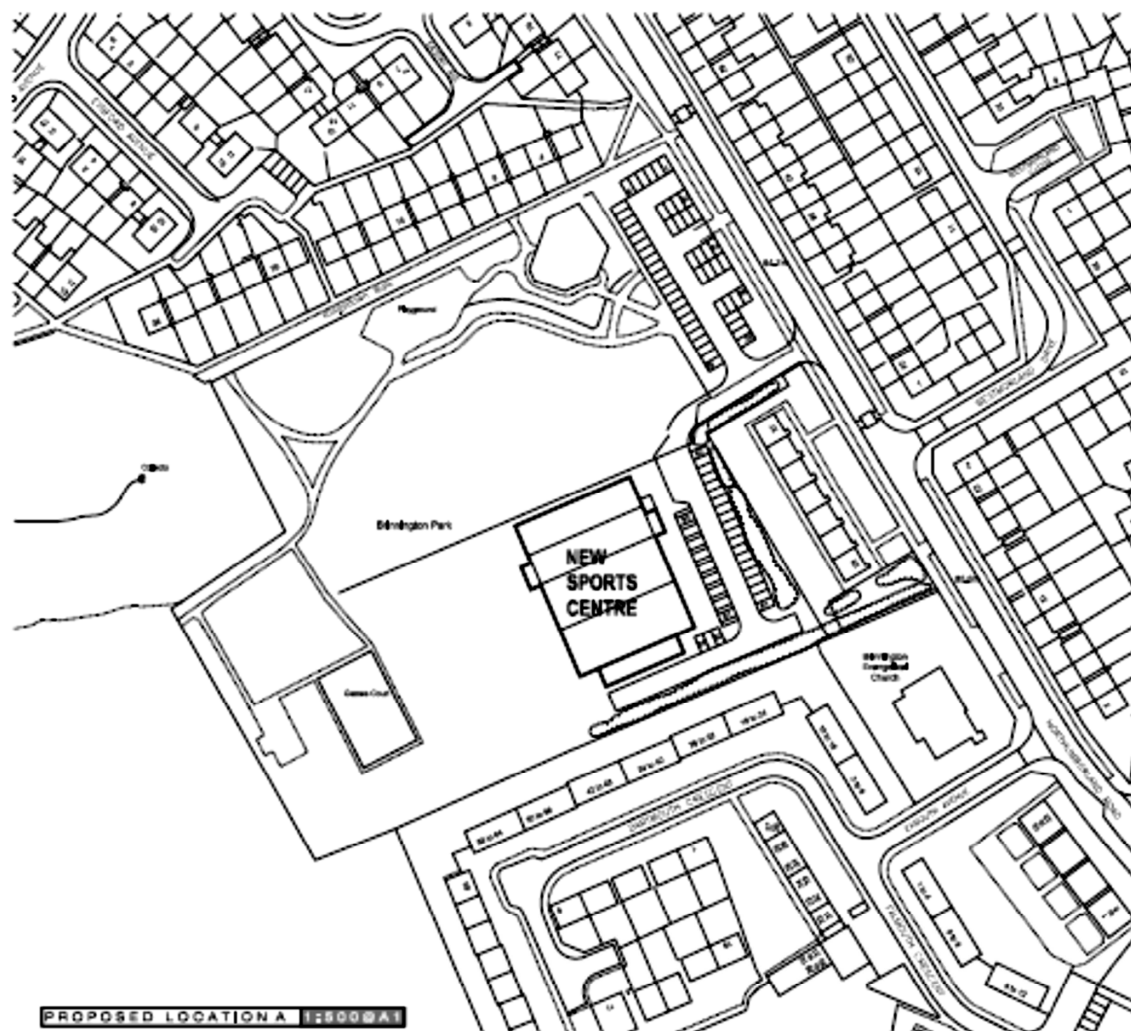
## Appendix 7- Offerton School Plan





## Appendix 8

### Proposed Location of New Sports Facility in Brinnington



SKETCH SCHEME

#### SKETCH SCHEME

#### GROUND FLOOR

GIA 1686sqm.

#### FIRST FLOOR

GIA 631sqm.

TOTAL GIA 2317sqm.

Max Parking

1 space per 22sqm

= 106 spaces

Disabled 8% = 9 spaces





## Appendix 9

### **Lapwing facility reprovion – facility options and associated capital cost**

- 1.0 There were two main options which were assessed to determine the type of facility which should be constructed in Brinnington:
- The facility recommended as part of the Leisure Strategy and
  - A more enhanced facility utilising the recommendations in the Life Leisure Consultancy report and with regeneration objectives in mind.
- 2.0 These options have also taken into consideration the current review of Council owned buildings, possible requirements for community space and the possible relocation of the bowling green (currently located on the proposed site of the new facility) as part of planning policy on open space requirements.

#### **Facility Cost Estimates**

- 3.0 In assessing the types of facility which could be provided and the cost associated with this, a variety of sources have been consulted to estimate a cost per m<sup>2</sup> of construction and fit out.
- 3.1 Sports England provides guidance on estimated capital costs for facilities and the cost estimate provided equates to a cost of £1,859/m<sup>2</sup>.
- 3.2 Recent work which has been undertaken on the potential redevelopment of St Thomas' for education use included a new leisure facility. The quantity surveyors involved in this have advised an estimated cost of £1,700/m<sup>2</sup> for the leisure facility.
- 3.3 The proposed leisure facility at Blackstone Fields, Offerton comprises a new build 4 court sports hall, library, gym and community room, and has been costed at an equivalent of £1,898/m<sup>2</sup>.
- 3.4 Taking these into consideration an estimated construction cost, including fees of £1,900/m<sup>2</sup> has been utilised in assessing the potential capital cost of any new facility.

