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Contact Officer:

John Armstrong, Democratic Services and Elections Manager Tel: 01483 444102

12 April 2021

Dear Councillor

Your attendance is requested at a meeting of the **EXECUTIVE** to be held on **TUESDAY**, **20 APRIL 2021** at 7.00 pm. This meeting can be accessed remotely via Microsoft Teams in accordance with the provisions of the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meeting) (England and Wales) Regulations 2020.

If councillors lose their wi-fi connectivity to the meeting and are unable to re-join using the link on the Outlook calendar invitation, please re-join using the telephone number 020 3855 4748. You will be prompted to input a conference ID: 801 376 395#

Yours faithfully

James Whiteman Managing Director

MEMBERS OF THE EXECUTIVE

Chairman: Councillor Joss Bigmore (Leader of the Council and Lead Councillor for Service Delivery)

Vice-Chairman: Councillor Jan Harwood (Deputy Leader of the Council and Lead Councillor for Climate Change)

Councillor Tim Anderson, (Lead Councillor for Resources)
Councillor Tom Hunt, (Lead Councillor for Development Management)
Councillor Julia McShane, (Lead Councillor for Community and Housing)
Councillor John Redpath, (Lead Councillor for Economy)
Councillor John Rigg, (Lead Councillor for Regeneration)
Councillor James Steel, (Lead Councillor for Environment)

WEBCASTING NOTICE

This meeting will be recorded for live and/or subsequent broadcast on the Council's website in accordance with the Council's capacity in performing a task in the public interest and in line with the Openness of Local Government Bodies Regulations 2014. The whole of the meeting will be recorded, except where there are confidential or exempt items, and the footage will be on the website for six months.

If you have any queries regarding webcasting of meetings, please contact Committee Services.

QUORUM 3



THE COUNCIL'S STRATEGIC FRAMEWORK

Vision - for the borough

For Guildford to be a town and rural borough that is the most desirable place to live, work and visit in South East England. A centre for education, healthcare, innovative cutting-edge businesses, high quality retail and wellbeing. A county town set in a vibrant rural environment, which balances the needs of urban and rural communities alike. Known for our outstanding urban planning and design, and with infrastructure that will properly cope with our needs.

Three fundamental themes and nine strategic priorities that support our vision:

Place-making Delivering the Guildford Borough Local Plan and providing the range

of housing that people need, particularly affordable homes

Making travel in Guildford and across the borough easier

Regenerating and improving Guildford town centre and other urban

areas

Community Supporting older, more vulnerable and less advantaged people in

our community

Protecting our environment

Enhancing sporting, cultural, community, and recreational facilities

Innovation Encouraging sustainable and proportionate economic growth to

help provide the prosperity and employment that people need

Creating smart places infrastructure across Guildford

Using innovation, technology and new ways of working to improve

value for money and efficiency in Council services

Values for our residents

- We will strive to be the best Council.
- We will deliver quality and value for money services.
- We will help the vulnerable members of our community.
- We will be open and accountable.
- We will deliver improvements and enable change across the borough.

AGENDA

ITEM NO.

1 APOLOGIES FOR ABSENCE

2 LOCAL CODE OF CONDUCT - DISCLOSABLE PECUNIARY INTEREST

In accordance with the local Code of Conduct, a councillor is required to disclose at the meeting any disclosable pecuniary interest (DPI) that they may have in respect of any matter for consideration on this agenda. Any councillor with a DPI must not participate in any discussion or vote regarding that matter and they must also withdraw from the meeting immediately before consideration of the matter.

If that DPI has not been registered, the councillor must notify the Monitoring Officer of the details of the DPI within 28 days of the date of the meeting.

Councillors are further invited to disclose any non-pecuniary interest which may be relevant to any matter on this agenda, in the interests of transparency, and to confirm that it will not affect their objectivity in relation to that matter.

3 MINUTES (Pages 5 - 12)

To confirm the minutes of the meeting of the Executive held on 23 March 2021.

- 4 LEADER'S ANNOUNCEMENTS
- 5 URGENT DECISION GRANT OF PROTECTED LEASE OF LAND AT MIDLETON INDUSTRIAL ESTATE TO UKPN FOR A SUB-STATION (Pages 13 22)
- *GUILDFORD SPECTRUM REFURBISHMENT SURVEYS (Pages 23 30)

Key Decisions:

Any item on this agenda that is marked with an asterisk is a key decision. The Council's Constitution defines a key decision as an executive decision which is likely to result in expenditure or savings of at least £200,000 or which is likely to have a significant impact on two or more wards within the Borough.

Under Regulation 9 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, whenever the Executive intends to take a key decision, a document setting out prescribed information about the key decision including:

- the date on which it is to be made,
- details of the decision makers,
- a list of the documents to be submitted to the Executive in relation to the matter,
- how copies of such documents may be obtained

must be available for inspection by the public at the Council offices and on the Council's website at least 28 clear days before the key decision is to be made. The relevant notice in respect of the key decisions to be taken at this meeting was published as part of the Forward Plan on 23 March 2021.



