ITEM NO. 12.1

Report of: Head of Housing and Waste Management
Contact Officer: Ian Tennant and James Morgan
Telephone No: 01543 464210 / 464381
Portfolio Leader: Housing
Key Decision: Yes
Report Track: Cabinet: 29/01/15

CABINET
29 JANUARY 2015
REDEVELOPMENT OF GARAGE SITES AND OTHER COUNCIL OWNED LAND

1 Purpose of Report

1.1 To obtain approval for the Redevelopment of Garage Sites and Other Council Owned Land Development Brief.

2 Recommendations

2.1 That the Development Brief for the Redevelopment of Garage Sites and Other Council Owned Land (as attached as Appendix 1) is agreed.

2.2 That the Head of Housing following consultation with the Housing Portfolio Leader be authorised to amend the Development Brief to address any issues as a result of completing the tender documentation.

2.3 That Cabinet receive a further report on the proposed scheme following the selection of a development partner.

3 Key Issues and Reasons for Recommendation

3.1 This report presents a proposed Development Brief for the redevelopment of 11 garage sites and other areas of Council owned land. These proposals will be used to procure the Council’s Development Partner and develop a proposed scheme.

3.2 The development brief will be accompanied by a tender document which will provide details of the procurement process. This is currently being formulated
and will be finalised following approval of the development brief. It may, however, be necessary to amend the brief to address issues which arise from the completion of the tender document and it is proposed that the Head of Housing and Waste Management following consultation with the Housing Portfolio Leader, is authorised to make such amendments.

3.3 A further report on the proposed scheme would be submitted to Cabinet following the selection of a development partner.

4 Relationship to Corporate Priorities

4.1 The additional dwellings which will be provided through the Redevelopment scheme will contribute to the service aim to “increase the supply of affordable housing” which forms part of the Housing Portfolio section within the agreed 2014-2015 “Place” Priority Delivery Plan.

5 Report Detail

5.1 The Council has an agreed new build programme of 113 Council dwellings; of these, 65 dwellings are to be provided as part of the Moss Road Estate Redevelopment Scheme, whilst a further 21 dwellings are to be provided at Green Lane, Rugeley.

5.2 With regard to the remaining 27 dwellings Cabinet have, through a series of reports, identified a number of surplus garage sites and other areas of Council owned land which could potentially be used to support the Council’s new build programme. Following further investigations 11 sites with an estimated potential capacity of 44 dwellings are considered to be suitable for development at the present time.

5.3 This report presents a proposed Development Brief for the development of these 11 sites, which will be used to procure a Development Partner who will construct the dwellings.

5.4 Whilst the Council’s available resources are only sufficient to provide funding for an estimated 27 dwellings, it is proposed that tenders are invited for all of the 44 dwellings which could potentially be provided on the 11 sites. The reasons for this proposed course of action are as follows:

(i) The tenders submitted for the 27 dwellings may be less than the Council’s budget estimates and enable additional dwellings to be provided.

(ii) Further funding to provide additional dwellings may become available.

(iii) Certain sites may as a result of ground conditions (a ground condition survey has been commissioned for all 11 sites) be uneconomic to develop.
5.5 As a result, the proposed Development Brief sets out proposals for the development of all 11 sites. Following the receipt of tenders, this proposed course of action will enable the Council to decide which sites to bring forward and develop in accordance with “value for money” and the resources which are available at the time.

**The Proposed Development Brief**

5.6 The 11 sites included in the Development Brief are set out in the table below, with details of their proposed capacity.

