

STAFFORDSHIRE MOORLANDS DISTRICT COUNCIL

Cabinet

6 October 2020

TITLE:	Cheadle Town Centre Projects
PORTFOLIO HOLDER:	Councillor Ralphs - Council Leader SMDC
CONTACT OFFICER:	Sarah Porru- Head of Regeneration
WARDS INVOLVED:	Cheadle West

Appendices Attached – Governance structure

1. Reason for the Report

- 1.1. To outline proposals for the establishment of a Cheadle Town Centre Delivery Board, supported by a Stakeholder Panel, to oversee development and delivery of town centre projects including options appraisal for the emerging Cheadle town centre Masterplan and the High Streets Task Force programme of activity.
- 1.2. To provide an update on progress with regards to the Cheadle Town Centre Options Appraisal Report and the High Streets Task Force and to agree next steps.

2. Recommendation

- 2.1 To approve the proposals for establishment of a Cheadle Town Centre Delivery Board and Stakeholder Panel, as set out in the report.
- 2.2 To note the progress on current Cheadle town centre projects.

3. Executive Summary

- 3.1 A number of externally funded projects are proposed for Cheadle town centre during the next financial year. It is recommended that the Council establishes a Cheadle Town Centre Project Delivery Board, supported by a Stakeholder Panel, to oversee coordination of the work and the effective delivery of individual project work programmes.
- 3.2 The proposed governance structure is set out as Appendix 1 to this report.

- 3.3 The projects to be overseen by any Project Delivery Board and Panel would include, but not be limited to:
- consideration of the options set out in the Cheadle town centre report;
 - oversight of any wider engagement proposed with appropriate stakeholders as part of the ongoing options appraisal;
 - recommending preferred options for key sites in Cheadle town centre;
 - coordinating delivery of agreed proposals for key sites in Cheadle town centre;
 - directing the activities of the Future High Street Fund Task Force and any follow up work.
- 3.3 Membership of the Stakeholder Panel would be drawn from local elected members of the District Council, Cheadle Town Council, the Chamber of Commerce, a business representative and the voluntary sector.
- 3.4 Membership of the Project Delivery Board would include the Staffordshire Moorlands District Council, Staffordshire County Council, the North Staffordshire Clinical Commissioning Group and the Chair of the Stakeholder Panel.
- 3.5 This governance structure will ensure that the Delivery Board remains focused on the delivery of town centre projects. The Stakeholder Panel will ensure that the Board has access to the views and resources of stakeholder groups, the Chair of the Panel being part of the Board to ensure that this is achieved. The Board will make recommendations to Cabinet with regard to the direction and management of town centre projects, with the Cabinet retaining control of decision making within the Council's Assurance structure.

Cheadle town centre Options Appraisal Report

- 3.6 Consultants Cushman and Wakefield have prepared an Options Appraisal report to support a masterplan and investment strategy for Cheadle town centre. The report sets out opportunities to increase the vibrancy of Cheadle by delivering new homes as well as community facilities that will help to attract and retain additional residents and visitors to the town centre.
- 3.7 The Options Appraisal report proposes a number of options for key sites in the town, including Well Street and Tape Street car parks, the Community Hospital and Newlands Care Home on Royal Walk and South Moorlands Leisure Centre. The report makes recommendations on using the key sites, all in public sector ownership, as a basis for the re-configuration of Cheadle town centre to help the town become an even more attractive and compelling place to live, work and visit.
- 3.8 The report includes recommendations for the location of a new community hub building in the town centre. Decisions on the future of Cheadle Hospital and the South Moorlands Leisure Centre may provide opportunities to offer replacement health, well-being, leisure and other community facilities from a single location. The report recommends that the preferred location for any community hub

should be at Tape Street car park, bringing additional footfall directly into the town centre.

