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## Bath & North East Somerset Council

MEETING/ DECISION MAKER:	<b>Cllr Charles Gerrish, Cabinet Member for Finance &amp; Efficiency &amp; Councillor Paul May, Cabinet Member for Children &amp; Young People</b>	
MEETING/ DECISION DATE:	<b>On or after 26<sup>th</sup> May 2018</b> (for single Member decision)	EXECUTIVE FORWARD PLAN REFERENCE:
		<b>E 3012</b>
TITLE:	<b>Radstock Healthy Living Centre</b>	
WARD:	Radstock	
<b>AN OPEN PUBLIC ITEM WITH AN EXEMPT APPENDIX</b>		
<b>List of attachments to this report:</b> Site Plans Exemption certificate Ref: LGA 803/18 HLC Budget Estimates Final - EXEMPT		

### 1 THE ISSUE

1.1 This joint project is being led by Hope House Surgery and will deliver a new healthy living centre for Radstock on the B&NES owned site at Waterloo Road. The facility will include a doctor's surgery, library, children's centre and a training kitchen which will be run by Big Local. The centre is being funded by NHS England with the council paying for its part of the building and leasing back the space for the council services at a peppercorn rent.

### 2 RECOMMENDATION

It is recommended that the Cabinet members agree:

- 2.1 that the Cabinet members, having considered this report and the positive community benefits, as well as the objections received in response to the notices published under section 123 (2A) LGA 1972, authorises the disposal of the site known as land at Waterloo Road shown edged red on the plan attached to this report at appendix 1.
- 2.2 that full approval is given to the gross budget of £1,770,000 required to deliver the council part of the project, subject to the NHS funding being confirmed in a commitment letter.
- 2.3 that capital receipts from the sales of the site at Waterloo Road, the current Radstock Library and Children centre and 117 Newbridge Hill, together with CIL funding will be ring-fenced towards for this project, as set out in the report.
- 2.4 And note, that the NHS funding relates to the non-Council health related uses, forms the majority of the funding package, and is expected to be confirmed before the end of July 2018.

### **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

#### **Budget**

The total cost of the project is approximately £5.4M. The gross cost of the council's part of the project is £1.77M. (the confidential appendix has further details of the budgets). A provisional approval for £1.046M was given in April 2017 based on initial estimates available at that point, net of the capital receipts identified for the existing library and children's centre site together with the receipt from the sale of the land to enable the new site at open market value. Although there are some risks linked to the achievement of the value for the old sites, the net capital funding requirement remains in line with the original provisional approval taking into account CIL funding. The estimates have been provided by the architects advising Hope House, and the council capital contribution is to be fixed by way of the lease agreement. Due diligence has been carried out.

- 3.1 Borrowing costs will be incurred pending sale of properties detailed below and this would be funded from revenue budget contribution to the project.

It is also envisaged that on-going revenue costs will be funded within existing revenue budgets for the children's centre and library that would be relocated to the new premises. This will facilitate wider savings in the Modern Libraries programme. An integrated facility is seen as more sustainable and has the potential to enable better targeting of the services and thereby help prevent demand on the health and children's aspects of those services.

- 3.2 Capital receipt from the sale of the site, which is presently owned by the council, will be realised once the sale and lease have been agreed with the surgery. Capital receipt from the sale of the former library and children's centre buildings in Radstock will be ring fenced and will follow on once the new centre is built in 2019.
- 3.3 £150k CIL funding has been included as a source of funding so that the project remains viable for the council. The Healthy Living Centre project has been developed since the original CIL allocation was determined for 2017/18 and there is sufficient headroom to enable this allocation. The project meets the requirements for CIL (improving infrastructure in the Somer Valley, is included in the Infrastructure Delivery Plan and is needed to support housing growth in the area as planned in the Core Strategy).
- 3.4 The remainder of the council part of the build is being funded by LAA Reward Grant, part of receipt from 117 Newbridge Hill, Children's Services maintenance provision, a local third party contribution and some service supported borrowing.

