

Wiltshire Council

Cabinet Capital Assets Committee

3rd July 2017

Subject: East Wing redevelopment update

**Cabinet member: Cllr Toby Sturgis
Cabinet Member for Planning and property**

Key Decision: No

Executive Summary

At the CCAC meeting in November 2016 an indicative delivery programme to progress the redevelopment of the East Wing site in Trowbridge was set out. This included the submission of an outline planning application for the East Wing site with an estimated timescale for April 2017.

Authority was delegated to the Associate Director Economic Development and Planning, in consultation with the Associate Director Finance and Cabinet Member for Economic Development, Skills, Strategic Transport and Strategic Property, to progress the project as detailed; to be brought back to Cabinet for key updates and decisions, as required.

This report provides an update on the work the Council has been leading on, including other public sector partner interests, along with the costs, risks and timescales associated with undertaking this piece of work on the site.

This project is now at the point where the team intends to submit the outline planning application in July 2017. This timescale aligns with our NHS partners funding criteria which will assist in bringing forward the site for successful development.

Proposal(s)

That the Cabinet:

- (i) Note the work completed to progress the redevelopment of the East Wing site.
- (ii) Support the submission of an outline planning application for a mixed-use development on the East Wing site.

Reason for Proposal

To provide an update on progress and seek Cabinet's support for the submission of an outline planning application in relation to the redevelopment of the East Wing site.

3rd July 2017

Subject: East Wing redevelopment proposal

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Key Decision: No

1. Purpose of Report

- 1.1. To provide an update on progress and seek Cabinet's support for the submission of an outline planning application in relation to the redevelopment of the East Wing site in Trowbridge.

2. Relevance to the Council's Business Plan

- 2.1. The Council's Business Plan commits to continue to rationalise and make better use of its land and property portfolio in order to support the delivery of its priorities.
- 2.2. The redevelopment of a strategic site within council control will contribute towards the core vision of the Business Plan, to *create stronger and more resilient communities*.
- 2.3. Trowbridge is a principal settlement in the Core Strategy and a focus for new development and regeneration in Wiltshire. The East Wing site redevelopment will contribute to the Business Plan priority *to boost the local economy* through the regeneration of a strategic site.

3. Main Considerations for the Council

Project background

- 3.1. Since the Trowbridge Masterplan was produced in 2014, the Council has been exploring the opportunity to redevelop the East Wing site, located in central Trowbridge.
- 3.2. The Trowbridge Masterplan (2014) identifies the East Wing site as a strategically important regeneration opportunity that can deliver high quality, vibrant and mixed use development which supports the vision for the town centre. It sets out the following land use considerations for this site: Community (health) and leisure uses, town centre living (residential), commercial, and access and connectivity improvements.

- 3.3. Funds secured through the One Public Estate Programme have accelerated delivery of this site, providing funding to deliver a range of studies and pieces of work, along with enabling close partnership work with Ministry of Justice (which facilitated land assembly, i.e. the purchase of Rothermere house) and the NHS.
- 3.4. Feasibility and viability studies, soft market testing and appraisal work on a range of options have been undertaken and this information was presented to Cabinet on the 15th of November 2016.
- 3.5. Cabinet Capital Assets Committee approved a project approach for the redevelopment of the East Wing site which recommended, among other tasks, the submission of an outline planning application.
- 3.6. The soft market research suggested the following advantages in securing an outline consent on this site:
 - Enables the council to maintain a level of control over the development scheme whilst allowing the potential to benefit from enhanced land value post-development.
 - De-risks the site, by establishing a development principle and allow potential development partners, including the NHS/CCG to secure funding.
 - Facilitates delivery by creating the potential to divide the site into plots for either sale, development by the council itself or development partners.
- 3.7. Since November 2016:
 - Pre-application advice was sought on several development options, which established that the site could address existing connectivity and town centre functional issues whilst delivering community, retail, leisure and commercial uses as well as, to a lesser degree, suitable town centre living solutions. In addition it clarified the amount of additional information required to be submitted on the Court Street site, given its Conservation status.
 - Rothermere House has been purchased by the Council which has consolidated land ownership, improved partnership work with the NHS and facilitated development.
 - Development opportunities are being explored:
 - The NHS Wiltshire Clinical Commissioning Group (CCG) is concurrently developing a Strategic Outline Case (SOC) regarding the existing use and future requirement of health buildings and estate for the area of North West Wiltshire, including Trowbridge. Due to the time limitations of NHS ETTF funding which has to be used by 2019, the Trowbridge health facility is being brought forward separately. Wiltshire Council and the NHS Wiltshire CCG are working together to scope the viable options available for

delivery and funding of this new facility as well as associated issues.