- 3.9 In the medium and long term it may be possible to bring forward residential development at Royal Walk and the site of the existing Leisure Centre, subject to decisions on the future of the existing buildings on these sites. In the short term, residential development may be brought forward at Well Street car park, potentially in conjunction with proposals from Your Housing Group for the site of the former Lightwood care home.
- 3.10 Should all or parts of both Tape Street and Well Street car parks be redeveloped, it will be important to ensure that a review of parking in Cheadle is undertaken to ensure that adequate parking provision remains for the town.

High Streets Task Force

- 3.11 In December 2019 Cheadle town centre was named as one of the first pilot towns to receive expert advice and support from the Ministry of Housing Communities and Local Government (MHCLG) High Streets Task Force. The support is designed to help build local capacity with a view to reviving Cheadle High Street.
- 3.12 The first step in the Task Force pilot project is an 'Unlocking your place potential' diagnostic visit. The visit will include a meeting with key stakeholders to examine plans, identify challenges and provide feedback on the Council's original application to the Future High Street Fund. The visit will also include a site tour with a High Streets Task Force expert who will undertake a snapshot analysis of Cheadle town centre.
- 3.13 The Council will receive a formal report of the visit with recommendations for a strategy considered to be effective for "unlocking your place potential". Recommendations of the report are also expected to assist the Council submit an expression of interest for later rounds of the Future High Street Fund.

4. How this report links to Corporate Priorities

- 4.1 The Cheadle Town Centre Delivery Board with support from the Stakeholder Panel, through the projects to be delivered, will have implications for the following aims of the Corporate Plan:
- Aim One – To help create a safer and healthier environment for our communities to live and work.
 - Aim Three – To help create a strong economy by supporting further regeneration of towns and villages.

5. Alternative Options

- 5.1 Option 1 (recommended) – that the Council approves the proposals for establishment of a Cheadle Town Centre Delivery Board and Stakeholder Panel and notes the progress on Cheadle town centre projects.
- 5.2 Option 2 (not recommended) – that the Council does not approve the proposals for establishment of a Cheadle Town Centre Board, to be supported by a Panel of Stakeholders. This is not recommended. There is potential for significant change in Cheadle arising from the implementation of proposals in the emerging Masterplan and recommendations from the High Street Task Force. Effective partnership working will be required to deliver this change. Without a Board of partners to help direct and coordinate activities, there is a risk that the views and resources of some stakeholders may be lost to the process and the Council will not be in a position to capitalise on opportunities for added value from the work of a range of partners.

6. **Implications**

6.1 Community Safety - (Crime and Disorder Act 1998)

No implications.

6.2 Workforce

Officer time will be required to service a Cheadle Town Centre Delivery Board and Panel of Stakeholders. This time will be drawn from existing resources.

6.3 Equality and Diversity/Equality Impact Assessment

The report has been prepared in accordance with the Council's Diversity and Equality Policies.

6.4 Financial Considerations

Work undertaken under the direction of the Board would be grant funded or assisted by contributions from the partners.

6.5 Legal

Legal advice will be sought as appropriate to inform the work of the Delivery Board.

6.6 Climate Change

The delivery of new facilities to replace ageing buildings will have a positive effect on reducing carbon emissions.

6.7 Consultation

The Board will be responsible for engaging with the Stakeholder Panel in developing town centre projects who in turn will be responsible for engaging the wider communities they represent. The chair of the Stakeholder Panel will sit on the Delivery Board and be responsible for representing the views of the Stakeholder Panel to the Delivery Board.

6.8 Risk Assessment

Risks have been addressed in the body of the report.

Neil Rodgers
Executive Director (Place)

Web Links and Background Papers

INSERT NAME OF ANY PAPERS AND WEB LINKS

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7. **Detail**

- 7.1 The proposed Cheadle Town Centre Projects Delivery Board, and supporting Stakeholder Panel, will be made up of representatives from partner organisations and local groups. The purpose is to oversee the development and delivery of projects including the emerging Cheadle town centre Masterplan and the FHSF Task Force pilot. The Board and Panel will also consider other projects as appropriate, such as the submission of a Future High Street Fund bid (should a second round be called).
- 7.2 The Board and Panel will ensure that the implementation of proposals is in accordance with the aims of the Staffordshire Moorlands Growth Strategy.
- 7.3 The proposed governance structure is set out as Appendix 1 to this report.