#### **Facility Specifications**

- 3.0 The facility proposed as part of the leisure strategy was a Sports Barn facility with a total capital cost of £1.9m (including the provision of gym equipment). Based on a construction cost of £1,900/ m<sup>2</sup> this would enable the construction and fit out of a centre which was approximately 789m<sup>2</sup> in size. This would have the capacity to accommodate a 2 court sports hall, changing room and reception area.
- 3.1 The Leisure Consultancy Ltd Report identified that a new purpose built facility could provide the following:

Indicative Facility Mix	
Facility	Square Metres
Sports Hall 6 court hall	920
Health & Fitness (potentially interconnected)	
• CV/Fixed weights circa 45 pieces	170
• Consultation space	5
• Replacement for Arnie's Gym (disabled power lifting gym)	100
• Boxing Gym	100
• Dance studio/multi-purpose area	140
Reception area (with vending) including sports stores, offices and foyer	485
Changing/Locker Room	300
Allowance for car parking – separately	75 x 20
Approx 150 people. 1 space for 2 people	1,500
Total Built Area (estimated)	
	2,220 (6 court hall)
Total Car Parking	1500
Overall Total	6 court hall – 3,720

3.2 A facility of this nature would take account of the need to cater for leisure activity currently provided at the Lapwing Centre (gym/fitness/football/basketball) as well as retaining more specialist users such as the boxing club and the disabled persons weight lifting gym (Arnie's Gym).

3.3 This facility is based on providing a 6 court sports hall to take account of the requirements of England Basketball. The current facilities at the Lapwing Centre are used by local basketball clubs during the weekend and it was hoped that external funding might be available from England Basketball and Sport England to support the cost of construction. A facility of this nature would cost in the region of £7.068m at an estimated cost of £1,900/m<sup>2</sup>.

3.4 Preliminary investigations have shown that external funding is unlikely to be available so in consultation with Life Leisure a revised specification has been developed that offers the following:

- 4 court sports hall
- Combined gym and boxing facilities including specialist disabled weights equipment
- Dance studio/ multi-purpose use area
- Reception area and changing rooms
- Car parking

The total size requirement expected on this facility based on the above specification would be in the region of 1,560m<sup>2</sup>. This equates to an estimated

capital cost of construction of £2.964m with £0.400m for fit out of equipment giving a total capital cost of £3.364m.

- 3.5 If a replacement bowling green is required to satisfy the requirements under planning policy an indicative cost of £0.245m has been obtained from the Council landscape design team. This incorporates a new fully drained crown bowling green with a new pavilion.

#### Options Appraisal

- 3.6 The two court facility that could be constructed within the confines of the funding allocated within the leisure strategy could be located within Brinnington Park and therefore in locational terms this meets the requirements of the Regeneration Plan which recommends the relocation of the sport facility to a more accessible location and the freeing up of the Lapwing site for redevelopment.
- 3.7 However, a facility of this size would represent a smaller offer than that currently at Lapwing, in particular there would be no provision for a fitness suite, boxing gym, or disabled person's weightlifting area. This would make it difficult for a new facility to contribute to the improvements in health inequalities which have been highlighted during the master planning process and the leisure strategy.
- 3.8 An enhanced four court facility as described in Paragraph 3.4 above would meet local needs both in terms of sports provision and possible future community use. It would also provide the opportunity for the provision of improved outdoor sport specific changing facilities in relation to the existing football pitches in Brinnington Park.
- 3.9 The new facility would also be an opportunity to make a statement of the council's intent with regards the regeneration of Brinnington, especially having regard to the investment being undertaken in a similar facility within another Priority Area in Offerton.
- 3.10 The current facility at Lapwing currently incurs a significant annual financial deficit. Life Leisure have indicated that a facility like this is much more likely to attract an improved number of full fee paying members which would help the new facility to move towards a financial break even position. As part of this a review is to be undertaken on usage levels and the fee paid by Leisure Key users.
- 3.11 On the basis of the points made in paragraphs 3.6 – 3.10 it is being recommended that a new four court facility with associated gym, boxing and disabled weightlifting facility is constructed in the Brinnington Park area.

## Appendix 10 – Draft programme of development

	CYP – Relocation of Castle Hill School		Life Leisure – New Sports Centre		Countryside Properties – New Housing Development	
2013						
Jan						
Feb			Commissioning of design			
March	Stage 1: consultation					
April		CYP scrutiny				
May					Pre-Development work Including; <ul style="list-style-type: none"><li>• Site Investigation</li><li>• Public Consultation</li><li>• Planning</li><li>• Working drawing production</li><li>• Technical Approvals</li><li>• Contractor and Material Procurement</li></ul>	
June	Stage 2: publication	Stage 3: Representation Period				
July						
August	Decision by CD		Planning application and consultation			
September			Appoint building contractors			
October	Decision if Exec approval required					
November						
December			Construction of new sports centre			
2014						
Jan						
Feb	Refurbishment of Offerton School					
March						
April				Relocation of non-leisure facilities from Lapwing		
May						
June						
July						
August	Stage 5: implementation & relocation of Castle Hill					
September	School opened in new location		Opening of Sports Centre		Construction begins on site and continues to Sept 2018	
October						
November						
December						

