

SLOUGH BOROUGH COUNCIL

REPORT TO Cabinet **DATE:** 16 November 2015

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PORTFOLIO: Neighbourhoods & Renewal - Cllr James Swindlehurst
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PART I **KEY DECISION**

TRELAWNEY AVENUE REDEVELOPMENT PLAN - PROGRESS REPORT

1 Purpose of Report

The purpose of this report is to provide a progress report on the Trelawney Avenue Redevelopment Plan. It will highlight the collaborative approach that has now been adopted between Slough Borough Council (“the Council”) and Slough Clinical Commissioning Group (“SCCG”) to introduce a mixed-use development that will include modern health facilities, community hub and housing.

2 Recommendation/Proposed Actions

The Cabinet is requested to resolve:

- (a) That it be noted that following further discussions since February 2015, SCCG supports the relocation of the existing Orchard Surgery located on Willow Parade, High Street, Langley to Trelawney Avenue and has received NHS England support, subject to compliance with SCCG policy.
- (b) That subject to compliance with Housing Revenue Account (“HRA”) guidance, agree in principle to the General Fund (“GF”) appropriating the area of land required from the HRA to develop the hub, with the remainder of the site retained by the HRA and used to build affordable housing for rent.
- (c) That it be noted that the potential for the hub to be jointly owned and managed between Raw Investments Limited (“RIL”) and the Council. RIL would have ownership of the health-led area, with the remainder owned by the Council (GF) and used to provide local services, including the potential relocation of Langley Library.
- (d) That subject to the relocation of Thames Valley Police (“TVP”), the scope of the plan will increase to include the redevelopment of the police station into affordable housing for rent.
- (e) That following its discussions with New Langley Community Group (“NLCG”) an agreement has been reached on their relocation to alternative premises to enable the redevelopment of the site.

- (f) That it be noted that the February 2015 authority to proceed to develop housing on part of the site will be undertaken by Slough Urban Renewal via the Small Sites Strategy.
- (g) That a follow-up report including financial options and a business case will be presented to Cabinet in February 2016 or sooner if key decisions are required.
- (h) That Asset Management will continue to explore the feasibility of relocating the football teams currently based at the Merry Makers PH to Kedermister Park.

3 Slough Joint Wellbeing Strategy, The JNA and the Five Year Plan

3a Joint Wellbeing Strategy Priorities

The proposals to build a combination of housing and community facilities will meet the strategic requirements of SBC and SCCG and TVP. Subject to approval, the recommendations in this report will allow the Council to maximise the value of its existing assets and provide local facilities that can match the aspirations of the local community.

3b Five Year Plan Outcomes

Cabinet approved the 5 Year Plan in February 2015. The Trelawney Avenue Redevelopment Plan has the potential to make the following contributions to corporate objectives:

Changing, retaining & growing

Providing new homes would increase quality, improve choice and stimulate the local economy.

Enabling & Preventing The delivery of a new surgery/dental practice/community space will contribute to the outcome of making children and young people healthy, resilient and with better life chances.

The delivery of a new surgery/dental practice/community space will contribute to the outcome of enabling more people to take responsibility for and manage their own health, care and support needs by giving them better access to facilities that support residents in this.

Using resources wisely

The Trelawney Avenue Development Plan will provide for a community/health hub and housing on a site that is currently not being fully utilised or seen as making significant contribution to enhancing community cohesion.

4. Other Implications

(a) Financial

There are no immediate financial implications as a direct consequence of this report. However, should the Cabinet agree to the recommendations contained in section 2, the follow-up report will need to be supported by a robust business case, providing detailed information on capital costs, income and expenditure. It will need to demonstrate that the introduction of the hub will be revenue neutral and will not have a detrimental impact on achieving the financial targets set out in the HRA business plan.

(b) Risk Management

Risk	Mitigating action	Opportunities
Community The New Langley Community Group operate from the facility attached to the Merrymakers public house which will be lost to the community during duration of works.	Discussions commenced some time ago with the Community Group. A new location has been found and the group will relocate in early 2016.	
Financial Acquisition or development of new housing stalls due to insufficient HRA funding.	A detailed business case will be developed and presented to the Capital Strategy Board prior to any commitment to fund the project.	
Financial/Legal Health providers or other public/commercial tenants do not occupy space, resulting in significant revenue losses..	Subject to complying with CCG policy, the proposal is to relocate an existing GP practice and transfer the budget. RIL is already the landlord of Willow Parade and will relocate these services to provide a guaranteed rental stream.	
Human Rights	None	
Employment	None	
Planning The proposed development does not meet planning policy requirements.	Consultation has been undertaken with Planners and will remain ongoing.	
Public Consultation Poor resident consultation leading to a negative reaction to the proposed development and/or services provided.	Feedback received from public consultation demonstrated support for a mix of community provision and new housing. Residents will be involved in developing the proposals.	In the consultation process there was local support for a community hub on Trelawney Avenue.