EXECUTIVE

23 March 2021

* Councillor Joss Bigmore (Chairman)
* Councillor Jan Harwood (Vice-Chairman)

* Councillor Tim Anderson
 * Councillor John Redpath
 * Councillor John Rigg
 * Councillor Julia McShane
 * Councillor James Steel

*Present

Councillors Chris Blow, Colin Cross, Graham Eyre, Angela Goodwin, Angela Gunning, Nigel Manning, Ramsey Nagaty, Maddy Redpath, Tony Rooth, Deborah Seabrook, Paul Spooner, Fiona White, and Catherine Young were also in attendance.

EX82 APOLOGIES FOR ABSENCE

There were no apologies for absence.

EX83 LOCAL CODE OF CONDUCT - DISCLOSABLE PECUNIARY INTEREST

There were no declarations of disclosable pecuniary interests. The following councillors declared non-pecuniary interests:

Councillor	Agenda Item	Nature of interest
Councillor Joss Bigmore and his spouse	5 Extension of private sector enforcement powers	private sector landlords in Guildford
Cllr John Redpath's spouse	5 Extension of private sector enforcement powers	private sector landlord in Guildford
Councillor Julia McShane	6 Former Pond Meadow Training Site	local ward member
Councillor Angela Goodwin	6 Former Pond Meadow Training Site	Surrey County Councillor
Councillor Fiona White	6 Former Pond Meadow Training Site	Surrey County Councillor

EX84 MINUTES

The minutes of the meeting held on 16 February 2021 were agreed as a correct record. The Chairman signed the minutes.

EX85 LEADER'S ANNOUNCEMENTS

The Leader reflected that 23 March marked the one-year anniversary from the start of first lockdown and what an extraordinary year it had been. But despite the challenges for everyone during the year, it had brought out the best in so many with incredible voluntary and community work at borough and county level. This work would be celebrated through the Mayor's Awards

this year - especially in the new Community Heroes category. The Leader thanked council officers for their work in supporting the borough and keeping essential services running.

The Leader had joined the Marie Curie minute's silence at 12 noon as the country came together to think about the collective loss, in support of those who had been bereaved and join together in hope for a brighter future. At 8pm there would be another chance to mark the anniversary when thousands would stand on doorsteps and shine a light into the night as a 'beacon of remembrance.' In Guildford, heritage buildings would join the event and be lit up. The Leader looked forward to the forthcoming relaxing of restrictions and to getting back to normal for Guildford's residents and businesses. He announced the Guildford Lido would reopen on Monday and thanked operators Freedom Leisure for making that possible.

Finally, it was announced that the Guildford Programme at G Live would be running a drop-in only vaccination day on Wednesday 24 March, for anyone over 50 years of age who were patients in Guildford or Waverley.

EX86 EXTENSION OF PRIVATE RENTED SECTOR ENFORCEMENT POWERS

The Executive considered a report setting out new legislative powers awarded to the Council under the Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020 to improve housing standards in the private rented sector and enable financial penalties to be imposed if electrical safety standards were not met. The Regulations imposed strict requirements on landlords including regular safety testing and certification. Landlords were required to satisfy the Council that proper safety standards had been met within a set time period. A financial penalty was the enforcement tool provided to councils in relation to the Regulations.

A charging structure for such penalties was presented for approval and authorisation sought for the Head of Environment and Regulatory Services to determine the amount of any financial penalty in accordance with the charging structure. The charging structure was based upon a government matrix and would be enforced proportionally. The upper limit of the financial penalty was £30,000 which might be applied where there had been a serious risk to tenants or a blatant refusal by a landlord to respond to risk and implement safety measures.

The Executive

RESOLVED:

- (1) That the charging structure for financial penalties imposed in accordance with the powers introduced by Sections 122 and 123 of the Housing and Planning Act 2016 and the Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020, as set out in Appendix 1 to the report submitted to the Executive, be approved.
- (2) That authority be delegated to the Head of Environment and Regulatory Services to take all necessary action to implement the charging structure and impose financial penalties in accordance with the Regulations.

Reason:

To enable the Council to exercise the powers introduced by Section 122 & 123 of the Act to impose financial penalties for failure to comply with the Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020.

EX87 FORMER POND MEADOWS TRAINING CENTRE SITE

Surrey County Council had proposed the re-development of the 'Former Pond Meadows Training Centre' site to provide a 50-bed extra care facility. However, the site was subject to a

user covenant, to which Guildford Borough Council was the beneficiary. In order to move forward with the proposal a deed of release and variation of the user covenant was required. There was also a need to improve the Borough Council-owned access road to the site to facilitate the redevelopment. An independent valuation had been obtained and the costs payable to the Borough Council in return for the deed of release, variation of the user covenant and the additional rights would be £207,500. Surrey County Council had offered to meet those costs and agreed to the wording of a new covenant that would restrict the use of the site to a residential/nursing home. It was noted that the County Council would have to put the proposal through the usual Planning process in due course.

The Executive considered a report proposing that costs should be waived to Surrey County Council in this instance due to the community benefit of the proposals and to agree the variation of the user covenant and the grant of additional rights for nil consideration.

