

SLOUGH BOROUGH COUNCIL

REPORT TO Cabinet **DATE:** 14 March 2016

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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 highlight the continued progress that has been made to introduce a mixed-use development in Trelawney Avenue as agreed at November 2015 Cabinet. The proposals include the introduction of a community hub that will combine public and private investment and realise the Council's One Public Estate objectives. The Hub will provide a range of integrated and customer focussed services. To date these include Housing, Healthcare, Library Services and Adult Social Care as well as creating flexible space to deliver voluntary and community based services. The remainder of the site will accommodate up to 16 properties for mixed tenure rent.

2 Recommendation/Proposed Actions

The Cabinet is requested to note that:

- (a) Since the last cabinet report Slough Clinical Commissioning Group ("SCCG") has obtained outline support from NHS England and will submit a final Business Case for approval in April 2016.
- (b) The proposals for the hub have evolved and now include the potential to build on the strengths of the community centres in Slough, through joint team and agency working and the application of an asset based model of delivering public services that is aligned to the Council's "Enabling & Preventing" theme of the 5 year plan.
- (c) The outline plans include the introduction of up to 16 properties for rent. Of these, no less than 50% will be owned by SBC, with the remainder owned by Raw Investments Ltd ("RIL").
- (d) The preferred development solution that meets the strategic needs of the Council, SCCG and Raw Investments Limited ("RIL") is for the hub to be jointly owned and managed between RIL and the Council. RIL would have ownership of the health-led area and properties above, with the remainder owned by the Council (General Fund).
- (e) The scheme enablement is scheduled to commence by the end of April 2016 through the demolition of the Merry Makers PH (with attached hall) and 324 Trelawney Avenue.

- (f) Housing Services have commenced consultation with tenants residing in 313-323 Trelawney Avenue regarding their relocation.
- (g) Asset Management will continue to explore the feasibility of relocating the football teams currently based at the Merry Makers PH to a formal lease/licence of the changing rooms at Kedermister Park.
- (h) That Thames Valley Police (TVP) have now confirmed they require touch down space at the hub and that discussions have commenced with regards finalising their requirements and the surrender of their lease of Langley Police Station.
- (i) Subject to NHS England approving the business case submitted by SCCG, a final report containing the full business case to proceed with the proposed redevelopment will be presented to Cabinet in June 2016.

The Cabinet is requested to resolve that:

- (j) Subject to compliance with Housing Revenue Account (“HRA”) guidance, it be agreed in principle that the General Fund (“GF”) appropriate 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 .

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, SCCG and TVP.

Council professionals from Adult Social Services, Housing and Community Services along with voluntary sector specialists, general practitioners and community health practitioners will be located in a single site. This will facilitate the development of professional relationships and services so that statutory agencies are able to better support the citizens of Slough through an “asset based” approach to delivering public services.

Under the Care Act 2014, the adult social services department are already practicing an asset based approach, but applying this approach in a multi-disciplinary environment will provide an opportunity to improve the Health, Housing and Social Care economy to a greater scale and allow the Council to move from a “needs and deficit” model of delivering public services towards one that focuses on community/ individual strengths based model of wellbeing, support and care and at the same time provide residents with a greater range of support options and increased levels of independence in their lives.

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 is aligned to the Council’s 5 year plan and the Local Authority/ NHS Better Care Fund plans, as it promotes the “Enabling & Preventing” theme and facilitate the integration agenda of Council and NHS services (s23 of the Care Act 2014) as well as developing joint assessment and care plan coordination best practices.

Further to this the proposal will enable the Council to fulfil statutory duties under the Care Act 2014, to promote an individual’s wellbeing (s1 of the Care Act 2014) through preventative measures that focus on community resilience.

The proposal also 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.

The delivery of a location from which the HRA area officers can operate from will enable the Council and residents to keep in better contact with regards estate matters and housing needs.

Using resources wisely

The Trelawney Avenue Development Plan will provide a facility for public, private, voluntary and health care practitioners to co-locate under one roof. This in turn will create the condition to reduce overall running costs for public bodies, create surplus land and property to stimulate economic growth and regeneration and generate a capital receipt that can be reinvested in new housing.

