

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet **DATE:** 16 September 2019

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WARD(S): All

PORTFOLIO: Regeneration and Strategy Portfolio – Councillor James Swindlehurst.

PART I **KEY DECISION**

LOCALITIES STRATEGY UPDATE

1 Purpose of Report

- 1.1 In February 2019, Cabinet approved the introduction of the Localities Strategy, which combined with the emerging Customer Experience Strategy is a central pillar of the Transformation Programme and will guide Slough Borough Council (“SBC” or “the Council”) towards a more people centred and integrated approach to service delivery at a locality level.
- 1.2 The purpose of this report is to provide an update to Members and demonstrate how the implementation of the strategy will be accelerated throughout Slough by utilising the Council’s network of Children’s Centres.

2 Recommendation(s)/Proposed Action

The Cabinet is requested to resolve:

- (a) That the Council should immediately agree to seek to utilise its network of Children’s Centres to accelerate the delivery of the Localities Strategy throughout Slough.
- (b) That it be noted that in the first instance, the Children’s Centres will provide further “touch down” workspace for staff and (where possible) locations for meetings between staff and residents. Thereafter, they will be integrated into the evolving strategy.
- (c) That it be noted that the Council has commissioned capacity studies to determine the location of locality buildings in Cippenham and Wexham.
- (d) That it be noted that whilst the new Chalvey Hub is on schedule to open in May 2020.

- (e) That it be noted that whilst progress has been slower than anticipated at Britwell and Trelawney Avenue, progress is being made to deliver these projects to meet the objectives agreed in February 2019.
- (f) That delegated authority be given to the Interim Director of Regeneration, following consultation with the Cabinet member for Regeneration and the s151 Officer to:
- i. Agree all financial and non-financial terms related for the development of the Trelawney Avenue Hub via Slough Urban Renewal as a Community Project, provided the costs remain within the budget approved by Cabinet in February 2019.
 - ii. Agree revised Heads of Terms with KDL for the disposal and development of the third party element of the Hub as described in section 5.10 of this report, including authority to negotiate and agree all financial and non-financial terms.
 - iii. Take any other necessary actions and enter into any agreements or documents, acting in the best interests of the Council, in order to enable the redevelopment of the site for the uses as set out in this report.

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

The Council is forming a Localities Strategy through a locality focussed planning process centred around providing three enabling Council Hubs acting as Coordinating Centres within the Borough. These reflect the three administrative areas for Health and Adult Social Care and aim to meet service needs locally.

The drivers and strategic intention are to provide the means by which we can work as a council with partners and communities to provide prevention and early intervention at a local level to reduce needs arising and manage demand. The Council intends to support developing, independent and sustainable communities by locating core officers (to be agreed) in local neighbourhoods, making them more available for closer working with community partners and groups.

The provision and delivery of three Council Hubs along with three further Council & Community buildings will serve to create a geographical base for a potential mix of public services including health and community. They will provide a local base for supporting Council services through mobile working. The needs of each area will be informed by customer insight, however at this stage, it could reasonably be assumed that the needs in each area will be helped by local (but not be limited to) Community Development, Adult Social Care and Neighbourhood Services.

Moving forward this will be closely linked with key interdependencies such as the following:

- Transformation workstream – Localities and accommodation,
- Customer Experience Strategy
- Strong, Healthy and attractive neighbourhoods

3a. Slough Joint Wellbeing Strategy Priorities

The Council's Localities Strategy reflects the following Wellbeing Strategy Priorities which will help to deliver the five year plan:

Improving mental health and wellbeing – the development of Hubs and Council and Community buildings includes the provision of health and community facilities which will serve the local population providing modern and fit for purpose accommodation within which to provide services. This will encourage active lifestyles and contribute to improved opportunities to reduce health risks. Needs identified in localities mapping can then be addressed in a targeted way to improve well being of local residents and prevent crisis.