ROLES AND RESPONSIBILITIES

7.4 The Board and Panel will:

1. Play a strategic role in the formulation of joint goals for Cheadle.
2. Receive reports from partner organisations concerning the delivery of projects in line with joint goals.
3. Be responsible for considering the recommendations set out in the Cheadle Masterplan options appraisal report, and for recommending preferred options.

4. Develop a programme for delivering the agreed Cheadle Masterplan proposals, supported by an application to the One Public Estate programme as required.
5. Oversee the development of a bid for the 2020/21 funding round of the Future High Street Fund if appropriate.
6. Coordinate the resources required to deliver a town centre development programme.
7. Establish a means of engaging and communicating with the local community and other stakeholders.
8. Regularly review the delivery of the Cheadle Town Centre Projects.

Cheadle town centre options appraisal report

- 7.5 The District Council, working in partnership with Staffordshire County Council, commissioned consultants Cushman and Wakefield to prepare options for a masterplan and investment strategy for Cheadle town centre. The emerging masterplan is intended to support regeneration of the town centre by identifying opportunities to increase town centre living and the vitality of the High Street.
- 7.6 In August 2019 the consultants met with Cheadle Town Council to listen to ideas for the town centre that would reflect the ambitions of the Town Council and its residents.
- 7.7 In January 2020 Cushman and Wakefield met with the three GP practices in Cheadle and the North Staffordshire Clinical Commissioning Group (CCG). There was an acknowledgement that planned housing growth in the town will have implications for demand on their services and that additional facilities may be required. There was a cautious interest expressed by the practices in participating in the provision of a new town centre community health and well-being hub.
- 7.8 In preparing the Masterplan options, Cushman and Wakefield have been mindful of the fact that given the relatively low residential values in Cheadle, delivering new homes is fairly marginal in viability terms. This is a key issue that has restricted the development of a healthy housing market for some time and is evidenced by the lack of new housing development in Cheadle over recent years. Adoption of the SMDC Local Plan will help to address these issues.
- 7.9 The options appraisal for the town centre looks in detail at land in public sector ownership, where public authorities have most ability to facilitate change. The sites are:
 - Tape Street car park
 - Well Steet car park and Lightwood site
 - Royal Walk (Community Hospital and Newlands Care Home)
 - South Moorlands Leisure Centre
 - Depot off Leek Road (Stoddards – site allocation in the SMDC Local Pan)
 - Market Place

7.10 A number of options have been explored for each of these sites. Those options considered suitable for shortlisting and viability appraisal are summarised below:

7.11 **Tape Street car park**

- Option D: Delivery of a new Leisure Centre (3200 m²) and a Health hub (1520 m²), along with parking, public realm improvements and small residential development.
- Option G: Delivery of a new Leisure Centre (3500 m²) and a Health hub (1700m²), along with parking, public realm improvements and small residential development. Town centre car parking is moved slightly north to facilitate a new access road onto the site.
- Option H: 'Big Bang' option – Demolition of all units on and adjacent to the north of the car park enabling delivery of a consolidated community health hub and Leisure Centre scheme fronting onto the High Street, with public realm improvements including creation of a “pocket park”, small residential development and public car parking.