The Lead Councillor for Resources spoke in favour of the recommendation which found support from other members of the Executive. It was noted that the site was an important landmark in the community and proposals for the use of the site were of interest to local residents who, it was hoped would benefit from the future provision. The local Ward Councillor also spoke in favour of the recommendations.

Therefore, the Executive

RESOLVED:

- (1) That the Council enters into a deed of release of the restrictive covenant, a variation of the user covenant and grant of additional rights for the land known as the Former Pond Meadows Training Centre.
- (2) That the transaction be completed for nil consideration.
- (3) That the Head of Asset Management be authorised, in consultation with the Chief Finance Officer, and the Lead Councillor for Finance and Assets, to agree the terms for the deed of release; in accordance with the draft heads of terms set out in Appendix 1 to the report submitted to the Executive.

Reason:

To allow Surrey County Council to re-develop the site to provide a 50-bed extra care facility within the Borough.

EX88 REVIEW OF THE USE OF RIGHT TO BUY RECEIPTS AND APPROPRIATION OF LAND INTO THE HOUSING REVENUE ACCOUNT

The 'Right to Buy' (RTB) was a Government scheme enabling eligible council and housing association tenants to buy their home at a discount. With the receipts received, the Council was required to build new social housing within a time limit of three years before the receipts had to be paid to government with interest. The government's ambition was to have one-for-one replacement housing of properties sold under RTB.

The Council had not spent all of the RTB receipts on its new build housing investment programme within the required time frame in 2019-20. As a result, the Council had been required to repay to government a total of £2.7million. Although the Council had taken measures to mitigate some of the repayment risk there remained slippage on the Housing Investment Programme (HIP) which had continued into 2020-21. It was only possible to fund the HIP by up to one third by RTB receipts and the rest by HRA. The Lead Councillor for Resources had set up a working group to understand how and why RTB receipts needed to be repaid to government, the reporting arrangements around the matter and what could be done to

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prevent further repayments. The Council's internal auditors KPMG had been asked to carry out an audit of the HRA capital monitoring and specifically the monitoring and use of RTB receipts.

The Executive considered a report setting out initial feedback from the findings of the new working group and a series of proposed measures intended to support the expenditure of the RTB receipts for 2020-21 and reducing the risk of repaying further receipts to Government.

Importantly, the context of the report changed with very recent announcements published in the Supplementary Information Sheet. On Friday 19 March 2021, the Secretary of State for Housing, Communities and Local Government announced the Government's response to consultation resulting in a number of reforms for the use of RTB receipts which would have an immediate benefit to the Council and impact on the issues raised in the report. A summary of the key reforms was provided that changed many of the vital parameters under which the Council was operating in terms of RTB and would take effect from 1 April 2021.

The Lead Councillor for Resources emphasised although the announcements were immediately welcome and included additional time from three to five years to spend receipts, the slippage on the new build programme which mainly caused the repayment to government in 2019-20 had to be addressed. It was reported that the Council must ensure that it had sufficient new build projects coming forward in order spend its RTB receipts and to ensure that delivery of those schemes was properly planned and managed so that delays were minimised and repayment risks reduced.

The previous Housing Working Group would be revitalised with a new officer and councillor membership from Housing and Finance; there would be regular budgetary reports relating to the RTB receipts to the Corporate Governance and Standards Committee and explicitly in the budget outturn report to the Executive and other measures as set out in the recommendations. It was noted that the Weyside Urban Village, Guildford Park Car Park and Bright Hill Car Park sites coming forward as purely residential developments would offer the Council opportunities to utilise RTB receipts as was the potential development of North Street should progress be made towards greater mixed-use. It was noted that the planning application for Guildford Park Car Park was expected to be submitted in October and for Bright Hill early in 2022. It was agreed that the use of Bright Hill Car Park up until planning permission was awarded would be determined following the expiration of the Mount Alvernia Hospital lease.

As new homes were needed for Guildford residents, the Lead Councillor for Resources supported the continuation of the RTB scheme in Guildford, whilst noting that the greater the take up of the scheme the more pressure would be upon the Council to replace stock. It was proposed the Council could consider adopting a RTB receipts policy later in the year.

The Executive

RESOLVED:

- 1) That the remaining land at Guildford Park car park be appropriated into the HRA with immediate effect.
- 2) That the expenditure on the general fund capital programme relating to Guildford Park Car Park be transferred into the HRA following the appropriation.
- 3) That no replacement car parking be delivered as part of the Bright Hill Scheme.
- 4) That, once Secretary of State approval and an appropriate valuation is obtained, the allotments site (Plot 1) at Weyside Urban Village be appropriated into the HRA and that the Council commits to delivering Plot 1 at Weyside Urban Village as either a fully affordable or mixed tenure project within the Housing Investment Programme.