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 report in June 2016 will contain 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 evolving HRA business plan.

(b) Risk Management

Risk	Mitigating action	Opportunities
<p>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.</p>	<p>The Group have been provided with 27 Harrow Road as an alternative location from which to provide services from and/or storage of equipment.</p> <p>The new community facility includes a hall that will be used by local community groups.</p>	<p>New location may encourage other/more uses in the community space. 27 Harrow Road provides a better facility in terms of premises condition.</p>

Property The SCCG Final Business Case is not approved by NHS England.	The SCCG have already discussed proposal with NHS England and PID has been approved. SCCG will not submit a Final Business Case without first ensuring it meets their strategic needs and policy requirements.	If the final business case is not approved an alternative proposal could be developed that omits the health care element.
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.	Private sector investment from RIL
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 continue through the development cycle.	
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.	.

(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.

It is also understood that part of the land is not to be disposed of but retained by the Council and redeveloped for other than housing purposes. Provided that such land does not include and dwellings and the council resolve that it is no longer required for housing purposes, then it can be appropriated to such other purposes under Section 122 of the Local Government Act 1972. This section permits the Council to appropriate land to any other purpose for the Council could under that Act acquire land by agreement. Section 120 of the Act allows the Council to acquire by agreement land for the purpose of the benefit, improvement or development of their area and so the Council could appropriate land for these purposes.

The Library co-locating to the Hub will not see the loss of the service from the Langley area, but a consultation will be carried out to ensure that any concerns from residents with regards the moving of the facility and access to it is captured and taken into account before the existing Library on Trelawney Avenue is relocated.

(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.

(e) Land and Property Implications

See section 5 below.

5. Supporting Information

- 5.1 The most recent update on the Trelawney Avenue strategy was considered by Cabinet in November 2015. At this meeting it was noted that whilst existing NHS strategy does not support the introduction of a new practice, the potential exists to transfer an existing practice (and budget). Members noted that SCCG supports the relocation of a local practice into the proposed hub provided it remains revenue neutral. Members agreed to the principle to the hub being jointly owned and managed by RIL and the Council. RIL would have ownership of the health led area, whilst the remainder would be retained by the Council.
- 5.2 The proposal will therefore not create new GP capacity and will simply relocate the existing GP located on Willow Parade, Langley High Street to enhanced facility with improved accessibility on Trelawney Avenue, Langley.
- 5.3 SCCG has continued to work with the Council and RIL to develop the proposal. A Final Business Case supporting the relocation of the practice to Trelawney Avenue will be presented to NHS England in April 2016. The approval of the Final Business Case will provide SCCG with the authorisation to transfer the practice and budget to the proposed hub.

- 5.4 RIL is developing final layout plans for a hub that includes a GP practice, pharmacy and dental practice. The plans reflect the Council's requirement to balance health care with community use and allow for co-location with Housing, Community Services, Adult Social Care, a library service and Community Police. The concept also includes space to allow groups and activities already operating from the hall on Meadow Road to continue to do so.
- 5.5 The site plan includes a mix on 1 and 2 bedroom flats and 2 bedroom terraced houses. The proposal with RIL is that there will be a split of the site with the community space and flats above being retained by the Council and the health provision and the flats above being retained by RIL.
- 5.6 To maintain continuity of management and assist SBC to meet housing need and demand, it is further proposed that the flats in RIL's ownership will be leased to and managed by the Council.
- 5.7 Apart from relocating existing tenants from Willow Parade, the business plan being developed by RIL will build and own the health led space and that the Council will coordinate the build of the community space either through RIL or the SRP and which will then be managed by the Corporate Landlord. The business plan will be subject to robust evaluation by Asset Management and Finance to ensure that the proposal is in the best interests of the Council in terms of the land deal, capital and revenue costs. Without the support of RIL and SCCG, the existing GP at Willow Parade will be unable to relocate to the proposed hub. SCCG will only support one surgery in the area and that surgery is currently tied into a long lease agreement with RIL. The provision of a site on which to construct a new surgery is the incentive for RIL to accept the surrender of the surgery's lease.
- 5.8 Working in partnership with RIL is the only option available to the Council if it wishes to relocate the GP Surgery to Trelawney Avenue. As mentioned above the SCCG will not support the introduction of a new GP surgery into Langley, but do support the relocation of the existing GP. The existing GP is currently tied into a 20 year lease with RIL. RIL will only consider releasing the GP from its obligations under its lease agreement if it can work in partnership with the Council and realise similar income from the community/health hub development on Trelawney Avenue. In allowing RIL to replicate its current agreement with the GP at Trelawney the Council and GP avoids the large capital expenditure in having to buy out the GPs lease agreement. Such a capital sum would make relocation of the GP surgery to Trelawney Avenue unfeasible.
- 5.9 Since the last Cabinet Report, Adult Social Care has expressed an interest in co-locating into the proposed hub as part of a strategy to deliver an area based approach to adult social care. The presence of Adult Social Care in the Hub will compliment the other health, housing and community development aspects in the hub. This will be achieved by co-locating local authority professionals, health practitioners and voluntary sector specialities together. This multi-disciplinary working environment will utilise those collective approaches and experience to a much greater extent and enable whole neighbourhoods to become healthier and live as independent lives for as long as possible.
- 5.10 The presence of Adult Social Care will of course increase the Council's space requirements at the hub, but will not result in a material reduction in the sections requirement for space at St. Martins Place. The impact and cost of this shift to area based service provision will need to be evaluated within the context of the Council's wider