<table>
<thead>
<tr>
<th>Location</th>
<th>Proposed Capacity</th>
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<tbody>
<tr>
<td>1. Berwick Drive, Cannock</td>
<td>6 x 2 bed houses</td>
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<tr>
<td>2. Land at Coulthwaite Way, Ravenhill</td>
<td>6 x 2 bed houses</td>
</tr>
<tr>
<td>3. Cornhill, West Chadsmoor</td>
<td>3 x 2 bed houses</td>
</tr>
<tr>
<td>4. Brunswick Road, Cannock</td>
<td>4 x 2 bed houses</td>
</tr>
<tr>
<td>5. Petersfield, Chadsmoor</td>
<td>4 x 2 bed houses</td>
</tr>
<tr>
<td>6. Land at Hannaford Way, Cannock</td>
<td>3 x 2 bed houses and 3 x 2 bed bungalows</td>
</tr>
<tr>
<td>7. St Michael’s Drive, Brereton</td>
<td>4 x 2 bed houses</td>
</tr>
<tr>
<td>8. Cannock Wood Street, Cannock Wood.</td>
<td>2 x 2 bed bungalows</td>
</tr>
<tr>
<td>9. Surrey Close/Warwick Close, Rumer Hill, Cannock</td>
<td>3 x 2 bed bungalows</td>
</tr>
<tr>
<td>10. George Brearley Close, Rugeley</td>
<td>2 x 2 bed houses</td>
</tr>
<tr>
<td>11. Wood View, Ravenhill.</td>
<td>2 x 2 bed houses</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>44 dwellings.</strong></td>
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5.7 The sites will deliver 36 two bed semi-detached and terraced houses and 8 two bed bungalows. Each two bedroom house will have a minimum internal floor area of 78.75 m² and each 2 bed bungalow a minimum internal floor area of 63 m². All units to have layouts and facilities provided in accordance with the Homes and Communities Agency (HCA) Design and Quality Standards. Each unit will also meet:-

(a) The Lifetime Homes standard;
(b) Have an average SAP rating of at least 80;
(c) Secure by design principles.

5.8 The Project is to be completed within a maximum period of 2 years from the date of the Contract Award Date. The following timescales are expected:
(a) **Procurement Process:**
- Pre-qualifying exercise
- Tender Process
- Appointment of Development Partner

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<td>February 2015 through to October 2015</td>
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(b) **Design & Planning process**
- Conclusion of Development Agreement
- Site and environmental surveys
- Obtaining consents e.g.
  - building
  - planning
  - highways

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<td>November 2015 through to February/March 2016.</td>
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(c) **Start on site**

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<td>April 2016</td>
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(d) **Scheme Completion**

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5.9 Prospective development partners will be required as part of their tender submissions to produce outline and detailed project plans which show the timescale, scheme formulation and the proposed construction programme for the scheme, including the completion and handover of all dwellings and the implementation of other works.

5.10 The Council’s appointed Development Partner will act as developer and contractor to design and construct the redevelopment scheme. The specific responsibilities of the Development Partner will be formalised through a JCT Design and Build Contract but will include the following:

(i) The provision of architectural services to produce plans for each of the sites which incorporates all the requirements set out in the brief, together with any additional benefits which the Development Partner can bring to the scheme.

(ii) All scheme and property design work to obtain all relevant planning and other permissions in relation to the site plans and subsequent detailed design work.

(iii) The procurement and/or implementation of any necessary infrastructure works.

(iv) Construction of the scheme.

**Procurement of a Development Partner**

5.11 The Council’s agreed development partner for the Moss Road Estate Redevelopment Scheme was procured through the Delivery Partner Panel Framework established by the Homes and Communities Agency. The Framework is however, “best suited” to large developments and it is evident that the proposed development of 11 small sites would not be of interest to a number of the Panel member companies.

5.12 The proposed development will therefore be procured through an OJEU compliant procurement exercise using the Standard Restricted Tender
Procedure. A Pre-Qualification Questionnaire will initially be sent out and “Expressions of Interest” will be sought. Following an initial evaluation exercise, a maximum of three developers will then be invited to submit detailed costed development proposals.

### 6 Implications

#### 6.1 Financial

A total budget of £3.16 million is included in the base Housing Revenue Account Capital Programmes for 2016-17 and 2017-18 for the development of former garage sites. It is estimated that this will enable 27 dwellings to be provided.

It is however, proposed that tenders are sought for the potential provision of 44 dwellings and the reasons for this suggested course of action are set out in paragraph 5.4.

In particular, it is proposed as part of the separate report entitled “Housing Revenue Account Capital Programmes 2015-16 to 2017-18” elsewhere on your agenda that an additional £1.94 million is included in the 2016-17 and 2017-18 Capital Programmes for the provision of additional Council housing.