7.12 **Royal Walk**

- Option A: Demolition of existing hospital and Newlands Care Home and replacement with new build residential development.
- Option B: Retention and conversion of the existing hospital site as an extra care facility. Demolition of the former Newlands Care Home site and development of new build residential.
- Option C: Demolition of all buildings on the site and delivery of a new Leisure Centre on the hospital site, with outdoor sports facilities provided at the Newlands Care Home.
- Option for a dementia village: No scheme designs have been prepared or costed for this option. The nature of such a scheme would require provision of high quality residential accommodation with extensive additional services. The scheme would need to be funded by a relatively high service charge which is unlikely to be funded by the CCG. Relatively low residential values would impact on the viability of delivering a dementia village meaning that attracting a private sector developer would be difficult - unless the CCG were to commission and fund such services.

7.13 **Well Street and Lightwood site**

- Option A: Conversion of the existing car park to residential as a separate scheme from the development plans at the Lightwood Site.
- Option B: Conversion of the existing car park to residential as a joint scheme with the development plans already existing for the Lightwood site.

7.14 **South Moorlands Leisure Centre**

- Option A: Existing leisure centre to be demolished and developed as residential development. Residential scheme developed in a more aesthetic, lower density design (42 units).

- Option B: Existing leisure centre to be demolished and developed as residential development. Residential scheme developed to include maximum residential capacity (46 units).
- Option C: Existing leisure centre to be demolished and a leisure and wellness centre to be developed on the site.

7.15 Depot off Leek Road

- Option A: Conversion of the site to residential space, with the retention of one of the existing on-site buildings (12 units).
- Option B: Conversion of the entire site to residential space, demolition of all existing buildings that are on site (9 “premium” units).

7.16 Market Place

Various proposals to improve the site, including replacing tarmac surface with natural stone flags; providing a central feature potentially incorporating seating; painting/lighting the north-east wall; and reconfiguring the steps to integrate a new ramp.

7.17 Following viability modelling of each of these options, taking into account the value of the completed scheme and allowing for a developer profit, the following conclusions were drawn about the proposals for residential development:

- The parcel of land owned by SMDC at the southern end of Tape Street car park (east of the Police Station) can be viably developed for a small scheme of five homes.
- The best performing option for the Royal Walk site is Option A, potentially delivering 42 new homes across the hospital and Newlands Care Home sites. However due to the demolition costs and relatively low residential values achievable, the NHS and County Council are likely to receive only very modest capital receipts for site disposal.
- Both Options A and B for Well Street / Lightwood are viable. Option B has cost savings due to a more efficient road layout and this option also maximises development. The schemes could be delivered as phases 1 and 2, enabling the Council to sell Well Street car park to a third party (Option A) but it would be more prudent to financially incentivise the Lightwood site owner to deliver a comprehensive scheme (Option B).
- Both options A and B for South Moorlands Leisure Centre are viable. Option B is the better performing option as there is more value (higher development density) and lower cost (less road infrastructure).
- Option A is the more viable scheme for the depot off Leek Road. It carries a lower demolition cost and would provide a reasonable profit for both developer and landowner.

7.18 The Options Appraisal has provided the above guidance relating to opportunities to increase town centre living in Cheadle. The report has also

considered opportunities to deliver community facilities that will help to attract and retain additional visitors to the town centre.

- 7.19 Future decisions on Cheadle Hospital and the South Moorlands Leisure Centre provide options to consider delivering a new community hub building in the town centre to provide replacement health, well-being, leisure and other community facilities from a single location. It is expected that such a new community hub, centrally located, would be a significant draw onto the High Street, providing spin-off benefits to other town centre shops and services.
- 7.20 The Options Appraisal has considered options for locating a new health hub, leisure centre and / or joint facility. Potential locations considered are:
- Tape Street car park (either side of an extended and improved Greyhound Walk, (Options D and G) or, subject to site assembly and demolition, a combined facility fronting the High Street - Option H).
 - Royal Walk – Option C – a wellness and leisure hub with outdoor sports provision such as tennis courts.
 - South Moorlands Leisure Centre – Option C: re-providing a wellness and leisure hub on the existing site.
- 7.21 Analysis of these options led to the following conclusions:
- Locating a leisure and wellness building within a residential area will fail to introduce new use, footfall and associated vibrancy to the commercial heart of the town.
 - Should leisure services be re-provided on the existing site, there will be disruption and a period of time when no Leisure Centre will be available to residents.
 - Residential development at South Moorlands Leisure Centre and Royal Walk could potentially cross fund delivery of a new hub facility in a more central location.
- 7.22 The report recommends that the preferred location for any community hub should be at Tape Street car park, bringing footfall and vibrancy into the town centre.

