



## Report to Cabinet

<b>Date:</b>	7 <sup>th</sup> June 2022
<b>Title:</b>	<b>Request for Cabinet approval to submit an Outline Planning Application for a proposed residential development at the site of former Buckinghamshire County Council Community Sports and Social Club Land</b>
<b>Cabinet Member(s):</b>	John Chilver – Cabinet Member for Accessible Housing and Resources
<b>Contact officer:</b>	David Pearce, Capital Projects Performance Manager 01296 383984 <a href="mailto:david.pearce@buckinghamshire.gov.uk">david.pearce@buckinghamshire.gov.uk</a>
<b>Ward(s) affected:</b>	Aylesbury South East and Wendover, Halton and Stoke Mandeville.
<b>Purpose of this report:</b>	<b>Ask Cabinet for approval to Submit an Outline Planning application for the land at Stoke Mandeville.</b>

*There is a confidential part to this report, which is exempt by virtue of paragraph 3 of Schedule 12A of Part 1 of Schedule 12a of the Local Government Act 1972 because it contains information relating to the financial or business affairs of any particular person (including the authority holding that information)*

## **Recommendations:**

- 1. Cabinet authorises the Director for Property and Assets in consultation with the Cabinet Member for Finance Resources and Property & Assets to instruct the submission of an Outline Planning Application consisting of up to 100 residential units including 30% affordable Housing, a new road link between Booker Park School and Lower Road, an increase in size of the existing access road to Lower Road and the provision of a sports and leisure area for community and school use.**
- 2. Cabinet notes that this site being Council owned land provides an opportunity to provide services to the benefit of Buckinghamshire residents, such as affordable and keyworker housing in excess of statutory requirements and homes for clients of adults and children's services that cannot be imposed on privately owned development sites.**
- 3. Should an outline planning application be successful, Cabinet authorises the Director for Property and Assets in consultation with the Cabinet Member for Finance Resources and Property & Assets and relevant service Directors and heads of service to develop a draft and bring forward a proposed detailed development scheme for further consideration by Cabinet**

## **Reason for decision:**

- The proposed Outline Planning Application will set out the proposed number of accommodation units, the proportion of affordable housing, the provision of a sports and leisure area for community and school use, an expanded access road and a new road link to Booker Park School. It is not proposed to consider the detail of accommodation. This will be dealt with as reserved matters.
- There is insufficient information available at this point to decide on the mix and proportion of different proposed uses. This will be the subject of a business case that will be drafted through consultation with relevant services and submitted for a future decision.
- Submitting an early outline planning application will enable the application to be considered ahead of or together with, the emerging Stoke Mandeville Local Area Neighbourhood Plan.

## **1. Executive summary**

- 1.1** An Outline Planning Application is intended to preserve the flexibility of future design and composition of the development and represents a good opportunity to

provide mainly affordable and key worker homes in an ideal location due to the proximity with Stoke Mandeville Hospital and this same specific location provides a rare prospect to include a provision for bespoke and adaptable housing for the special exigent needs of clients of both adult's and children's services.

1.2 Following a successful outline planning determination, there are several stages that will need to be completed before any development work can start. These works include but not exhaustively:

- a) Business cases for affordable housing additional to statutory requirements, keyworker housing, Step down accommodation, housing for both Adult's Services and Children's Services clients
- b) Fulfilment of any planning conditions
- c) Preparation of a detailed masterplan including phasing
- d) Approval of detailed design
- e) Fulfilment of Asset of Community value considerations.
- f) Finalisation of development appraisals and funding requirements

This detailed design work will be a process that stretches over several months

1.3 The former Bucks CC Sports and Social Club ('the site') is located off Lower Road in Stoke Mandeville. It is approximately 3.7 hectares in size. The Site currently comprises a closed club house surrounded by open land which was formerly used as sports pitches and tennis courts. The former Sports and Social Club Land has remained unused for some years and as currently stands represents a drain on the Council's resources in ensuring public safety while enforcing security.

1.4 The proposal is for the demolition of all existing structures and the Outline Planning Application sets the scene for the future development in seeking consent for the construction of up to approximately 100 residential units with a re-provision for open space for day-to-day use and includes the LPA's statutory requirement that 30% of that number be affordable accommodation. Consent is also sought for improving the main access road and extending the main estate road to provide Booker Park School with a second vehicular access point that would greatly relieve congestion adjacent to the existing school entrance.