- 5) That further consideration be given as to whether key sites within the Guildford Economic Regeneration should be appropriated into the HRA for Housing Development in due course.
- 6) That the acquisition strategy, as set out in paragraphs 3.31 to 3.33 of the report, be approved.
- 7) That a supplementary estimate of £2.2million, to be funded from HRA reserves, to increase the HRA acquisition budget to £7million for 2021-22 be approved, and that the supplementary estimate be moved straight onto the approved capital programme.
- 8) That the HRA acquisition budget of £3million for 2021-22 be moved from the provisional to the approved capital programme.
- 9) That the Major Projects Programme Board be re-invigorated in a revised form.
- 10) That a Councillor/Officer Housing Working Group be established to monitor delivery of the Housing Investment Programme and to continue to develop the pipeline of projects.
- 11) That a formal Use of Retained Right to Buy Receipts Policy be developed and brought forward for adoption by the Executive at a later meeting.
- 12) That further legal advice be sought on the matter of whether granting RTB receipts to local housing associations, other local authorities (without a HRA) or other registered providers is a viable option for the Council and subject to that advice, officers be authorised to enter into discussions with local housing associations to ascertain if there would be a willingness to partner with the Council in this regard.
- 13) That additional resources within the Housing Strategy and corporate Programmes team be approved to accelerate delivery of the Housing Investment Programme.
- 14) That officers be requested to consider the logistics and viability of acquiring or developing housing outside of the borough boundary to increase its housing stock within the HRA.

Reason:

To facilitate the delivery of affordable housing in the borough and try to mitigate the risk of repaying RTB receipts to government in the future.

EX89 ASH ROAD BRIDGE - PROJECT UPDATE

The Leader of the Council explained that there had been two reports submitted to the Executive. The first report was inclusive, but it set out financially sensitive information that was classified as exempt under statute (Item 9). For this report to be discussed by the councillors it would be necessary for the meeting to exclude the public and press ('Part 2'). For reasons of transparency, a second report had been published which did not include the exempt information (Item 11). Having read both reports, the Executive and councillors present agreed to discuss the content of the second report in public session.

The Ash Road Bridge Scheme was a long-term infrastructure solution to the current and future issues posed by the Ash level crossing, including increased usage associated with housing growth in the Ash and Tongham area and greater barrier downtime resulting from enhanced rail use of the North Downs Line. The scheme would meet the requirements of the Local Plan.

The Lead Councillor for Regeneration noted that this was the largest infrastructure project that the Council was delivering and that good progress was being made. The Executive was asked to approve the Council entering into a legal agreement with Homes England which would

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secure additional Homes England funding towards the delivery of the Ash Road Bridge Scheme, in addition to the £10 million of Homes England funding that had already been secured.

The Executive recommended to Council (13 April 2021):

That the Council approves the budget and funding strategy as set out in the budget and funding sections of the exempt (Part 2) report published with the agenda for this meeting; and

RESOLVED:

- (1) That the Executive agrees to proceed with the project, including the Council entering into the Deed of Amendment to the Homes England Funding Agreement and grants delegated authority to the Director of Strategic Services to negotiate to an agreed form and sign this draft Deed of Amendment with Homes England on behalf of the Council.
- (2) That the Executive approves the transfer of funds from provisional to approved programmes as set out in the funding section of the exempt (Part 2) report published with the agenda for this meeting to allow the road bridge and footbridge to proceed.
- (3) That the Executive approves the budget and funding strategy as set out in the budget and funding sections of the exempt (Part 2) report published with the agenda for this meeting (in so far as they fall within the Executive's power to approve).
- (4) That the Executive delegates to the Director of Strategic Services, in consultation with the Lead Councillor, authority to enter into such other contracts and legal agreements connected with this project as may be necessary within the approved budget.
- (5) That the Executive agrees that, due to the urgency of this matter, the call-in procedure shall not apply in respect of the decisions referred to in paragraphs (1) to (4) above.

Reason:

This was a unique opportunity to secure this level of central government funding towards the Ash Road Bridge Scheme and the land required to deliver an alternative road crossing of the North Downs railway line in close proximity to the Ash level crossing. The Ash Road Bridge Scheme forms a requirement of Policy A31 of the Council's Local Plan which allocates land for housing in Ash. Delivery of this scheme will also enable the closure of Ash level crossing, which will improve safety for highway and rail users and significantly reduce traffic congestion on the A323 and the use of alternative local roads to avoid the Ash level crossing.

EX90 EXCLUSION OF THE PUBLIC

The Executive

RESOLVED:

That under Section 100A(4) of the Local Government Act 1972 (as amended) and Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting for consideration of agenda item 10 on the grounds that it involved the likely disclosure of exempt information as defined in paragraphs 3 and 5 of Part 1 of Schedule 12A to the Act.

EX91 NORTH STREET DEVELOPMENT SITE, GUILDFORD

The Executive considered a report that set out progress to date regarding the sale of the Council's interests on the site and to seek the necessary permissions for the leasing

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arrangements of the bus station prior to the sale. The Executive was also asked to note the Equalities Impact Assessment advice as prepared by AECOM.

The Lead Councillor for Regeneration spoke to the report and there was agreement that sound progress was being made with the project and that appropriate and positive consultations were being undertaken.

