



**REPORT TITLE: Former Jordans Brook House Redevelopment
(Hucclecote Practice)**

Cabinet Date	19 th July 2023
Cabinet Member	Lynden Stowe Deputy Leader & Cabinet Member - Finance and Change
Key Decision	Yes
Purpose of Report	To seek Cabinet approval to procure, build and let a new GP Surgery building for the reprovision of the current Hucclecote Practice Gloucester.
Recommendations	<p>Subject to approval by the Deputy Chief Executive/Executive Director of Corporate Resources of the detailed business case, in consultation with the Lead Cabinet Member for Finance and Change, the Chief Executive and the Director of Policy, Performance and Governance, that Cabinet:</p> <ol style="list-style-type: none"> 1. Approves approx. £5m Capital scheme to build a new Hucclecote GP Practice with 17 clinical rooms (including 3 training rooms and a Changing Places WC/Shower), supported with patient drop-off bay and 29 car parking spaces and associated infrastructure on land occupied by the former Jordans Brook House. 2. Delegates authority to the Assistant Director of Asset Management and Property Services, in consultation with the Cabinet Member for Finance and Change, to: <ol style="list-style-type: none"> a. Conduct a mini-competition process under the Framework Agreement; Contractor Partnering Framework Agreement: Major Construction Works 2019 (or its replacement framework post March 2024) for the purpose of awarding (i) a preconstruction design agreement and (ii) subject to planning approval, a contract for construction works relating to the establishment of the new GP Practice building. b. Upon conclusion of the mini competition, to enter into the above-mentioned preconstruction design and, subject to planning approval, a contract for the construction works with the preferred contractor(s) evaluated as offering the Council best value for money and quality for delivery of the GP Practice. c. Prior to entering contract as above, conclude and enter into an Agreement for Lease and Lease for a period of 30 years with a GP practice and undertake all ancillary matters to enable the establishment of the new GP Practice building.

<p>Reasons for Recommendations</p>	<p>A GCC- developed local GP practice represents a unique opportunity to incorporate the surgery into a small mixed use housing development, in an economic environment where pressure for development land is increasing in the face of increased population demands and land values.</p> <p>The existing Hucclecote GP building is currently 45% undersized, with an accepted need to significantly increase the clinical accommodation, together with the flexibility to respond to the ever-changing face of primary care.</p> <p>Whilst a number of options have been considered and discounted this new proposal seeks to take full advantage of the available GCC 0.7acre site on North Upton Lane, just 0.4 miles from the existing surgery.</p> <p>The recommended option enables an essential increase in Primary Care capacity in this community in an area where suitable land is in very short supply. Various other site options have been assessed and discounted. This is why a mixed development of both housing and the new surgery is recommended on this particular site. A sympathetic housing scheme will be developed alongside the new surgery, subject to planning approval. This will be sold to generate a capital receipt and the surgery leased to the GPs for a period of 30 years. The value attached to this piece of land of £750k if sold on the open market is considered less worthy to the council when compared to the wide range of social and community benefits that a new GP surgery would bring in this locality. It will also generate a revenue stream for GCC which is considered good value for money as outlined in the exempt annex to this report.</p>
<p>Resource Implications</p>	<p><u>Not for publication by virtue of Reg 4(2)(b) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 and Paragraph 3 of Schedule 12A of the Local Government Act 1972 and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.</u></p> <p><u>Information relating to the financial or business affairs of any particular person (including the Authority holding that information).</u></p>

Background Documents	<p>Cabinet decision 29/03/2023 Schedule of Proposed Disposals March 2023</p> <p>Gloucestershire County Council's Policy for the Disposal of Property December 2012</p> <p>Cabinet decision 18/07/2018 The Major Works Framework Decision - The Procurement of Framework Agreements for the Provision of Management and Property Related Services (gloucestershire.gov.uk)</p>											
Statutory Authority	<p>Section 123 of the Local Government Act 1972</p> <p>Localism Act 2011</p>											
Divisional Councillor(s)	<p>Cllr David Brown- Barnwood and Hucclecote</p>											
Officer	<p>Name: Fabian Toner Tel. no: 01452328851 Email: fabian.toner@gloucestershire.gov.uk</p>											
Timeline	<table border="1"> <tr> <td data-bbox="421 909 1121 976">Planning approval, including contingency</td> <td data-bbox="1125 909 1532 976">March 2024</td> </tr> <tr> <td data-bbox="421 981 1121 1048">Tender issued</td> <td data-bbox="1125 981 1532 1048">March 2024</td> </tr> <tr> <td data-bbox="421 1052 1121 1164">Tender completed, financial and contractual completion</td> <td data-bbox="1125 1052 1532 1164">July 2024</td> </tr> <tr> <td data-bbox="421 1169 1121 1236">Construction commences</td> <td data-bbox="1125 1169 1532 1236">July 2024</td> </tr> <tr> <td data-bbox="421 1240 1121 1344">Construction completed and new building open</td> <td data-bbox="1125 1240 1532 1344">August 2025</td> </tr> </table>	Planning approval, including contingency	March 2024	Tender issued	March 2024	Tender completed, financial and contractual completion	July 2024	Construction commences	July 2024	Construction completed and new building open	August 2025	
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Background