#### **Other Resource Implications**

- 3.5 Project Delivery has independently reviewed the costs for the council part of the project and is working with GVA (the Hope House surgery agents) on detailed design and delivery, and will be involved in the procurement process for the contractor.
- 3.6 The Library and Children's Centre staff have input into the design with their service requirements and need to will work with the doctors on the operational issues for the centre and the detailed design.
- 3.7 The head of the council's Property Services Team has authorised the valuation for the Waterloo Road site. Solicitors have been instructed to agree the sale and leaseback of the Council's part of the building and to prepare a development agreement. The sale of the site was advertised at the beginning of June 2017 for 28 days as required under Section 123 (2A) of the Local Government Act 1972. Objections raised as a result of

the advert and through the planning process have been considered and signed off by the Head of Property Services in conjunction with Councillors Gerrish & May.

- 3.8 A joint steering group has been set up to direct the project and meets on a monthly basis. An internal project team will be set up (including library, children's centre & regeneration client) to input to the detailed design and the contractor tender process.

#### **4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

- 4.1 In planning policy terms, the site falls within the development boundary for Radstock, immediately adjacent to the town centre and within the Radstock Conservation Area. The building was designed to reflect the character and appearance of the Conservation Area and will provide significant public benefits to address health inequalities that have been identified.
- 4.2 A planning application was submitted at the end of March 2017 and was considered on the 23rd August 2017. The Development Management Committee decided to defer consideration of the application pending further discussion and negotiation regarding amendments to the design. An amended design taking into consideration the comments was presented to the Development Management Committee on the 20<sup>th</sup> September 2017 and the application was approved with conditions.
- 4.3 **The Councils Corporate Strategy 2016 – 2020**- aims to rebalance health and social care services by helping people to stay healthier for longer by educating them on healthier lifestyles and to support providers to develop new services to meet the needs of a growing population. The new centre will address health inequalities and will inspire patients to take control of their own health & wellbeing. It will also include a café that will operate as a training and workplace opportunity whilst providing good quality affordable food for the community.
- 4.4 **Placemaking Plan (adopted July 2017)** - The plan highlights that one of Radstock's assets is a diverse range of services in the town which are used by local people and residents from the surrounding villages. One of the challenges for the town is access to community facilities. If this project does not go ahead, it is likely that the doctor's surgery will have to move from town as there are no suitable sites available.
- 4.5 **Core Strategy (adopted July 2014)** - this sets out a planning framework to guide new development to achieve community aspirations expressed through the Brighter Futures Community Plan. The ambition is to create a thriving area with a sense of wellbeing. It aims for facilities in Radstock to be available & accessible for the community in the surrounding villages.
- 4.6 **Public Libraries & Museums Act 1964** – whilst regard has been had to the duty to provide a comprehensive and efficient Library Service, given this is a relocation of a library building and not a change to the Public Library Service in Radstock, the Public Libraries & Museums Act 1964 is not engaged in this respect.
- 4.7 The new centre will provide a state of the art facility which adopts a sustainable approach in design, construction & operation which satisfies the requirements of the national and local planning policy. The building has been designed to comply with the current Primary Care design guidance commonly known as Health Building Note 11 (HBN11).
- 4.8 **The Equality Act 2010** requires local authorities to demonstrate that they have due regard to the need to eliminate discrimination, harassment & victimisation, advance equality of opportunity and foster good relations. Equality and impact assessments will be carried out and published in respect of the relocation of the library, children's service & youth services.

4.9 **The B&NES Clinical Commissioning Group's (CCG) Five Year Strategy 2014/15 to 2018/19** details new models of care that are emerging to create more integrated service provision that produce the best experience for patients whilst also providing value for money. Nationally there is a shift to providing local hubs with a range of community and health care services. There will be further development of community services built around practice clusters to deliver joined up condition management and care planning.