It is estimated that this will enable a further 16 dwellings to be provided which could be situated on former garage sites.

Following the receipt of tenders a decision will be made regarding whether some or all of the 11 sites are developed in accordance with “value for money” and the resources which are available at the time.

#### 6.2 Legal

Legal implications are set out in the report.

#### 6.3 Human Resources

None

#### 6.4 Section 17 (Crime Prevention)

None

#### 6.5 Human Rights Act

None

#### 6.6 Data Protection

None

#### 6.7 Risk Management
There are a number of risks associated with the development of the 11 sites, particularly in relation to uncertain ground conditions. As a result, a ground investigation report has been commissioned and will subsequently form an appendix to the development brief.

6.8 **Equality & Diversity**

None.

6.9 **Best Value**

None

### 7 Appendices to the Report

Appendix 1  Redevelopment of Garage Sites and Other Council Owned Land - Development Brief

**Previous Consideration**

<table>
<thead>
<tr>
<th>Berwick Drive Garage Site, Cannock</th>
<th>Cabinet</th>
<th>20 March 2014</th>
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<tbody>
<tr>
<td>Affordable Homes Programme</td>
<td>Cabinet</td>
<td>17 April 2014</td>
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<tr>
<td>Housing Revenue Account</td>
<td>Cabinet</td>
<td>17 July 2014</td>
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<tr>
<td>Borrowing Programme</td>
<td>Cabinet</td>
<td>17 July 2014</td>
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<tr>
<td>St Michaels Drive, Brereton –</td>
<td>Cabinet</td>
<td>21 August 2014</td>
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<tr>
<td>Service Roads and Former Garage Site</td>
<td>Cabinet</td>
<td>18 December 2014</td>
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CANNOCK CHASE COUNCIL

REDEVELOPMENT OF GARAGE SITES AND OTHER COUNCIL OWNED LAND

DEVELOPMENT BRIEF

1. Introduction

1.1 Cannock Chase Council wish to appoint a development partner to act as developer and contractor to provide a design and build package for new Council houses on a number of small sites.

1.2 The development partner will be procured under the terms of a Standard Restricted Tender process administered (on behalf of Cannock Chase Council) by Staffordshire County Council. Details of the procurement process are provided in a separate Tender document which accompanies the development brief.

1.3 This development brief presents the Council’s proposals with regard to the redevelopment of garage sites and other Council owned land (“the development scheme”). These proposals will be used to procure the Council’s Development Partner and develop a proposed scheme.

2. Background Information

2.1 The aim of the development scheme is to build new Council houses for affordable rent on a package of garage sites and other Council owned land.

2.2 The Council currently has available resources for at least 25 dwellings, however it is possible that additional resources may be made available. The Council would like the development partner to detail their proposals for each site to deliver as many new Council houses as possible to the required specification.

2.3 Not all of the sites included in this brief will be developed. The Council will pick and choose which sites to develop, based on an assessment of what provides the best value and outcomes for the available resources.

2.4 The project objectives are:

(a) To provide good quality, attractive dwellings in a well designed environment which will go towards meeting housing needs in the District.

(b) To integrate the new dwellings into the existing communities and environments to provide a sustainable development.

(c) To provide a high level of security both to properties and the environment.

(d) To improve the level of deprivation across the District.
(e) To reduce fuel poverty through provision of energy efficient homes.
(f) To provide employment and training opportunities for people in the Cannock Chase community.