- Options for the funding of the leisure element are being progressed by Wiltshire Council in conjunction with Sport England.
- Other commercial opportunities are emerging and being pursued.
- To enable the preparation and submission of an outline planning application a team of planning and architectural consultants (DLP Planning and AWW Architects), as well as other technical consultants have been appointed in the sequence of four different restricted tender procedures.

Planning Application key considerations:

- 3.8. The intention set out in the November 2016 report was to submit an outline planning application for both the East Wing and the Court Street sites. However the amount of additional detail required to be submitted on the Court Street site (the site is within the Conservation Area) translates into an additional cost and a delay to the programme. Due to the time constraints associated with the CCG's grant funding there will be an outline application for the East Wing site only. The application for the Court Street site will be pursued at a later stage.
- 3.9. The application will seek an outline consent (all matters reserved barring access) for a new health facility, leisure block, retail and residential, with associated parking, access improvements and landscaping, identifying an improved link (bridge) across from the site to the existing Court Street car park.
- 3.10. The proposed scale and quantum of development is based on known demand, feasibility and a degree of flexibility to set the parameters for subsequent detailed applications for specific buildings. It is set by the appointed consultant team in consultation with a range of different technical experts, the Council's planning team and other statutory stakeholders.
- 3.11. Before submission of the planning application the draft planning submission will be presented to the Trowbridge Area Board on 13th July 2017.
- 3.12. Upon submission of the planning application a period of statutory public consultation will commence, supported by a one-day consultation event to take place at County Hall (foyer) in partnership with the NHS and Wiltshire CCG. This event will be advertised in local newspapers as well as on the Council's website.
- 3.13. Redevelopment of the East Wing site will impact on current staff car parking arrangements. A Council Staff Parking Task and Finish Group led by Parvis Khansari has been set up to consider the implications and

options. Through the outline planning application process, the displacement and implications of car parking will be understood.

Timescales:

- 3.14. In order to enable partnership work with the NHS CCG and to meet local community expectations the planning application should be submitted as soon as possible.
- 3.15. An expeditious planning application will also enable progression of current commercial opportunities and decreases the risk that other development sites (such as the Bowyer site) will impact upon viability of the East Wing site.

Table 1: East Wing Outline Planning Application – indicative delivery programme

Tasks	Timescales (estimated)
Submission of planning application	July 2017
Public consultation	July 2017
Determination of planning application	November 2017
Development of full business case, funding and procurement strategies, securing investment partners	2017-18
NHS detailed planning application	End 2017/early 2018
Site works commence	Mid 2018

- 3.16. Risk assessment (planning application):
- 3.17. There are a number of risks and issues which need to be managed and considered as part of refining the development opportunity for the site and the recommended partnership approach to delivery. These risks were captured within the 2016 report.
- 3.18. The table below captures the risks together with impacts and probability assessments and mitigation measures in relation to the submission of an outline planning application on this site.

Risk / issue	Impact (0-4)	Prob (0-4)	Total	Mitigation
Planning application submission is delayed	3	3	9	<ul style="list-style-type: none"> - Undertake public consultation after planning application is submitted - Agree with planning officer the amount of information required to validate the planning application
Planning application determination is delayed	3	3	9	<ul style="list-style-type: none"> - Agree draft planning strategy with planning officer - Submit a policy compliant application - Agree early on CIL/106c position - Consultant resource post submission has been procured
Significant public and/or stakeholder objections	2	1	2	<ul style="list-style-type: none"> - Significant consultation for the mixed-use development principle for this site has already been undertaken
Planning application is refused	4	1	4	<ul style="list-style-type: none"> - Pre-application advice has established that the redevelopment of this site poses no principle concerns - Pre-application identified areas where further information/revisions are required - Identify potential issues early on and use consultant resource to resolve these issues - Consultant resource post submission has been procured
Planning application conditions render the site unviable	4	1	4	<ul style="list-style-type: none"> - Use consultant resource to negotiate planning conditions and resolve any significant issues
Planning application is obtained but not implemented	2	2	4	<ul style="list-style-type: none"> - Proceed with development work to identify development partners and funding opportunities

4. Overview & Scrutiny Engagement

- 4.1. No Overview & Scrutiny issues have been identified in relation to the submission of an outline planning application on this Council-owned site. Formal consultation will take place once this project moves towards the delivery phase.

