

SLOUGH BOROUGH COUNCIL

REPORT TO Cabinet **DATE:** Monday 17th October 2016

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WARD(S): Langley Kedermister

PORTFOLIO: Housing & Urban Renewal – Cllr Ajaib
Environment & Leisure – Cllr Bal

PART I **KEY DECISION**

TRELAWNEY AVENUE REDEVELOPMENT PLAN - PROGRESS REPORT

1 Purpose of Report

- 1.1 In the most recent report to Cabinet in March 2016, it was noted that a follow-up report containing a final business case would be presented to Cabinet by September 2016. Due to delays in scheme development, the project is currently 3-6 months behind schedule.
- 1.2 The purpose of this report is to update members and seek approval to enter into an Option Agreement with Raw Investments Limited (“RIL”) to develop the proposed community hub.

2 Recommendation/Proposed Actions

The Cabinet is requested to resolve:

- (a) That the Council should enter into an Option Agreement with RIL in relation to the land required to introduce the health care element community hub and associated car parking at Trelawney Avenue (as shown in Appendix One) and dispose of this land to RIL for a sum that represents no less than the independent land valuation, if the option granted on the land is exercised.
- (b) Subject to (a), that delegated authority be given to the Strategic Director of Housing, Regeneration and Resources, following consultation with the Commissioner for Housing & Urban Renewal and Commissioner for Environment & Leisure, to agree the terms of the Options Agreement, and
- (c) That delegated authority be given to the Head of Asset Management to agree terms for the early surrender of the Thames Valley Police (“TVP”) lease of Langley Police Station for an amount that is supported by an independent valuation.

The Cabinet is requested to note:

- (d) That provided the new facilities remain cost neutral, Slough Clinical Commissioning Group (“SCCG”) has secured approval from NHS England to transfer funding into the proposed hub.
- (e) The proposals to introduce affordable housing on the land released by TVP.

- (f) That scheme enablement has commenced, with the Merry Makers Public House and community hall vacated and ready for demolition in November 2016.
- (g) That Thames Valley Police (TVP) have now confirmed they require touch down space within the hub and in the meantime temporary space at Langley Library.
- (h) Subject to the District Valuer valuations, as set out in section 5.7, providing a viable business case for the current proposals to proceed, a final report will be presented to Cabinet in December 2016.

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.

Officers from Adult Social Services, Housing and Community Services along with voluntary sector specialists, General Practitioners and community health practitioners will co-locate on a single site. This will foster closer working relationships between agencies and an integrated approach.

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 facilitates 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 revenue/capital spend implications as a direct consequence of this report. However, should the Cabinet agree to the recommendations contained in section 2, the report in December 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
Community	None	
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.
Property The RIL Business Case is not approved by RIL board of directors.	RIL will be provided with land and rental valuations by the Council and SCCG respectively, to input into their business case. RIL have already and will continue to develop plans that ensure the lettable space provides the desired returns.	Approval of a robust commercial business case will ensure the site remains a sustainable community facility/asset.
Property RIL does not get approval for the inclusion of a Pharmacy within the health element of the hub. Without the Pharmacy it is doubtful whether and sustainable	The inclusion of a Pharmacy is essential in order to produce a sustainable business case. RIL will shortly begin the application and consulting required to introduce another Pharmacy	

business case can be developed by RIL.	onto Trelawney Avenue	
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 its 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 use 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.

(f) Land and Property Implications

See section 5 below.

5. Supporting Information

Background

- 5.1 In March 2016, Cabinet agreed that the solution that best met the strategic needs of the Council, SCCG and RIL was for the proposed community hub to be jointly owned and managed between RIL and the Council. RIL would have ownership of the health-led area and residential properties above, with the remainder owned by the Council; however this was conditional on SCCG obtaining approval from NHS England.
- 5.2 Feedback from SCCG has confirmed that subject to there being no increase in revenue, the business case has received in-principle approval. This feedback has allowed the SCCG to move forward on the basis that it has authorisation to transfer the practice and budget to the proposed hub.
- 5.3 Since the Cabinet update in March 2016, New Langley Community Group (“NLCG”) has been successfully relocated to 27 Harrow Road and is continuing to run most of the services provided from the hall on Meadow Road from this location. To avoid unnecessary delays, the Council immediately commenced site enablement works and anticipates that the former Merrymakers public house and hall will be demolished by November 2016.

Scheme Development

- 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 proposal includes a community hall to allow groups and activities already operating from the hall on Meadow Road, now Harrow Road, to continue to do so.
- 5.5 The provision of adequate levels of car parking for residents, service users and service providers has been significant challenge. This has been overcome by the inclusion of an area of grass verge adjacent to the site, on Trelawney Avenue, that can accommodate a single floor 'extension' to the hub and additional car parking. This solution has alleviated the parking issue highlighted by Planning and helped to establish site boundaries, which has allowed the valuation process to proceed.
- 5.6 An indicative ground floor scheme plan is attached in Appendix Two.

Land Valuation

- 5.7 On the assumption that the 'red line' between RIL's site and land retained by the Council is now agreed the District Valuer ("DV") has been instructed to provide a market valuation of the land to be transferred. This valuation will be shared with RIL to determine if this figure, combined with the rental valuation assessed by the DV, creates a viable business case.