The Executive,

RESOLVED:

- 1) To note that the scheme is being redesigned and that this will require the Heads of Terms for the sale of the Council's land to be renegotiated with St Edward.
- 2) To note that the following documents which relate to the Friary Centre bus station transaction are being negotiated and agreed:
 - a) deed of surrender and variation of the Friary Centre headlease between M&G and the Council.
 - b) new headlease of the bus station between the Council and St Edward.
 - c) new underlease of the bus station between St Edward and the Council; and
- 3) To authorise the transaction in respect of the Friary Centre bus station to proceed immediately and independently of the sale of the Council's interest in the Site.
- 4) To authorise the Managing Director, in consultation with the Leader of the Council and Lead Councillor for Regeneration, to approve the final terms of the Friary Centre bus station documentation referred to in paragraph (2) above, and to finalise the transaction.
- 5) To note the additional responsibilities on the part of the Council in respect of the bus station as set out in section 5 of the Executive report and to accept, including making an allowance of an additional budget of £60,000 to cover immediate costs associated with works to keep the bus station land safe and insured and £10,000 for ad hoc repairs, insurance and utilities.
- 6) To agree a virement of £70,000 from the corporate inflation budget to the asset management budget to fund the bus station repair costs and provide an annual budget, and to note that there is also a potential £45,000 one off repair payment as detailed in paragraph 5.5 of the Executive report.
- 7) To note the advice received from AECOM as set out in section 12 of the Executive report and to confirm that the Council will continue to identify and address equalities implications arising from the proposed transaction.
- 8) To agree that, due to the urgency of this matter, the call-in procedure shall not apply in respect of the decisions referred to in paragraphs (1) to (7) above.

Reason: To progress the project.		
The meeting finished at 9.03 pm		
Signed	Date	

Chairman



Executive Report

Ward(s) affected: Onslow

Report of Director of Strategic Services

Author: Simon Goldsworthy – Asset and Property Manager

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Date: 20 April 2021

Urgent Decision – Grant of Protected Lease of land at Midleton Industrial Estate to UKPN for a sub-station

Executive Summary

Midleton Industrial Estate is located to the North of Guildford town centre close to the A3 Wooden Bridge Interchange. The industrial estate is currently being redeveloped in four phases, with a total of 37 new industrial units being constructed. To meet the power requirements for the development, a new substation is required for the site.

UKPN have been instructed by the Council to install the substation for the development; however, before this can be installed a lease is required between the Council and UKPN. The lease will allow UKPN to install and maintain a substation on behalf of the Council. The installation has been paid for by the Council at a cost of £132,000 and the supply will only be for the benefit of the Council's development and the industrial units that are being constructed.

The lead-in time for the substation is 34 weeks and work will only begin when the lease has been agreed.

The Managing Director has taken an urgent decision under powers within the scheme of delegation to officers to grant a lease to UKPN for 99 years at a peppercorn rent, which will allow rights of access to and from the substation. UKPN will also be responsible for making good any damage caused to the landlord's reasonable satisfaction.

Recommendation to Executive

That the Executive notes that the Managing Director, in consultation with the Leader and the Monitoring Officer, used his urgent decision powers on 26 March 2021 to approve the grant of a 99 year lease at a peppercorn to UKPN in respect of a small plot of land at the Midleton Industrial Estate, Guildford.

Reason for Recommendation:

The approval of the new lease to UKPN to provide a power supply and allow the development to continue on schedule and ensure that we do not have increased development costs caused by the delayed installation of the sub-station.

Is the report (or part of it) exempt from publication? No

1. Purpose of Report

1.1 To report to the Executive the urgent decision that was made on 26 March 2021 to agree a 99-year lease with UKPN to construct a substation at the Midleton Industrial Estate.

2. Strategic Priorities

2.1 The grant of a lease to UKPN for 99 years will secure the power supply for the new Midleton Industrial Estate which is currently under construction. This will generate income for the Council and allow us to let 37 new industrial units. The units are best suited for small businesses and will help the Council meet its target of "providing modern industrial units for expanding businesses" (Corporate Plan 2018-2023).

3. Background

- 3.1 Midleton Industrial Estate is currently under redevelopment, two industrial units have already been completed and there are a further 35 under development.
- 3.2 Urgent approval has been given by the Managing Director in consultation with the Leader and the Monitoring Officer for a lease to be granted to UKPN for 99 years to allow a sub-station to be constructed on the site.
- A copy of the Delegated Authority is set out in Appendix 1, and the proposed location for the substation is within Appendix 2.
- 3.4 The reasons for the urgency were as follows:
- 3.5 By virtue of s123 of the Local Government Act 1972, the Council is empowered to dispose of land provided it obtains the best consideration reasonably obtainable. In this case, UKPN will not enter into a lease for a rental or premium. The Council as landlord is installing the substation for its own use and the terms of the lease will restrict the use only as a substation. It could be argued that this agreement has nil value. However, by virtue of the fact that UKPN is renting the land, it does stand to reason that the 99-year lease has some value. Therefore, the lease is considered to fall within the requirement for approval by the Executive to be granted at less than best consideration and falls outside of any delegated powers to officers.