3. **The Sites**

3.1 There are 11 sites located across the Cannock Chase District as shown in the table below:

<table>
<thead>
<tr>
<th>Location</th>
<th>Current Use</th>
<th>Proposed Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Berwick Drive, Cannock</td>
<td><strong>Garage site</strong>&lt;br&gt;The site is occupied by 35 garages, 28 of which are vacant.</td>
<td>6 x 2 bed houses</td>
</tr>
<tr>
<td>2. Coulthwaite Way, Ravenhill</td>
<td><strong>Open Space</strong>&lt;br&gt;Site of the former Ravenhill District heating scheme boiler house.</td>
<td>6 x 2 bed houses</td>
</tr>
<tr>
<td>3. Cornhill, West Chadsmoor</td>
<td><strong>Garage site</strong>&lt;br&gt;The site is occupied by 12 garages, 8 of which are vacant.</td>
<td>3 x 2 bed houses</td>
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<tr>
<td>4. Brunswick Road, Cannock</td>
<td><strong>Garage site</strong>&lt;br&gt;The site is occupied by 18 garages, all of which are vacant.</td>
<td>4 x 2 bed houses</td>
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<tr>
<td>5. Petersfield, Chadsmoor</td>
<td><strong>Garage site (former)</strong>&lt;br&gt;The site is occupied by 13 garages, all of which are vacant.</td>
<td>4 x 2 bed houses</td>
</tr>
<tr>
<td>6. Land at Hannaford Way, Cannock</td>
<td><strong>Open space</strong>&lt;br&gt;The frontage is neatly landscaped but the area behind the fence is overgrown scrubland. The latter area appears to have been left over when the Barnard Way estate was developed.</td>
<td>3 x 2 bed houses and 3 x 2 bed bungalows</td>
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<tr>
<td>7. St Michael’s Drive, Brereton</td>
<td><strong>Garage site</strong>&lt;br&gt;The site is occupied by 29 garages, all of which are vacant.</td>
<td>4 x 2 bed houses&lt;br&gt;(subject to available space, additional parking area for users of the parade of shops)</td>
</tr>
<tr>
<td>8. Cannock Wood Street, Cannock Wood.</td>
<td><strong>Garage site</strong>&lt;br&gt;The site is occupied by 18 garages, 2 are vacant but only a small proportion are Council housing tenants. There are also substantial repair costs. Cabinet on 18 December 2014 agreed for the site to be used for development purposes.</td>
<td>2 x 2 bed bungalows</td>
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<tr>
<td>9. Surrey Close/ Warwick Close, Rumer</td>
<td><strong>Garage site, parking area and amenity land.</strong>&lt;br&gt;Occupied by 18 garages, 15 of which</td>
<td>3 x 2 bed bungalows&lt;br&gt;2 x 2 bed houses</td>
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<td>Hill, Cannock.</td>
<td>are vacant. Adjoining land is hard standing, maintained grass land, pavements and second access.</td>
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<tr>
<td>10. George Brearley Close, Rugeley</td>
<td><strong>Garage site</strong></td>
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<tr>
<td>11. Wood View, Ravenhill.</td>
<td><strong>Garage site.</strong></td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>11 sites</strong></td>
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3.1 Plans of each of the sites are attached as Annex 1.

3.2 The sites are all in the ownership of Cannock Chase Council.

3.3 The tenancies of the occupied garages will be terminated prior to demolition.

3.4 Demolition of the garages will form part of the construction scheme.

3.5 Cannock Chase is a former mining area but there has been no known advice or issues with subsidence in and around the site areas. The development partner will, however, be required to undertake ground and mining surveys prior to the granting of planning permission. The successful tenderer will also be required to undertake all other necessary Pre Refurbishment / Demolition Surveys, including but not limited to Environmental and Bat Surveys.

4. **Overall Design and Access Requirements**

4.1 The sites have potential to be redeveloped for the construction of 44no. two bedroom houses and bungalows for rent by Cannock Chase Council. The houses will be 2 storeys in height and a mixture of terraces and semi-detached units. The bungalows will either be semi-detached or terraces of three units.

4.2 Design details should reflect the best of local materials and architectural styles including local varieties of red brick together with red and grey plain tiles. Design details should take a lead from features on late 19th and early 20th century properties which include chimneys, treatments of roof verges, window lintels and sills, canopies, contrasting brick banding and limited use of render. Front boundaries should comprise a combination of hedging, low walls and railings. The opportunity should be taken of planting trees on site frontages and also, where space allows, within rear gardens.