5. Safeguarding Implications

- 5.1. Rothermere House is intending to operate as a facility for recovering adults. Whilst the submission of an outline planning application is unlikely to have a direct impact upon this meanwhile use the team is liaising with the Head of Prevention of Harm on the development on any future options and potential impact upon existing services.
Should the eventual development of the site include new facilities to provide services for children, young people and vulnerable adults then safeguarding implications will need to be considered again with the engagement and support of the relevant service areas.

6. Public Health Implications

- 6.1. The provision of new health and leisure facilities on the East Wing site is among the opportunities being explored through the One Public Estate programme in conjunction with relevant partners. The proposed approach for delivery of the site will enable this option to be developed further.
- 6.2. A comprehensive redevelopment of the site, as envisaged by the Trowbridge Masterplan, will provide opportunities for more linked trips within the town centre and enable people to walk and cycle into and through the town rather than drive.

7. Procurement Implications

- 7.1. Procurement activities outlined in 3.8 were undertaken in compliance with the council's procurement rules and with the engagement and support of Legal Services and the Strategic Procurement Hub, who will deliver the procurement projects.
- 7.2. Procurement considerations for the project wider delivery (development partner, land sale, construction activities etc.) have been presented in the report 15th November 2016.
- 7.3. Where any further procurement requirements arise in executing the objectives of this development programme, they will be undertaken in accordance with the Council's Procurement and Contracting Regulations and in consultation with the Strategic Procurement Hub.

8. Equalities Impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

- 8.1. There are no direct equalities implications at this stage as proposals are still under development. The intention is to undertake an equality analysis alongside the next stages of project development as a firm proposal is brought forward.

9. Environmental and Climate Change Considerations

- 9.1. The outline planning application will cover such matters such as ecology, flood risk, sustainable transport and an energy statement. How these issues are dealt with will be covered at detailed design stage.

10. Financial Implications

- 10.1. The estimated cost for preparing and submitting an outline planning application on the East Wing site is being fully met through the One Public Estate programme.
- 10.2. This estimated total cost of this planning work is £185,000 of which the most significant area of expenditure and potential variation is around the archaeological investigation works which total around £80,000. The project team is liaising with the planning department to explore these requirements.
- 10.3. Options development work and an initial financial appraisal on an indicative scheme has shown that there is potential for capital development values of up to circa £40 million on the site and corresponding positive land values of up to circa £5 million depending on the mix of uses. This is based on rule of thumb estimates for development costs and capital values as it is not possible to derive an accurate figure at this stage.
- 10.4. By moving forward to the next stage in submitting an outline planning application for this site, the team will be building on the partnership work with the NHS and Wiltshire CCG, to realise the potential opportunity for this strategic regeneration site within Trowbridge. This development partnership approach will enable the Council to share in the uplift in value from development of the site. The nature of the scheme and terms of any future agreement are to be determined and therefore it is not possible to predict what this may be at this stage. A cabinet decision will be sought before entering into any such agreement.
- 10.5. **Development of leisure options will be subject to the outcome of work currently being carried out by consultants Alliance Leisure and in conjunction with Sport England.**
- 10.6. Financial considerations for the project wider delivery have been presented in the CCAC report 15th November 2016. Existing and continued revenue spend remains unfunded and presents a cost pressure unless captured against future capital receipt generated.

11. Legal Implications

- 11.1. Legal Services will be engaged in the next stage of project development to inform delivery and partnership options.
- 11.2. The main legal implications will relate to the selection of an appropriate procurement route and selection process through which to engage a development partner.
- 11.3. This will be informed by consultation with Legal Services and the Strategic Procurement Hub and supplemented where necessary with additional specialist advice if required.

12. Conclusions

- 12.1. This report provides an overview of the work undertaken to date on the redevelopment options for the East Wing site and asks for Cabinet support for the submission of an outline planning application.

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Background Papers

None