(c) Human Rights Act and Other Legal Implications

It is understood that the land proposed to be disposed of is presently held for housing purposes under Part II of the Housing Act 1985. If any part of this land is subject to any secure tenancies, any disposal to a private sector landlord could only be effected following consultation with the secure tenants under Section 106A of and Schedule 3A of the Housing Act 1985. Under Section 106A the Secretary of State is to have regard to the views of these secure tenants when considering whether to grant consent to such disposal. Furthermore, the land disposed of would be subject to a “preserved right to buy” in favour of the former secure tenants under Section 171A of the Housing Act 1985. It is presumed, therefore, that any secure tenancies will be terminated before the proposed disposal and any dwellings will be demolished.

Whilst the disposal of land held for housing purposes under part II of the Housing Act 1985 requires the consent of the Secretary of State, the Secretary of State has issued some general consents, The General Housing Consents 2013, which prescribe circumstances in which such land may be disposed of without the need for his specific consent.

Under The General Consents 2013 Councils may dispose of any land held for housing purposes which is no longer subject to any secure tenancies for a consideration equal to its market value (as defined by the consent) provided such disposal is not to a body in which the Council owns an interest, unless it is a Council which has no housing revenue account or, if it has such an account, provided no more than 5 such disposals have been made in the particular financial year concerned.

Under the General Consents 2013, Councils may also dispose of “vacant land” for a consideration determined by the Council. “Vacant Land” for this purpose is defined by The General Consent 2013 as land upon which no dwellings have been built or, where such dwellings have been built, they have been demolished or are unfit for human habitation and are due to be demolished.

(d) Equalities Impact Assessment

The Trelawney Avenue Redevelopment Plan will have a positive impact on the local community. Since the benefits will not be identified until agreement is reached on the scope of the hub, the EIA will be carried out at this juncture.

(f) Land and Property Implications

If developed exclusively for residential use, the redevelopment of sites A, B and C would have the potential to provide up to 40 properties for rent (with the inclusion of flats) that would meet local need and contribute to the HRA Business Plan. Whilst the introduction of a mixed-use community facility will meet the strategic needs of SBC and SCCG, the introduction of the proposed hub reduces the land available for housing use. The inclusion of the existing Police Station at Trelawney Avenue/Langley High Street will offset this loss.

The timing of this report coincides with the ongoing Asset Challenge process, which seeks to reduce the Councils ongoing property costs through a combination of shared use, investment and rationalisation. The introduction of the hub, which combines services and releases assets for alternative use is consistent with the aims of this process. However

5. Supporting Information

- 5.1 The Council is the freeholder of the Merrymakers Public House and the Housing Revenue Account (“HRA”) acquired the leasehold in 2012 to assemble a site to provide affordable housing for rent. Whilst the site is designated for residential use, the Council is keen to see a mixed use development that would introduce housing and community use and has raised the potential of introducing a community hub that includes health care and community services.
- 5.2 Cabinet last considered a report on the Trelawney Avenue Strategy in February 2015. At this meeting it was recommended that further discussions take place with SCCG to elicit support to incorporate a GP practice and related health-led services. In this report it was noted that a follow-up would be presented in June 2015. Since this time several meetings have taken place, which have resulted in a collaborative approach that reflects the strategic requirements of both organisation and will enhance community cohesion. Whilst overdue, considerable progress has been made.
- 5.3 The NHS England strategy, which is supported by SCCG, is for new premises to be built to a size and scale that is consistent with the needs of geographically spread

populations. SCCG has confirmed that whilst its strategy would not support the introduction of a new practice in Langley, the potential exists to transfer an existing practice (and budget) and supports the relocation of a local practice into the proposed hub at Trelawney Avenue.