Each building will provide flexible spaces and will include facilities for relevant staff to meet customers on a one-to-one basis. Mobile working facilities for staff will generally be available as will access for other public sector users such as NHS and Police. Third sector partners and local community groups will also be encouraged to use the space. Internal protocols for using/prioritising space will be developed as the Council's customer insight and ICT provision evolves.

Through the use of improved ICT (being developed via the associated ICT& Digital Strategy), the buildings will support the development of new ways of working in conjunction with the relocation into the Council's new HQ in Windsor Road.

The Localities Strategy reflects One Public Estate ("OPE") principles. Consequently it will make the best use of public sector assets which could provide additional homes in the Borough. The provision of these homes will help deliver the Council's Housing Strategy and will improve the well being of the local population.

3b

Five Year Plan Outcomes

- Outcome 1 – The buildings will be designed to incorporate amenity requirements and will help services join up across Slough creating safe, useable and attractive public spaces through better preventative work which will contribute towards Slough children growing up to be happy, healthy and successful. Incorporating Children's Centres into this strategy will assist with this.
- Outcome 2 – the buildings will provide modern health facilities and support the provision of Council services to help our people to be healthier and manage their own care needs. The provision of self help facilities to enable customers to access Council services on-line will complement provision in local libraries and provide more resources for local people to access the internet free of charge. This could also include assistance from Council staff established through a needs assessment for the locality. The presence of assisted digital support in the main hubs will help enable people to have a digital relationship with the council so and promote channel shift when accessing SBC services.
- Outcome 3 – Investing in Council buildings will encourage people to live, work and stay in Slough enabling a joined up approach across public sector services which should improve community outcomes. The Council will organise its local offer around localities and communities which will help Slough to be more responsive and understanding of local people's needs.
- Outcome 4 – The delivery of mixed-tenure residential schemes are linked to Council Hubs in Britwell and Trelawney Avenue and potentially in Council and Community building sites in Wexham and Cippenham. These will directly contribute towards Slough residents having access to good quality homes. Improving Housing is directly linked to many public health outcomes.

- Outcome 5 - Investing in Council buildings will help attract and retain businesses whilst directly creating opportunities for our residents. The potential exists for the Council to consider introducing flexible space for small business to rent, which would promote innovation and could lead to local businesses emerging and growing.

4 **Other Implications**

(a) Financial

Based on initial feedback, the introduction of ICT connectivity within the network of Children’s Centres would have a revenue implication of £75,000 per annum. This will need to be incorporated into the annual revenue budget from 2020/21.

(b) Risk Management

Risk	Mitigating action	Opportunities
People and practice – the strategy does not deliver the Council’s aspirations within the Transformation strategy.	The project sits in the Council’s Transformation strategy and is one of the three pillars underpinning the delivery of the project.	Customer Insight / evidence stacking the local needs should inform the mix of service provision provided through the various hubs
ICT – The Localities Strategy is dependent on the Council’s ICT Strategy to deliver increased capacity for mobile working.	The ICT Strategy is incorporated in all three Hubs and three Council and community buildings. It underpins Council & community project plans identifying requirements.	Incorporate the ICT Strategy into the buildings from the start.
Timescales - Temporary loss of Community facilities	Each project will identify alternative facilities during construction, refurbishment or alteration phases.	The completed buildings will be purpose built to meet the changing requirements of the Council, will help to realise One Public Estate objectives and moving forward will reduce reactive/planned maintenance costs.
Legal – Disputes and delays to projects	Follow correct procedures and seek to negotiate with qualifying persons to remove potential/actual objections.	Seek to acquire via mutual treaty and appropriate land where required to avoid risk of CPO.
Financial – Third party interests - Some sites are subject to funding from third parties	Funding is secured through correct procedures and agreements at Britwell, Trelawney Avenue and Chalvey and at the three Council and Community buildings as sites are identified.	Complete agreements and approvals when required.
Property – Leasing space to partners	Heads of terms agreed and authorisation acquired as necessary.	Complete agreements and approvals when required.