4.3 Frontages must not be dominated by continuous rows of parking spaces with contrasting paving and tree planting being used to break up groups of parking spaces. Semi-detached houses should include parking spaces between buildings. Curtilage parking should be provided at a standard of 2 spaces per dwelling. Where communal spaces are proposed these should be at a minimum of one space per dwelling and one visitor space
per two dwellings. Private rear gardens should have a minimum area of 50 square metres and have space to accommodate three wheelie bins with footpath access to the highway. Where communal parking is provided these spaces should be overlooked to provide security.

4.4 A minimum space standard of 21.3 metres between facing principal windows for two storey development is required. This can be reduced where bungalows are proposed and effective screening can be achieved at ground floor level.

5. **Layout and Access**

5.1 **Berwick Drive, Cannock**

The site would be most appropriately developed in two parts, one with access to Berwick Drive and the other with access to Hazelmere Grove. The total capacity is 6 x 2 bed houses. The rear wall of garages adjoining 48 Berwick Drive is the boundary responsibility of the owner. It appears feasible to construct a terrace of 4 dwellings with the front walls sited one to two metres forward of the front of 48 Berwick Drive facing towards 50 Berwick Drive. Eight parking spaces could be accommodated at the front whilst retaining unobstructed vehicular access to the electricity sub-station. There is insufficient space to site a further block of dwellings facing 19 and 20 Kendall Court whilst achieving the minimum facing principal windows standard of 21.3 metres, so a pair of double-fronted shallow depth semi-detached dwellings sited at right angles to the terrace a minimum of 9 metres from the boundary of the garden of 18 Kendall Court and 12 metres from the rear of the terrace of four dwellings is the appropriate layout solution. Four car parking spaces can be accommodated with access to Hazelmere Grove. There appears to be space to plant three trees within the site.

5.2 **Coulthwaite Way, Ravenhill**

The former District Heating building site has a capacity for 6 x 2 bed houses laid out with two pairs of semi-detached dwellings fronting Coulthwaite Way and another pair providing a corner feature at the junction of Kelly Avenue and Springhill Terrace. There are good opportunites to provide frontage tree planting and also at the rear to soften the appearance of the development from Kelly Avenue.

5.3 **Cornhill, West Chadsmoor**

The site has a capacity for a terrace of 3 x 2 bed houses facing towards the side of 9 Cornhill. They will have long rear gardens with plenty of space for tree planting.

5.4 **Brunswick Road, Cannock**

Including the full width of the grassed area fronting Brunswick Road, the site will provide a capacity for 4 x 2 bed houses sited 1 metre from the northern boundary. The front pair would be on a 6 metre building line with 21.3 metres between the two pairs. Access to the rear pair would be along the southern boundary of the site. There is space for tree planting between the two blocks.
5.5 **Petersfield, Chads Moor**
Two pairs of semi-detached 2 bed houses or a terrace of 4 x 2 bed houses with the frontages facing towards Petersfield. Space for tree planting is available at both front and rear.

5.6 **Land at Hannaford Way, Cannock**
A terrace of 3 x 2 bed bungalows sited at right angles to Hannaford Way at the western end of the site involving re-alignment of the footpath linking Hannaford Way with Cannock Road. A terrace of 3 x 2 bed houses fronting Hannaford Way towards the eastern end of the site but avoiding the spread of the mature pine close to the boundary with no. 10 Hannaford Way. There are several mature trees on the site and a tree survey and arboricultural assessment will be required to BS5837/2012. New planting will be required to compensate for the loss of any significant trees of amenity value which are unable to be retained.

5.7 **St Michaels Drive, Brereton**
Two pairs of 2 bed semi-detached houses or a terrace of 4 x 2 bed houses with frontages facing towards St. Michaels Drive. Subject to available space, there may be scope to provide some additional car parking for visitors behind the parade of shops.

5.8 **Cannock Wood Street, Cannock Wood**
A pair of semi-detached 2 bed bungalows fronting the highway with access from the existing service road. There is room for planting two trees on the frontage.

5.9 **Surrey Close/Warwick Close, Rumer Hill**
A terrace of 3 x 2 bed bungalows facing Warwick Close with parking at the rear plus a pair of 2 bed semi-detached houses designed as special corner units at the junction of Warwick Close and Surrey Close also with parking at the rear. New tree planting along the highway frontages.