1. Jordans Brook House has been used and occupied by various GCC services in recent years until its closure in 2022. However following service reorganisation the property is currently empty, the site was declared surplus to GCC requirements by Cabinet on 14th October 2020.
2. Hucclecote Surgery is currently located at 5a Brookfield Road, Gloucester, GL3 3BH. The building dates from the 1960's and is constructed around a mansard structure, with first floor accommodation within a roof structure. The layout of the existing building is disjointed responding to the small/cramped site and building adaptations that have been implemented over the years. Clinical rooms are smaller than recommended sizes, with ancillary rooms being used for clinical work due to the accommodation pressures.
3. Through discussions with the One Gloucestershire Estate Group, Gloucestershire Clinical Commissioning Group (Superseded by the Integrated Care Board) advised GCC of the NHS's priority need to improve the Primary Care capacity within Hucclecote. Subsequently the Jordans Brook House site was identified as being suitable for the relocation and expansion of the existing Hucclecote Surgery GP Practice.
4. The site is allocated for housing (approx. 10 dwellings) in the current Gloucester City Plan, however informal discussion with Gloucester City Planners indicates that the provision of a GP's Practice is likely to be acceptable subject to a detailed planning application. Initial discussions with GCC's Highways also indicates that a new access road may be required to bring forward the site for development.
5. Negotiations with the Hucclecote Surgery and agents have resulted in provisional agreement for GCC to build a new GP's Surgery on the former Jordans Brook House site and then lease the new building to the Hucclecote Surgery GP's Practice for a period of 30 years.

Strategic context

6. The provision of a new expanded BREEAM Excellent Hucclecote Surgery and redevelopment or sale of remaining redundant site aligns with 2019 – 2024 Gloucestershire County Council Corporate Asset Management Plan

Objective: To plan and manage property as a corporate resource for the benefit of the Council and the people it serves.

Objective: To manage and maintain property effectively, efficiently, and sustainably

Objective: To optimise financial return and commercial opportunities and to use land and buildings to stimulate development and growth.

Options

7. Option A: Subject to a satisfactory business case to authorise the Assistant Director of Asset Management & Property Services in consultation with the Lead Cabinet Member for Finance and Change to procure, build and let a new GP surgery building for the Hucclecote GP Practice to generate a revenue stream for GCC for a period of 30 years and also addressing the current under provision of GP accommodation in the locality. This new provision has not been deliverable elsewhere in a suitable location.
8. Option B: To sell the site to generate a one off capital receipt of up to £750k. This is an estimate at this stage and would be conditional upon a number of other factors including current market conditions, securing planning approval, build and infrastructure costs.

Risks

9. An up to date risk register for the scheme will be developed and be regularly updated in line with the GCC Risk Management process, in order to investigate, manage and mitigate key risks.
10. The key risks can be summarised as follows:
 - 1) The capital costs of the scheme increase because of factors at survey and detailed design stage. Detailed design and additional survey work is ongoing in order to eliminate the risk.
 - 2) Finalisation of planning permission by providing supporting detailed designs in full accordance with the Gloucester City Local Plan. Detailed proposals are being developed following a pre application submission which received positive support and through ongoing promotion and consultation.
 - 3) GPs partners are unable to agree commercial terms for their occupation. Lengthy negotiations have progressed to an advanced stage with ICB approval in 1st June 2023. Heads of Terms have been agreed pending legal ratification. This risk is mitigated by the signing of an Agreement for Lease.
 - 4) Completion of archaeology and other survey work may identify issues requiring remediation currently not planned for. All works completed to date have not identified anything of significant concern that is not able to be dealt with within the budgets identified.
 - 5) Delays to project approval will affect the procurement timeline and result in delays to the proposed completion / opening in August 2025 meaning the opening of the GPs will be missed and may jeopardise the funding approval from the ICB. Timely briefing of key decision makers/bodies will mitigate any risks of delay.

Financial implications (Exempt)

11. Not for publication by virtue of Reg 4(2)(b) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 and Paragraph 3 of Schedule 12A of the Local Government Act 1972 and the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Detailed information is included in the exempt Annex A

Information relating to the financial or business affairs of any particular person (including the Authority holding that information).

12. Subject to approval by the Deputy Chief Executive/Executive Director of Corporate Resources of the detailed business case, in consultation with the Lead Cabinet Member for Finance and Change, the Chief Executive and the Director of Policy, Performance and Governance, that Cabinet:

Climate change implications

13. The GP Surgery will be constructed in accordance with Building Research Establishment's Environmental Assessment Model (BREEAM) Excellent accreditation which is the standard for best practice in sustainable building design, construction and operation with further consideration given by Gloucester City Council through the forthcoming detailed Planning Application where a full ecological impact assessment will be carried out as part of the design and planning approval process.
14. Further consideration of Climate Change is given in the procurement framework agreement for the provision of large value Asset Management and Property related services.

Equality implications

15. Has an Equalities Impact Assessment (EIA) been completed? No
16. The service provider will be responsible for assessing the equalities impact of this scheme.

Data Protection Impact Assessment (DPIA) implications

17. A DPIA checklist has been completed and concluded no actions are required in this respect.

Social value implications

18. The Council will be using a new performance and evidence-based approach to Social Value, based on the National TOMs (Themes, Outcomes and Measures) which has been developed for the Council by the Social Value Portal.
19. The provision of a new expanded Hucclecote Surgery will deliver improved outcomes to health and wellbeing for local people, enhance productivity and value for money, and help the NHS support broader social and economic development.

20. This development will progress existing partnership arrangements that bring together NHS, social care, public health and other public, voluntary and community sector organisations to build a healthier Gloucestershire.

Officer recommendations

21. As outlined above, officers recommend Option A. Subject to a satisfactory business case to authorise the Assistant Director of Asset Management & Property Services in consultation with the Lead Cabinet Member for Finance and Change to procure, build and let a new GP surgery building for the Hucclecote GP Practice to generate a revenue stream for GCC for a period of 30 years and also addressing the current under provision of GP accommodation in the locality. This new provision has not been deliverable elsewhere in a suitable location.

Performance management/follow-up

22. This project will be managed and kept under review by the Assistant Director for Asset Management and Property Service.