Options Agreement

- 5.8 To date, all development risk has been with RIL. In order to give some degree of certainty and to release funding for further feasibility work, RIL has requested the Council to enter into an Option Agreement ("OA"). The OA gives RIL the option, within a defined period, to purchase the land required to develop the health-led element of the hub (and associated car parking) for the value determined by the DV. The OA also provides that RIL will submit and obtain planning for the scheme during the period the OA is in place.
- 5.9 Having obtained confirmation that TVP wish to relocate and downsize from its existing premises at Trelawney Avenue, negotiations have commenced to agree a sum for the early surrender of their lease. Upon achieving vacant possession, this site will fall into the small sites programme being developed via Slough Urban Renewal to provide 14 additional SBC affordable properties for rent. In the short term, TVP is interested in co-locating within Langley Library to provide what is described as a touchdown service. This interim option is being explored.

6. Conclusion

- 6.1 Considerable progress has been made since March 2016. 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 Council & RIL business plans 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 introduction of the hub, which creates capital receipts, combines services and releases land for housing use is consistent with the Council's One Public Estate objectives and would provide a more people-centred approach to service delivery, however this must be balanced against a robust business case to ensure that the proposed facility does not create a revenue strain for the Council.

7. **Appendices Attached**

Appendix One – Site Plan showing land to be granted an option to RIL
Appendix Two – Indicative ground floor plan for community hub

8. **Background Papers**

None.

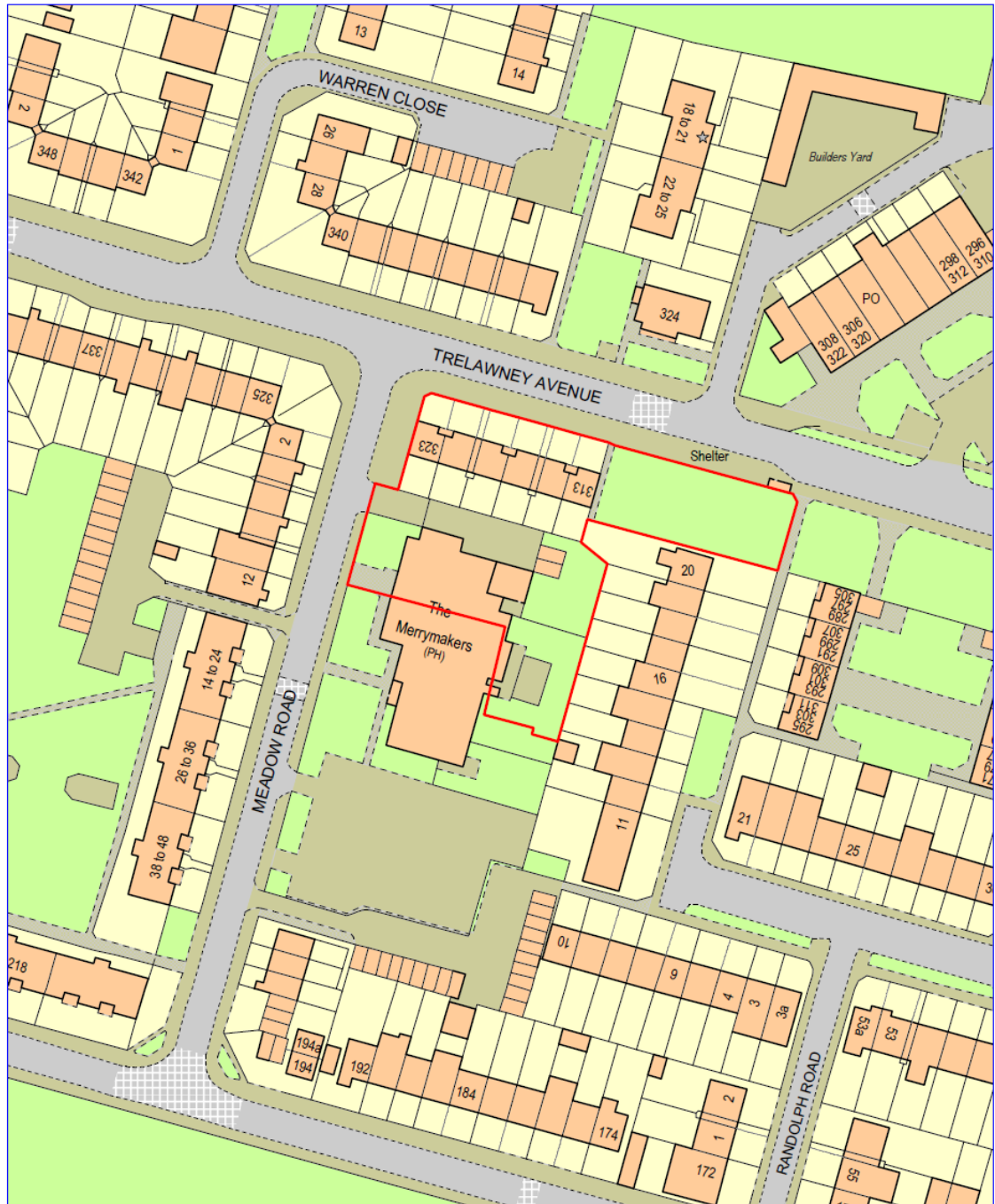
Appendix One – Site Plan showing land to be granted an option to RIL

Asset Management Resources

Scale 1: 1,000

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Land to be granted to RIL(FOR INDICATIVE PURPOSES ONLY)



16/09/2016

Appendix Two – Indicative ground floor plan for community hub