Risks and mitigation measures

- 7.23 It is important to note that in taking forward the recommendations set out in the emerging Masterplan for Cheadle town centre there are a number of risks for the Council to address. These are considered below, along with proposed mitigation measures.
- 7.24 The report proposes new uses for both Tape Street and Well Street car parks. Whilst options for Tape Street retain some public car parking, it will be necessary to undertake a review of proposed parking provision in Cheadle to

ensure that residual parking provision is adequate to support all town centre uses.

- 7.25 The report proposes new uses for Cheadle Hospital. Stoke-on-Trent and North Staffordshire Clinical Commissioning Group has announced proposals to close the Community Hospital and move to a new model of outpatient care provided by community hubs. A date for the closure of Cheadle Hospital has yet to be announced. Any wider consultation on options should be timed to take account of the CCG public information proposals.
- 7.26 The report proposes residential development on sites not allocated through the emerging SMDC Local Plan. Whilst Local Plan proposals for Cheadle assume windfall delivery, any wider consultation on options should be timed to take account of the timetable for Local Plan adoption.

Next steps

- 7.27 The Options Appraisal report has highlighted short term opportunities for residential development at Well Street and Tape Street car parks.
- 7.28 At Tape Street car park there is a plot behind the Police Station that could deliver a small scheme of five new homes. Demand is likely to be from a local house builder / developer rather than a volume housebuilder.
- 7.29 At Well Street car park there is an opportunity to engage with Your Housing Group to consider opportunities to bring forward an integrated development scheme across the car park and Lightwood sites.
- 7.30 In the medium and long term it may be possible to bring forward residential development at Royal Walk and the site of the existing Leisure Centre. However this depends on the decisions to be taken about the wider future of the existing buildings on these sites.
- 7.31 The Council will set up a Project team to focus on the delivery of key sites in the emerging Masterplan, steering decision making about the best future use for the South Moorlands Leisure Centre and Tape Street and Well Street car parks. The project team would report to the Cheadle town centre Project Board, to ensure wider engagement and the capture of opportunities to enable co-location and expansion of GP and other community services in the town.
- 7.32 The collaboration of public sector partners in Cheadle to consider the most efficient use of their assets and opportunities to improve both service delivery and generate cost savings through co-location and integration supports taking a One Public Estate approach to delivery.

Future High Street Fund Task Force for Cheadle

- 7.33 In December 2019 Cheadle town centre was named as one of the first 14 pilot towns to receive bespoke expert advice and support from the MHCLG High Streets Task Force to build local capacity and expertise to help regenerate Cheadle high street.
- 7.34 The first step in the Task Force pilot project is an 'Unlocking your place potential' diagnostic visit. The visit will consist of:
- A review of desk-based research into the performance and perceptions of the town.
 - A three-hour meeting, with up to 10 key stakeholders from your area. This allows the Task Force time to examine plans, identify challenges and feedback on your Expression of Interest application to the Future High Street Fund and identify additional support that may be beneficial, from the High Streets Task Force.
 - A 45 minute town/city centre site tour with a High Streets Task Force Expert who will conduct a snapshot analysis based on repositioning, reinventing, rebranding and restructuring approaches.
- 7.35 After the visit we will receive a visit report summarising the Expert's findings – including their recommendation for the strategy that is likely to be most effective at "unlocking your place potential".
- 7.36 It is expected the support provided through the 'unlocking your place potential' visit will assist in the development of an expression of interest for later rounds of the Future High Street Fund' if appropriate.