5.10 **George Brearley Close, Rugeley**
A pair or 2 bed semi-detached houses sited adjacent to the recently constructed detached house.

5.11 **Wood View, Ravenhill**
A pair of 2 bed semi-detached houses with frontage facing east. Space for tree planting to front and rear.

6. **Internal Size and Layout**

6.1 Each two bedroom house will have a minimum internal floor area of 78.75 m² and each 2 bed bungalow a minimum internal floor area of 63 m². All units to have layouts and facilities provided in accordance with the Homes and Communities Agency (HCA) Design and Quality Standards.
6.2 Each unit will also meet:-
   (d) The Lifetime Homes standard;
   (e) Have an average SAP rating of at least 80;
   (f) Secure by design principles.

7. **Site Management**

7.1 The Development Partner will be required to meet the following site management requirements:-

   (a) Make all necessary applications and meet all building control requirements. The Council will also employ a Clerk of Works in relation to the construction of Council houses.

   (b) Manage the site with the minimal disruption to existing residents including:-(i) Noise
       (ii) Parking of Site Vehicles
       (iii) Dust and debris
       (iv) Road cleanliness
       (v) Waste Disposal
       (vi) Damage to personal property

   (c) Submit a site management plan and to be registered with Considerate Constructors Scheme.

8. **Development Specification – Project Timescales, Duration, Phasing.**

8.1 The Project is to be completed within a maximum period of 2 years from the date of the Contract Award Date.

8.2 Prospective development partners will be required as part of their tender submissions to produce outline and detailed project plans which show the timescale, scheme formulation and the proposed construction programme, including the completion and handover of all dwellings and the implementation of other works.

8.3 The Council anticipates the following timescales:

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<th>5.1.1</th>
<th>Procurement Process:</th>
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<tr>
<td></td>
<td>• Pre-qualifying exercise</td>
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<td>• Tender Process</td>
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<td>• Appointment of Development Partner</td>
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<th>Design &amp; Planning process</th>
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<td>• Conclusion of Development Agreement</td>
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<td>• Site and environmental surveys</td>
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<td>• Obtaining consents e.g.</td>
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8.4 A detailed procurement plan is included in the tender documentation.

9. The Role of the Development Partner

9.1 The Council’s appointed Development Partner will act as developer and contractor to design and construct a redevelopment scheme for the package of garage sites and other Council owned land.

9.2 The specific responsibilities of the Development Partner will be formalised through a JCT Design and Build Contract but will include the following:

   (a) The provision of architectural services to produce plans for each of the sites which incorporates all the requirements set out in the brief, together with any additional benefits which the Development Partner can bring to the scheme.
   (b) All scheme and property design work to obtain all relevant planning and other permissions in relation to the site plans and subsequent detailed design work.
   (c) Demolition of all vacated garages.
   (d) The procurement and/or implementation of any necessary infrastructure works.
   (e) Construction of the scheme.

10. Funding the Scheme

10.1 The Council will finance the construction of the new Council properties via staged payments throughout the construction period. These payments will be made in accordance with a payments schedule agreed with the Development Partner.

10.2 The Council will retain ownership of the land during the build process. The development agreement provides for a building licence to be issued to the developer.

10.3 The Council will also be responsible for the security of the sites and vacant garages which remain in its ownership prior to demolition.

11. Procurement Process

11.1 The Council will procure a development partner through a Standard Restricted Tender process administered by Staffordshire County Council.
11.2 A Pre-Qualification Questionnaire will initially be released, which bidders are required to complete and return. Then a short evaluation exercise will be undertaken to select a maximum of three developers who will be formally invited to tender.

11.3 The three selected tenderers will then be required to submit a “package of information” in relation to this brief which will include:

(a) scheme designs and layouts including house types;
(b) scheme costings, including a price for the construction of new Council houses.
(c) Project Plans and Method statements.

11.4 Tenderers may be required to attend a clarification meeting to discuss their tender submission, so the Council may fully understand their offer.

11.5 Tender selection will be based on the most economically advantageous tender.

11.6 Further details are set out in the tender documentation.
Annex 1: Site Plans