- 3.6 However, there is an immediate need to agree terms for the substation as UKPN has a 34-week lead-in time and will only progress the installation once the lease has been signed. Every week that we delay the signing of the lease has a knock-on effect on the development programme and, in turn, will lead to rising development costs.
- 3.7 Therefore, to expedite the matter, the Managing Director provided approval on 26 March 2021, using his delegated powers to act in relation to matters of urgency, with the decision being reported to the next Executive meeting.

4. Consultations

4.1 The Lead Councillor and Monitoring Officer have been consulted on the urgent decision. The local ward councillors have been informed of the decision.

5. Key Risks

5.1 The risks for the decision are outlined within Appendix 1.

6. Financial Implications

6.1 The Financial implications are highlighted within Appendix 1. Failure to agree the lease with UKPN now would cause the development costs to rise and delay the receipt of rental income.

7. Legal Implications

- 7.1 By virtue of s123 of the Local Government Act 1972, the Council is empowered to dispose of land as long as it meets its overriding duty to obtain the best consideration that can be reasonably obtained for it.
- 7.2 The duty to seek best consideration is subject to certain exceptions. These are conveyed in the General Disposal Consent (England) 2003, which makes provision for the Council to dispose of land where the consideration is less than the best that can reasonably be obtained, known as an 'under-value'.
- 7.3 The Council has an approved procedure in its Constitution that it follows when considering and approving disposal of land and buildings for less than best value under officer delegation. However, the officer delegation is limited to transactions for a term of 15 years or less and in these circumstances, the proposed transaction is that a lease be granted to UKPN for a term of 99 years.
- 7.4 Therefore, the lease falls within the requirement for approval by the Executive to be granted at less than best consideration and falls outside of any delegated powers to officers. However, urgent approval has been given by the Managing Director in consultation with the Leader of the Council and the Monitoring Officer for a lease to be granted to UKPN for 99 years for the reasons mentioned in paragraphs 3.4 to 3.7 above.

7. Human Resource Implications

7.1 There will be staff resource implications arising from progressing the new lease to UKPN. This will be managed within existing staff resources.

8. Equality and Diversity Implications

8.1 This duty has been considered in the context of this report and it has been concluded that there are no equality and diversity implications arising directly from this report.

9. Climate Change/Sustainability Implications

9.1 The installation of the substation will also power the twenty electric vehicle charging points that will be located on the industrial estate. The new units are predicted to have an EPC rating of 'A' which will dramatically improve the energy performance of the units on the estate.

10. Summary of Options

10.1 Under the circumstances there was no alternative option. The Council is only able to enter into an agreement with UKPN. The risk of not agreeing the lease, would impact the viability of the redevelopment.

11. Conclusion

11.1 The grant of a 99 year lease to UKPN for the piece of land at the Midleton Industrial Estate will allow the redevelopment of the site to complete on time and allow the units to be let in October 2021. Delays agreeing the lease to UKPN will increase the development costs, which we expect to be approximately £5,000 per week. It would also delay the receipt of rental income from the new units.

12. Background Papers

None

13. Appendices

Appendix 1: Copy of the record of the urgent decision taken by the Managing

Director

Appendix 2: Proposed location for the substation

G GUILDFORD B O R O U G H	RECORD OF EXECUTIVE DECISION TAKEN BY AN OFFICER UNDER DELEGATED AUTHORITY
SUBJECT:	Urgent decision on the Grant of Protected Lease of Land at Midleton Industrial Estate to UKPN for a sub-station.
KEY DECISION* Yes/No	No
Ward(s) affected:	Onslow
NAME AND DESIGNATION OF OFFICER TAKING DECISION:	James Whiteman Managing Director
SOURCE OF AUTHORITY TO TAKE DECISION: Either: Executive Decision (please include date of meeting) Or: Scheme of Delegation to Officers	Council's 05/01/2021 Constitution Part 3, Page 3-44, Para 2, the Managing Director "In consultation with the Leader where practicable and the Monitoring Officer, to act in an emergency or in relation to matters of urgency in relation to any functions of the Council, subject to the use of this power being reported to the next meeting of the Council, Executive or committee concerned".
CONSULTATIONS: (a) Relevant Lead Councillor(s): Comments: (b) Local Ward Councillor(s): Comments**: (c) Officers (state names): Comments:	 (a) Leader – Joss Bigmore – Email 25/03/2021 at 15:37 agrees with proposal with no further comments being made. (b) Cllrs Jon Askew, David Goodwin and Will Salmon – informed of decision on 25/03/2021. (c) Monitoring Officer – Diane Owens – Email 25/03/2021 at 14:57 agrees with proposal with no further comments being made.
DETAILS OF DECISION: (attach additional sheets if required)	To accept terms for the grant of a new lease of land at Midleton Industrial Estate for UKPN to install an electricity sub-station at the request of the Council (i.e. not the utility company). A new lease of land at the Midleton Industrial Estate is to be granted to UKPN to allow them to install and maintain a substation on behalf of the Council, which is required for the Council's new redevelopment. The substation has been requested and its' installation paid for by the Council at a cost of £132,000 and the supply will be only for the benefit of the Council's development and the industrial units that are being constructed.