Planning – All building and development projects are subject to planning approvals.	The applicants for the individual projects should follow due process and seek early intervention with the LPA.	Liaise with relevant officers in the Council and ensure acceptable designs are approved at the pre-application stage.
Planning – Inadequate car parking provision	Parking is one of the key challenges for each site and this will be addressed at Planning and Design stage with the need to reflect and to optimise the use of each of the buildings.	Promoting and facilitating alternative modes of transport for users.
Equalities Issues – Staff equalities issues	Ensure the needs of all parts of the community are considered and balanced in the strategy. Ensure an EQIA is undertaken reflecting staff equality issues for each building.	The design and planning stages to integrate consultation on equalities issues.
Communications and community support.	Effective communication plan to be produced between project partners and Slough.	Improving understanding of the constraints under which the Council operates
Project capacity – Insufficient capacity to deliver the programme.	Ensure dedicated project support in place.	Ensure sufficient funding and skilled resources employed within the project team. Use of SUR as an established route for procurement and expedient delivery.

(c) Human Rights Act and Other Legal Implications

This report will not impact on the Human Rights of the local population. Detailed legal advice will be required for each Hub site as it progresses via Cabinet.

(d) Equalities Impact Assessment

It is anticipated that the outputs and outcomes delivered via the Council's Localities Strategy will have a positive impact in relation to creating new Council buildings, health centres, new houses, creating new community facilities, resolving environmental issues and improving accessibility to services. Nevertheless, an Equalities Impact Assessment will be undertaken for each Hub site identified in this report to determine whether the proposed strategy might detrimentally affect local people, or a particular section of the local community.

(e) Workforce

The strategy will support the Council's relocation to 25 Windsor Road and will complement the ICT Strategy and move towards mobile working for staff. Staff will have an opportunity to use the desks and meeting rooms at the new and existing buildings (subject to demand) as well as book rooms for meetings.

(f) Property

See section 5 below.

(g) Carbon Emissions and Energy Costs

All extensions and new buildings will be subject to Planning and building regulations and provide energy efficient designs through BREAM. For many people, the network of buildings will provide staff with the opportunity to work closer to home; subject to demand and the exigencies of the relevant services. This will mean shorter car journeys and therefore fewer Carbon Emissions with less travel and journey time to work and in meeting/visiting clients.

5 Supporting Information

Background

- 5.1 In approving the Localities Strategy in February 2019, members agreed to an overall approach where SBC would adopt a locality based model of service deliver, working more closely with the public sector, community and voluntary sector partners. In doing so, the Council made a clear statement of intent. The expectation was and remains that progress will be made in the near future to increase accessibility for local residents as well as empowering SBC staff through the introduction of equipment, technology and flexible assets that brings the Council closer to communities.
- 5.2 Fundamentally, the Strategy is about people and place. Whilst identifying buildings to provide local 'bases' is a necessity, the Localities Strategy is not 'asset driven'. Instead, it considers how we can create a flexible network of 'bases', using a blend of existing and new properties to match the needs and aspirations of local people and promote inclusive growth.

Location of Locality Buildings

- 5.3 The February 2019 report confirmed that SBC would continue to pursue One Public Estate ("OPE") objectives, aligning its locality-based strategy with the service delivery areas adopted by Health, Adult Social Care and Thames Valley Police. Additionally, the Strategy articulated how local residents could be 'sign posted' to other local facilities, including Children's Centres.
- 5.4 The three agreed locations are:

Locality	Location
North	Expansion of existing hub at Britwell
South	The new Chalvey Hub being developed in tandem with Grove Academy
East	The proposed hub at Trelawney Avenue

Sections 5.5 – 5.15 below provide an update on the current position for the North, South and East Locality hub.