1.5 The scheme was revised following pre-app advice and then again following consultation with Stoke Mandeville Parish Council and SMPC's retained architects. No doubt there will be further detailed refinements, but the hope would be that the quantum of development is now fairly settled.

- 1.6 The specific uses of the residential units are not referenced in this application as they will be dealt with as reserved matters once the mix of accommodation is agreed.
- 1.7 The Stoke Mandeville site is also identified as the preferred location for a new primary electricity substation which is part of Bucks Council's HIF investment programme and is targeted to bring in substantial HIF funding, which will hugely benefit the Council and Buckinghamshire residents and supports the future growth of Aylesbury by alleviating any existing grid capacity constraints. A separate planning application will be submitted by UKPN soon.

## **2. Content of report: This document including the following appendices:**

### **Appendices: -**

- 2.1 A1 Site plan
- 2.2 A2 Proposed master plan
- 2.3 CA1 Confidential Appendix

## **3. Other options considered**

- 3.1 Doing nothing would result in the site being potentially being designated as open space in the emerging neighbourhood plan which would greatly inhibit any opportunity for development and risk the forecasted capital receipt expected from this property. **This is not a recommended option.**
- 3.2 Submit a fully worked up detailed planning application for a scheme. Unless the Council intend to build out the scheme themselves, this approach will cost an additional £250k to £400K and is unlikely to deliver an application consistent with that which an external developer would find to be acceptable and could potentially reduce the site disposal value. **This is not a recommended option.**
- 3.3 Gift the site to the Local Community and re-open the former Sports and Social Club and to use as sports pitches. This approach would result in the loss of future potential revenue or capital receipts to the Council and was tried at the time when the facility was first closed with negotiations to allow the local community to provide a workable model to allow the facility to continue being persevered for two years without any realistic proposal coming forward. Since then, the property and site have fallen into substantial disrepair and would require significantly more financial investment to reinstate. **This is not a recommended option.**
- 3.4 Sell the site now as an unconditional offer or possibly an unconditional offer plus overage on receipt of planning. There are some good planning prospects to the site – surrounded by development, sustainable location etc – but equally, the site has no

planning status and could be considered an important local open space etc – so any unconditional buyer would be taking on a significant risk that planning permission for development may be less than initially assumed, and/or take longer than expected to secure or may not come at all if the land is allocated as a protected open space for example. We are advised by Consultants that a prudent buyer might pay in the region of say 25% of potential value (based on the open space exemplar, affordable housing policy compliant scheme) fully unconditionally – or say 15% plus an uplift clause where circa 50% of the uplift in value derived from a future planning permission is paid back to the Council. It is worth noting that the Council would have very little if any control over the planning process after a sale, so control is lost. Having regard to the rest of the report, **this is not a recommended option.**

- 3.5 Submit an Outline Planning Application at the earliest possible opportunity for approximately 100 residential units including 30% affordable Housing, a new road access between Booker Park School and Lower road, an increase in size of the existing access road and the provision of a sports area for Community and school use. **This is the recommended option.**

#### **4. Legal Implications**

- 4.1 As a result of delegation set out in the property and assets schemes of delegation for officers 2.10 giving authority to the Director for Property and Assets in consultation with the Cabinet Member for Finance, Resources and Property and Assets.
- 4.2 This site is registered as an asset of Community value (ACV) and as such if BC decides to dispose of the asset then it would first need to publicise the fact and allow an opportunity for local people to make a bid. The maximum moratorium period is 6 months from receipt of the notice of intention to dispose, from the landowner. Upon receipt of the notice this triggers an initial 6-week moratorium which is only extended to the full 6 months if the community group express an intention to bid. An 18 month period to sell runs from the landowners notice, effectively giving the landowner a minimum of 1 year to sell following the six month moratorium or, 16.5 months if only the six week moratorium applies. After the moratorium period the owner is free to sell to whomever they choose and at whatever price, and no further moratorium will apply for the remainder of a protected period lasting 18 months.
- 4.3 This report was sent for clearance to Legal & Democratic Services who confirm that subject to compliance with the Contracts Procedure Rules and subject to availability of funding and decision-making processes being followed, the Council has power under S111 of the Local Government Act 1972 and/or Section 1 of the Localism Act 2011 (Local authority's general power of competence) to undertake the development described in this report.