Lease terms: Lease length = 99 years Rent = Peppercorn Right of access from the substation site to the nearest public highway. UKPN shall provide reasonable prior notice of its intentions to carry out works, except in case of emergency, and shall cause no unnecessary damage or disturbance in exercise of the rights and make good any damage that may be caused to your reasonable satisfaction. The whole redevelopment hinges on having the additional power supply from the substation Urgent approval is sought for this decision for two major reasons: 1) By virtue of s123 of the Local Government Act 1972, the Council is empowered to dispose of land provided it obtains the best consideration reasonably obtainable. In this case, UKPN will not enter into a lease for a rental or premium. The Council as landlord is installing the substation for its own use and the terms of the lease will restrict the use only as a substation. It could be argued that this agreement has nil value. However, by virtue of the fact that UKPN is renting the land, it does stand to reason that the 99 year lease has some value. Therefore, the lease is considered to fall within the requirement for approval by the Executive to be granted at less than best consideration and falls outside of any delegated powers to officers. 2) However, there is an immediate need to agree terms for the substation asap as UKPN has a 34 week lead in time for and will only progress the installation once the lease has been signed. Every week that we delay the signing of the lease this has a knock-on effect on the development programme and in turn will lead to rising development costs Therefore, to expedite the matter, the Managing Director is requested to approve this using his powers to act in an emergency or in relation to matters of urgency, with his decision being reported to the next meeting of the Executive (20 April 2021). To grant a lease to UKPN for the section of land at **Reasons for Decision:** Midleton Industrial Estate to install a sub-station and thereby secure a timely development and increasing future income for the Council. **Details of any alternative options** No alternative options available. considered and rejected when making the decision:

Details of any conflict of interest declared by any executive councillor who is consulted in relation to this decision:	None
Contact Officer:	Simon Goldsworthy
Service:	Asset Management
Direct Line:	01483 444593
File Ref:	A134.2.001

I hereby take the decision referred to above, for the reason(s) stated.

Signed: James Whiteman

Job title of decision maker: Managing Director

Date decision taken: 26 March 2021

Date decision may be implemented, subject to call-in provisions***: 5 days after the DA is signed.

IMPORTANT NOTES (PLEASE READ):

ACCESS TO INFORMATION PROCEDURE RULES

Unless the details of this decision or any accompanying report or background paper contain confidential or exempt information (see note below), you <u>MUST</u> ensure that, as soon as reasonably practicable after making this decision,

- (1) send a copy of this record of decision, together with any relevant report or background paper referred to therein, to Committee Services so that it may be uploaded to the website; and
- (2) make a copy of this record of decision, together with any relevant report or background paper referred to therein, available for inspection by the public at the Council offices.

This record, together with any relevant report or background paper, must be retained for six years following the date of the decision.

*KEY DECISION

- a "key decision" is an executive decision which is likely to:
- (i) result in significant expenditure or savings (of at least £200,000) having regard to the budget for the service or function to which the decision relates; or
- (ii) have a significant impact on two or more wards within the Borough.

Please note that before a key decision can be taken lawfully, public notice of intention to make it must appear in the published Forward Plan for at least 28 days before the date on which the key decision is proposed to be made. If the decision is more urgent, it will become subject to urgency provisions, in which case please contact Committee Services.

Agenda item number: 5 Appendix 1

**CONSULTATION WITH LOCAL WARD COUNCILLORS

Where a decision affects a particular area or locality, the scheme of delegation requires officers to undertake routine notification, and consultation where appropriate, of local ward councillors.

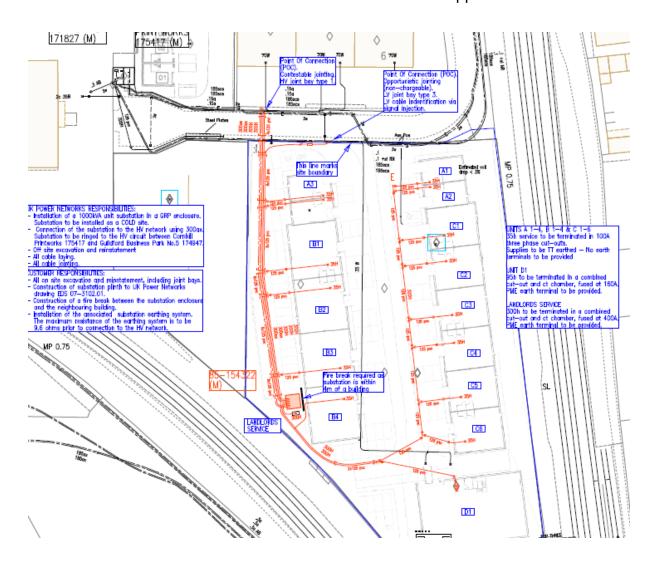
***CALL-IN

Any executive decision made by an officer under delegated authority may only be implemented on the expiry of five working days after the day of publication of the decision. During this time, the decision may be called in by councillors for review by the Overview and Scrutiny Committee. You will be informed by Committee Services if this happens.