Britwell

- 5.5 The remodelling of Britwell Hub is a legacy project from the former Asset Challenge process and is one of several projects that include joint working with East Berkshire Clinical Commissioning Group (“the CCG) and local GP Practices. The objective is to allow healthcare and community services to operate under one roof to provide a joined up approach to service delivery and simultaneously improve the operating efficiency of the asset. This project, whilst is subject to a delay caused by external governance processes, is still supported by the CCG and GP practices.
- 5.6 The Council’s financial business case for the remodelling of the Britwell Hub is dependent on ongoing discussions between the CCG and the District Valuer (“DV”), which includes an abatement to reflect the capital contribution from the NHS. Assuming costs do not change, for the existing project to proceed either the DV will need to alter its valuation or if the CCG will need to be willing to formulate a business case justifying why it would be prepared to meet the Council’s asking rent over the DVs view on rent. It is envisaged that this matter will be resolved before the end of November 2019 with a view to taking a business case, if applicable to Cabinet shortly thereafter. Subject to the Final Business case being signed off via the CCG towards the end of this year, the new hub will be operational in Q4 2020/21.
- 5.7 Should the Council be unable to build a viable business case, the proposal to extend the existing community centre is no longer required and the Council will be able to explore options for an enhanced community offering at Britwell Hub that could introduce more community-led facilities, hot desking, touch-down space Housing Officers, Community Development Officers and Adult Social Carers and encouraging more use by healthcare services, local colleges, and Voluntary and Charitable sectors.

Chalvey

- 5.8 The new central hub in Chalvey remains on-track for completion by May 2020. Along with the Community Use Agreement that will provide access to classrooms, ICT suite, activity rooms, the four court sports hall and MUGAs at Grove Academy. Together these new facilities provide an expanded community offering in Chalvey.

Trelawney Avenue

- 5.9 Cabinet will be aware that a separate report on the Trelawney Avenue Hub was approved in February 2019. The report mentioned that subject to planning, a 4/5 story building was being proposed that comprises healthcare, community, residential and commercial uses as well as the Council Hub building. It described an “L” shaped building that would be located on the axis of Trelawney Avenue and Meadow Road and suggested that the properties with a frontage onto Trelawney Avenue would be owned by a third party developer, with the Council owning it’s Hub, which would be accessed from a separate entrance on Meadow Road.
- 5.10 Within the third party developer element, the ground floor will be allocated to the GP Practice, Pharmacy and Dental Practice, with the upper floors providing up to 42 Private Rented Sector (“PRS”) apartments. The final number of apartments above the third party developer’s demise would be subject to planning.

- 5.11 The Council's element is a 3-storey block comprising 350m² per floor. Following the report to Cabinet in February 2019, it was agreed that the ground floor of the council space will include a community hall with associated kitchen and a large open reception area. The upper floors will provide 700m² of SBC office, the use of which will reflect the requirements of the emerging Localities Strategy.
- 5.12 Subject to planning, this report delegated authority to the Director of Regeneration to dispose of land to a developer and approve all financial and non-financial terms (in consultation with the Leader of the Council and the s151 Officer) to develop a mixed-use scheme that included a GP practice, pharmacy, community space, SBC office space and residential units. This delegated authority included the budget for the project.
- 5.13 It was not until after this meeting that the Council's legal and Project team became aware of recent case law that could prevent the Council from entering into a direct contract with the developer without a procurement process, which has caused a delay. Having taken external legal advice, the Council is happy that it can proceed as planned to dispose the part of the site required for the third party element to Karter Developments Limited ("KDL"), however, the works contract to develop the overall development must either be procured externally or managed via Slough Urban Renewal ("SUR"), for which a robust procurement exercise for works contracts is already in place. KDL has accepted this approach and will work with SBC to agree revised Heads of Terms.
- 5.14 Subject to approval, the SBC element will be developed as an SUR Community Project. By pursuing this route, the Council will take advantage of the established partnership arrangements to drive the timescales and proposals and avoid lengthy delays associated with external procurement.
- 5.15 Taking the above into account, the expectation is that a full planning application will be submitted within 3 months and that (subject to planning) SUR will be on site in 2020 with a phased 18 month construction period.
- 5.16 To maximise the geographic spread of area-based services, the agreement in February 2019 was that three additional community/integrated service hubs will be established, as follows:

Location	Site
Bath Road	Remodelling of SMP
Cippenham	Elmshott Lane (subject to feasibility)
Wexham	The former Parish Council hall.