## 5. Financial implications for this report:

### *Costs incurred:*

*Quoted cost of OL planning application*

*and desk top valuation* £150,000

*Contingency sum @5%* £7,500

*Total Cost* £157,500

*The costs have so far been met from the Strategic Asset Reserve*

## 6. Corporate implications and risks

- 6.1 Property & Assets are aware of the emerging Stoke Mandeville local area plan and Attempts have been made to reach an accommodation with Stoke Mandeville Parish Council and Stoke Mandeville Local Plan Steering Group regarding the Development. These negotiations have proved successful and as a result amended proposal are to be included in the proposed Stoke Mandeville Local Area Plan. However, SMPC have added the caveat that if agreement is not reached, the plan will revert to a proposed designation of Green Open Space. The positive Interaction between SMPC and BC indicates that the risk, although still existing is greatly diminished. If realised this would seriously inhibit the chances of a future development and realisation of Capital Receipts.
- 6.2 Sports England will need to be consulted to reach an agreement that the sports provision to be re-provided is an acceptable replacement for that historically in place.
- 6.3 Adjacent Council owned premises may need some alteration to accommodate a wider access road and the effect on Children's Services Clients must has been determined to be dominions and will be mitigated.
- 6.4 Both Adults and Children's services have expressed an interest in acquiring units on this site. A business case is currently being drafted to show how the costs of providing adults and children's accommodation can be considered against savings that can be made elsewhere by Children's and Adults Services to offset the financial investment required.

## 7. Local councillors & community boards consultation & views

<b>Cllr Sue Chapple-</b>	<b>Local Member for Aylesbury South East</b>
<b>Cllr David Thompson-</b>	<b>Local Member for Aylesbury South East</b>
<b>Cllr Denise Summers-</b>	<b>Local Member for Aylesbury South East</b>
<b>Cllr John Chilver-</b>	<b>Cabinet Member for Finance, Resources, Property &amp; Assets</b>
<b>Cllr Angela Macpherson-</b>	<b>Cabinet Member Health and Wellbeing</b>

<b>Cllr Timothy Butcher-</b>	<b>Deputy Cabinet Member for Resources</b>
<b>Cllr Gareth Williams-</b>	<b>Cabinet Member Planning and Regeneration</b>
<b>Cllr Stephen Bowles-</b>	<b>Local Member for Wendover Halton and Stoke Mandeville</b>
<b>Cllr Richard Newcombe-</b>	<b>Local Member for Wendover Halton and Stoke Mandeville</b>
<b>Cllr Peter Strachan-</b>	<b>Local Member for Wendover Halton and Stoke Mandeville</b>

The above Councillors have been consulted in August / September 2021 and invited to express their views by way of email correspondence. All responses received to date have been supportive. A further email was sent in September 2021 regarding further communication. A refresher was sent in February and another in March 2022.

## **8. Communication, engagement & further consultation**

- 8.1 Pre-planning application consultation ran between the 4<sup>th</sup> April and the 9<sup>th</sup> of May and includes community groups, residents, Stoke Mandeville Parish Council, the Stoke Mandeville local neighbourhood area plan steering group and other stakeholders. The results of this consultation will be available prior to this report being submitted to Cabinet.
- 8.2 A meeting was held with BC Schools team and Booker Park School where the school indicated that they were broadly supportive of the proposed development.

## **9. Next steps and review**

- 9.1 The results of the pre-planning consultation process will be considered ahead of a final decision being made
- 9.2 The Director for Property and assets instruct Consultants to submit an outline planning application for the Land at Stoke Mandeville.
- 9.3 Subject to Cabinet approval of this report and to the conclusion of 11.1, a further report on the options for development appraisals for the site which will consider the various development options highlighted in this report. . Options will consider an adult size all-weather sports pitch for use by the adjacent school and by the local community, open Market Houses, Affordable Homes, Keyworker Homes and apartments for adults and Children's services.

## **10. Background papers**

- 10.1 Report by Savills titled 'Land at Stoke Mandeville – former sports and social club' dated 1<sup>st</sup> Feb 2022.

## **11. Your questions and views (for key decisions)**

- 11.1 If you have any questions about the matters contained in this report, please get in touch with the author of this report. If you have any views that you would like the cabinet member to consider, please inform the democratic services team. This can be done by **telephone 01296764814** or: **email [democracy@buckinghamshire.gov.uk](mailto:democracy@buckinghamshire.gov.uk)**