Accommodation Strategy and the ongoing Asset Challenge process, both of which have a shared objective of modernising service and reducing the Council's ongoing property costs.

- 5.11 In the previous Report to Cabinet, 3 options were put forward that would facilitate the introduction of the hub. The recommendation put before Cabinet in November 2015 was for the GF to 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 the community element of the hub resting with the General Fund.

Upon agreeing the space requirements of each element, 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 will ensure there is no detriment to the HRA.

- 5.12 Members have previously noted that Thames Valley Police ("TVP") has expressed an interest in co-location. The proposals assume that TVP will share space within the community element. This will free up the existing site for a new build social rented housing development. A site capacity study has been undertaken, showing the potential to introduce 31 properties (13, 1 bedroom flats and 18, 2 bedroom flats) – however it must be stressed that this is subject to planning approval.
- 5.13 Following consultation with Library and Housing Services, Asset Management has identified the space requirements for each service area and incorporated these into the site layout. These will be amended to reflect the requirements of Adult Social Care. Areas such as reception, staff room, toilets and meeting rooms will be shared between Housing, Library Services and Adult Social Care in order to reduce the Council's overall space requirements so that more, usable community space and meeting rooms can be created in the hub.

Actions going forward

- 5.14 To provide vacant possession, the Council will: relocate NLCG to 27 Harrow Road in March 2016, terminate the Tenancy at Will at the Merrymakers public house by May 2016, bring to an end garage use on the site and serve a demolition notice and relocate the tenants from 313-323 Trelawney Avenue.
- 5.15 Asset Management will continue to work with RIL to finalise the space requirements for HRA, Library, Adult Social Care and Community Space which will determine the final site layout drawings. The final space requirements and layout will be agreed by Asset Management and RIL by April 2016.
- 5.16 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.
- 5.17 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. This will be subject to a review of football pitch and changing room provision being undertaken by Wellbeing and Community Services.

5.18 Develop a business within the context of the ongoing Asset Challenge process and Accommodation Strategy.

6. Conclusion

6.1 Considerable progress has been made since November 2015. The potential exists to align the Council's aspirations with the strategy developed by SCCG to introduce a new model of public service in Slough. Subject to approval of this report, the final business plan and the NHS business plan, the potential exists to deliver community focussed services by professional teams from public, health and voluntary sector from the proposed hub at Trelawney Avenue.

6.2 The timing of this report coincides with the ongoing Asset Challenge process, which seeks to reduce the Council's ongoing property costs through a combination of shared use, investment and rationalisation. The introduction of the hub, which combines services, shares space and releases public assets for alternative uses is consistent with the aims of this process – however the property costs associated with the delivery of services from the proposed hub will need to be evaluated to ensure there is no long-term impact on the general fund. .

7. Appendices Attached

None.

8. Background Papers

None.