- 5.17 The Council has been in negotiations with East Berkshire Clinical Commissioning Group regarding the potential to co-locate GP and community services into SMP, with non-binding Heads of Terms exchanged in June 2019. Recent discussions with the CCG have confirmed that the proposed co-location could provide a transformational model of patient-care; therefore they are committed to considering this option as part of the development of project. Final commitment will be subject to Final Business Case appraisal in identifying the best value for money solution and this will need to be signed-off by the NHS, Department of Health and Social Care and HM Treasury as part of a wider programme of investment locally.

- 5.18 The Council continues to explore options for an enhanced community offering at Elmshott Lane that could introduce a mixed-use scheme to provide housing and community-led facilities.
- 5.19 The report to Cabinet in February 2019 worked on the basis that SBC would utilise Wexham Council Parish Hall as a central location to provide services in this area. When it became apparent that this was no longer the likely location, officers commenced a scoping exercise and started to re-engage with partners. Having spoken to the CCG, feasibility studies have been commissioned to identify alternative sites that provided a more suitable (central) location that will maximise the benefits for local people. Whilst this has inevitably led to a delay, it will provide more time to make sure that the choice of site matches the feedback gathered via ongoing customer insight.

Acceleration of Strategy via Children's Centres

- 5.20 Sections 5.1 - 5.3 mentions how the Council intends to use its existing portfolio of buildings in a new and flexible way to accelerate our Transformation Programme and provide locally based services that will help to deliver the Customer Experience Strategy. This has resulted in a number of quick-wins that will be deliverable via the network of Children's Centres that operate throughout Slough (see Appendix One for a map that illustrates the location of each centre).
- 5.21 Following discussions with Children's Services, it has been agreed that SBC staff will have an opportunity to work flexibly from the following locality based buildings:
- Chalvey Grove Children's Centre;
 - Elliman Avenue Children's Centre;
 - Monksfield Avenue Children's Centre;
 - Orchard Avenue Children's Centre;
 - Penn Road Children's Centre;
 - Romsey Close Children's Centre;
 - Vicarage Way Children's Centre;
 - Wexham Road Children's Centre;
 - Yew Tree Road Children's Centre; and
 - St Andrews Way Children's Centre
- 5.22 Each of the Centres have desk space and bookable meeting rooms that could be used by Housing Officers, Community Development Officers and Adult Social Care to provide a touch-down base whilst working in local areas.
- 5.23 In addition, each building is already widely used by healthcare services, local colleges, and Voluntary and Charitable sectors. Consequently they will provide an immediate opportunity to provide services in a new and integrated way provided this collaborative approach does not compromise the core business being delivered from the Children's Centres.
- 5.24 Whilst the number of additional SBC staff who could use each of these assets is limited (on average 4 desks per centre) and staff working remotely would need to be equipped with the appropriate telecommunications/IT equipment, the Children's Centres offer a quick win to expand the network of touch down bases throughout Slough (pending the delivery of the network of new hubs) and will quickly embed an integrated service delivery in a community setting.

5.25 Moving forward, once the Council's Customer Experience Strategy (which will be supported by evidence based data at a local level) evolves, the use of these buildings will be incorporated into the Localities Communication Plan to explain what additional services can be accessed at the Children's Centres.

6 **Comments of Other Committees**

None

7 **Conclusion**

7.1 The confirmation that the existing network of Children's Centres has capacity to accommodate additional SBC staff is positive news and provides a series of quick wins. Since these community-based buildings already provide a base for a mix of public and voluntary sector services, the Council will be able to deliver the aims, objectives and vision of the Localities Strategy from these assets and support the Council's move to the new HQ.

8 **Appendices**

8.1 Appendix One - Plan showing the location of Children's Centres.

9 **Background Papers**

None