4.10 **The B&NES Better Care Plan 2014/15 to 2018/19** supports the CCG vision of patients taking responsibility for their own health & wellbeing and the provision of enhanced & integrated primary, community & mental health services working with clusters of population in order to respond to needs close to home.

4.11 **The Royal College of General Practitioners** says that GPs have a key role to play in the delivery of services to children and in the care of families, which enables a therapeutic relationship that is able to address all aspects of health education, prevention, service uptake and acute interventions. It also suggests that the best inter professional work takes place in areas where GPs, health visitors, social workers, midwives, nursery workers, all work together as part of a team.

## 5 THE REPORT

5.1 Hope House Surgery has obtained funding from NHS England to build a new healthy living centre for Radstock. The surgery approached the council to work in partnership and develop the centre on a site owned by B&NES at Waterloo Road.

5.2 The surgery agent GVA, has designed a building that meets the needs of a growing population. The current surgery building is no longer fit for purpose.

5.3 The facility will include a doctor's surgery with additional consulting rooms, library, children's centre and a training kitchen which will be run by Big Local. Appendices 3-5 show the building layout.

5.4 The centre is to be funded by NHS England and by B&NES for its part – the Council funding involves minimal service supported borrowing but rather a mix of grants and capital receipts.

5.5 The surgery will be responsible for the construction and any associated risks. The Council will sell the land and then a share of the new facility will be leased back to the Council at a peppercorn rent.

5.6 It is planned that the library and children's centre will relocate from their current locations on in the town centre to the new building on nearby Waterloo Road (approximately 200m away) in spring 2019. This will free up the existing sites (which are no longer fit for purpose), for sale on the open market. A study of these sites and the surrounding area will be carried out to look at regeneration opportunities.

5.7 If this project does not go ahead, the NHS funding is likely be lost (the building must be complete by early 2019 to meet requirements) and it is likely that the doctor's practice will have to move out of Radstock as the current building is no longer fit for purpose and cannot meet the needs of a growing population with complex health needs.

## 6 RATIONALE

- 6.1 The relocation of Hope House Surgery to a purpose built facility will provide an opportunity to improve patient services and address the inadequacies of the current accommodation and respond to the growing population in the locality.
- 6.2 The development also provides an opportunity to co-locate a range of complimentary community services in a single facility, sharing resources and management overheads but also helping enable a more joined up approach and greater emphasis on preventative services.
- 6.3 Co-location is a requirement of the NHS funding and the building therefore has to include other uses alongside the surgery. It also helps to protect those community services such as the library and children's centre by putting them in a shared location with shared reception and facilities management.
- 6.4 The proposed pharmacy in the Radstock healthy living centre is considered integral to the future of the health centre to provide increased health facilities to patients in the community. Many patients now visit pharmacist for advice which can often save a visit to a GP or accident and emergency departments. Co-location of the surgery and pharmacy makes non-compliance of prescriptions much less likely and affords more effective patient care overall.
- 6.5 A new centre will enable the surgery to protect services such as chronic disease appointments, phlebotomy, warfarin monitoring, nurse appointments, diabetic eye screening, outreach memory clinic services, physiotherapy, outreach psychiatry, drug services, smoking cessation, counterweight groups and the diabetes clinic. At present these are at risk due to the lack of space in the current building.
- 6.6 The centre will run combined clinics for child health and well-being providing routine checks, immunisation and parenting support in a one-stop shop. Co-locating the children's centre, GP's and health visitors will enable more collaborative working to support the families of the most vulnerable children. It also plans to expand its community clinics, enabling the delivery of a wider range close to patient's homes. A fully equipped minor surgery facility will also be available.
- 6.7 Virgin Care delivers community health and care services in B&NES and will be working alongside the doctors and children's centre in healthy living centre. The Somer Valley has some of the highest rates of childhood obesity, mental health issues & safeguarding and the lowest breast feeding rates. Virgin Care recognises that this model allows agencies to work more closely to address local issues, helps to build community capacity and saves valuable resources.
- 6.8 The community kitchen will provide nutritional support training in cooking skills. Ideas for use of this space include groups of preschool children run by the children's centre, school age families, those wanting to lose weight or make dietary change who don't have the skills to do so as well as those who are socially isolated due to health or other issues.
- 6.9 A shared building encourages more efficient use of resources and sharing of costs and fits with the approach advocated by the Government Cabinet Office sponsored One Public estate programme.
- 6.10 Having the library in a shared building will enable it to be open for more days each week and for longer each day. This and its visibility at the front of the building, is likely to encourage new users of the service. The library space will be designed flexibly so it can also be used for other activities such as exercise groups or larger training sessions which will also enable income to be generated. Computer stations will enable those