- 5.4 The GP practice previously operating from 324 Trelawney Avenue moved to Willow Parade in 2012. Whilst keen to move back, it is tied into a long-term lease with 20 years until expiry. Consequently the relocation of this practice will be subject to SBC, SCCG and the landlord working collaboratively to develop a proposal that meets mutual objectives.
- 5.5 The landlord has been working with the Council and SCCG to develop a proposal that would allow the practice to return to Trelawney Avenue and has developed indicative plans for a hub that includes a GP practice, pharmacy and dental practice. The indicative plan reflects the Council's requirement to balance health care with community use and allows for co-location with Housing and/or Community Services, a library service and Community Police. The concept also includes space to allow groups and activities already operating from the hall to continue to do so.
- 5.6 The business plan being developed by RIL assumes that it will relocate the existing tenants (GP Practice, Pharmacy and Dental Practice) from Willow Parade. It also assumes that RIL will build the entire hub, own and lease the health-led space and sell the remainder of the completed building to the Council, which will be managed by the Corporate Landlord.
- 5.7 The business plan submitted by RIL will be subject to interrogation by Asset Management to ensure that the proposal is in the best interests of the Council in terms of the land deal and provision of a health led community hub.
- 5.7 To facilitate the introduction of the hub the Council has three possible options. As follows:
 - a) RIL could purchase the vacant land directly from the HRA that is required to build the health element of the hub with the Council entering into a 'building contract' which would see RIL construct the community element of the hub on behalf of the Council. This will result in community element of hub resting with the HRA, or
 - b) The GF could appropriate the total area required for the health and community hub from the HRA, sell the land required for the health related element to RIL and enter into a 'building contract' with RIL to build the community element of the hub. This will result in community element of hub resting with the GF, or
 - c) As above but with the HRA/GF entering into a long lease (999 years) with RIL and retaining the freehold as opposed to selling the land.

Upon agreeing the space requirements of each element and identifying the preferred option, the Council will appoint the District Valuer (or equivalent) to undertake an independent valuation of the site. This would be at a sum that reflects the full market value and would be subject to an independent valuation to ensure there is no detriment to the HRA.

- 5.8 The proposals described above require the agreement of SCCG and NHS England to transfer the existing facilities and budget from Willow Parade to the proposed hub. SCCG has obtained outline approval from NHS England for this project providing it is revenue neutral. A full business case is now being developed and will be submitted to NHS England for approval. To support this it requires RIL to release the Orchard Surgery

(Willow Parade) from its current lease and enter into a new lease at Trelawney Avenue with the terms and conditions as per SCCG current guidance.

- 5.9 Thames Valley Police (“TVP”) has previously expressed an interest in co-location should the hub become a viable option. Whilst the requirements of the police are currently under review and have yet to be determined, it appears unlikely at this stage that TVP will require a significant property presence in Langley but TVP have not ruled out the potential to occupy part of The Hub.

The Langley Police Station site is owned by the HRA and is subject to an 80 year ground lease to (TVP). The lease, which does not include any break provisions, expires in March 2042. As mentioned above, the Council is awaiting the results of an internal TVP asset review. The TVP site along with the HRA garage compound to the rear is ideally situated for a residential development. The site could comfortably accommodate 10-14 terrace properties. There is also the potential to carry out an office to residential conversion of the existing building leaving the garage compound to be developed in isolation. This project could be included within the Small Sites Development Strategy approved by Cabinet in September 2015.

- 5.10 Langley library is leased by the Council from A2 Dominion. A long 997 year lease which commenced on the 1st October 2015 is in place with an annual rent of £1 per annum. The building is currently restricted to Library use; however the Landlord cannot unreasonably withhold consent for an application for another use. Likewise the lease allows the council to sublet part with Landlord’s consent.

Actions going forward

- 5.11 Asset Management have commenced work to ensure the Trelawney Avenue site has vacant possession. This will involve temporarily relocating NLCG, terminating the Tenancy at Will at the Merrymakers public house, bringing an end to garage use on the site and working with colleagues in Housing to relocate the tenants at 313-323 Trelawney Avenue.
- 5.12 Following discussions with Housing, NLCG has been offered 27 Harrow Road which is a HRA property located within a complex of single person bungalows. The site is of interest to the Group as it meets their space and location requirements. Discussions are underway with regards the Groups requirements for the site and moving them across. It is envisaged that the Group will relocate to 27 Harrow Road in January 2016.
- 5.13 During previous public meetings there were mixed views about the potential to retain the public house within the immediate vicinity. The potential exists for the public house to apply for a new licence and relocate to a suitably sized vacant unit within the retail parade. The application would be considered by the Council’s Licensing Section; however any application is likely to be determined by feedback from local residents via consultation.
- 5.14 Around 7 football teams operate from the Merry Makers public house including youth teams. Discussions have commenced with the teams the option of using Kedermister Park Changing Rooms as a clubhouse which would bring in a new income stream to this building.

- 5.15 Upon agreeing the layout of the hub and confirming all space requirements, the Council will appoint the District Valuer (or equivalent) to undertake an independent valuation of the site.

6. Conclusion

- 6.1 Considerable progress has been made since February 2015. The potential exists to align the Council's aspirations with the strategy developed by SCCG to reintroduce health care provision in Trelawney Avenue. This would co-locate health care services with housing, public, commercial and community use in a project that is consistent with the 5 Year Plan outcome of delivering One Public Estate objectives.

7. Appendices Attached

None.

8. Background Papers

None.