seeking work, applying for housing or benefits or undertaking computer based cognitive behavioural therapy.

6.11 A Local Insight Profile for Radstock demonstrated a need for a centre providing holistic services to address health inadequacies that exist (18% of children living in poverty, 17% of people with a long-term illness, 24% do not have a healthy diet, 26% are smokers and 31% of adults are obese).

6.12 Radstock & Westfield was ranked among the most deprived 20% in England in the Index of Multiple Deprivation 2015. The Somer Valley is recognised as being the 2nd most deprived within Bath and North East Somerset (Health and Wellbeing strategy 2017).

## **7 OTHER OPTIONS CONSIDERED**

7.1 The Place Studio site capacity study that was carried out in October 2015 considered a short list of 7 sites that had the ability to accommodate a building of the size required by Hope House Surgery. It looked at the constraints of each of the sites and concluded that the Waterloo Road site was the best option as it is in a fairly central location which is accessible and well connected to public transport. The current library and children's centre sites were considered but ruled out as it would have meant closure of these services whilst the build took place.

## **8 CONSULTATION**

8.1 Members of the Radstock & Westfield Development Advisory Group (RAWDAG) have been consulted and have confirmed support for the project proposals and principle of losing the green space in lieu of the benefits of the health/community facility. The group includes representatives from the Town Council. The group does not consider planning applications and views about the design and other planning issues have been obtained through separate consultation led by the surgery and through the planning process.

8.2 GVA ran events to inform members of the public and residents in Radstock in early March 2017 at the current library. Local residents and stakeholders were invited to attend by letter and the events were widely publicised around the town and in the local press. Plans for the site were presented and those attending were invited to complete feedback forms. Along with a questionnaire, a leaflet outlining the need for the new facility, the reasons why it is not possible for the doctor's to stay in its current location and details of why the Waterloo Road site was chosen was available at the consultations, at Hope House Surgery, the library and children's centre. A total of 148 people responded to the consultation either at the event or by completing a questionnaire. The results showed that 96 people were in support of the new facility (42 of these were largely in support but had some reservations) and 46 people objected to the proposal.

8.3 The main issues raised through the consultation events and the planning process were the loss of open space, the impact on the parking in Waterloo Road and the size and scale of the proposed building. The loss of open space and the scale of the building was considered in the planning process and that whilst it is clearly regrettable that the green space will be lost to facilitate this development, it is considered that the benefits of the scheme outweigh the harm. Whilst there will be an impact on those in the vicinity, this was the only site available in the town centre to meet the needs of the surgery.

8.4 Not linked to the planning application, the council will be looking at the parking provision in the town and measures to help resolve any issues.

8.5 Councillor Karen Warrington, Cabinet Member for Transformation & Customer Services has been consulted on the content of this report.

## 9 RISK MANAGEMENT

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

9.2 Hope House Surgery as the lead partner will be responsible for the construction and any associated risks.

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<b>Background papers</b>	<i>Budget report 2018 – February Cabinet</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	