CONFIDENTIAL / EXEMPT INFORMATION¹

If this record or any document (or part of a document) referred to herein contains confidential or exempt information, the requirement to make this record or any such document available on the website or for inspection by the public at the Council offices is removed. In such circumstances, you must still retain the record for six years for audit trail purposes, and send a copy of this record, together with any relevant report or background paper referred to therein, to Committee Services, who will circulate it to all councillors.

¹ If you are unsure as to what constitutes confidential or exempt information, please see Guidance or contact Committee Services





Report to Executive

Ward(s) affected: All

Report of Director of Service Delivery

Author: Jonathan Sewell, Leisure Services Manager

Tel: 01483 444729

Email: Jonathan.Sewell@guildford.gov.uk Lead Councillor responsible: James Steel

Tel: 07518 995615

Email: James.Steel@guildford.gov.uk

Date: 20 April 2021

Guildford Spectrum refurbishment surveys

Executive Summary

The Guildford Spectrum Leisure Complex opened on 23 February 1993, covers 26 acres and originally cost £28 million to build. The venue receives approximately 1.7m visitors each year and is a regional tourist destination. Guildford Spectrum is a unique and complex building with a range of sports and leisure facilities that are much loved by the local community and regional visitors. The venue's original life cycle was expected to be 40-50 years, and it is now 28 years old and a revised strategy for its ongoing repair or replacement is required. The venue requires ongoing maintenance to ensure it remains watertight and there is concern over the ongoing level of investment in the site. The venue is also the significant carbon emissions contributor within the Council's property portfolio because of the nature of the facilities on site.

There have been previous reports presented to the Executive on this topic, however the impact of Covid 19 and its possible future implications have necessitated a review of all options in respect of the long-term future of the existing building. Funding identified to investigate the feasibility of a replacement venue, an option that has been set aside from further consideration for at least the next two years, could be used to facilitate this review.

This report seeks approval for the transfer of this existing funding to coordinate a comprehensive range of specialist studies to collect the required data in order to assess the current anticipated life span of the venue (including the building fabric, the mechanical, electrical and plumbing systems) and what programme of investment might be required to extend the life expectancy of the building and its plant. The studies' outcome will also identify the opportunities for carbon impact reduction and for using up to date technology for beneficial operation of the venue.

Two part-time fixed-term members of staff, one in Asset Management and one in Corporate Programmes, will coordinate the procurement of the surveys and the ultimate consolidation of the data into a report for Councillors to consider. There may be a need for further senior specialist external advice associated with the consolidation of the diverse data sources.

Recommendation to Executive

That the Executive approves:

- 1. The spending of £300,000 from the carry forward reserve to enable the collection of comprehensive survey data on the existing venue.
- 2. The procurement of a range of surveys from suitably qualified specialists as detailed in paragraph 3.9 (a) to (h) inclusive of this report.
- 3. The appointment of two fixed-term part-time positions to facilitate this stage of the project.

Reason(s) for Recommendation:

This proposed collection of survey data is much more comprehensive than any survey process previously undertaken in respect of the venue. This will allow Councillors to make an informed decision about the remaining lifespan of the existing facility and whether that lifespan can be effectively extended, and if so, for how long, within acceptable economic parameters. Any decision to refurbish such an important venue for the community must be made on the best available information as the investment to significantly extend the life of venue is likely to be substantial.

Is the report (or part of it) exempt from publication? No

1. Purpose of Report

- 1.1 The Executive is requested to release the funding to be able to undertake a comprehensive range of surveys in respect of Guildford Spectrum Leisure Complex. This data will be used to consider the projected life expectancy for the venue and a possible investment programme to extend that life expectancy if appropriate.
- 1.2 The project also requires the provision of two fixed-term part-time posts in order to facilitate its delivery to the next stage.

2. Strategic Priorities

- 2.1 The provision of the services at the Guildford Spectrum support the Corporate Plan in respect of the Community theme in enhancing sporting, leisure, cultural, community and recreational facilities:
 - By attracting visitors to the borough and making Guildford a more attractive place to live in. The venue offers a range of employment opportunities and facilities that businesses need.
 - Through providing an enhanced leisure offer in an attractive, vibrant town.
 - Through promoting physical activities and contributing to public health.

3. Background

3.1 The Guildford Spectrum Leisure Complex opened on 23 February 1993, covers 26 acres and cost £28 million to build. It is situated on the edge of Stoke Park in close proximity to the main A3 trunk road and the town.

- 3.2 Guildford Spectrum was designed with a unique range of facilities. The combination of commercial and community facilities all under one roof remains a unique offer in the United Kingdom.
- 3.3 Facilities provided include:
 - An International standard ice rink seating 2,000
 - 4 swimming pools including a multi flume leisure pool, 25m competition pool, a dive pool with 1m, 3m and 5m boards and a teaching pool
 - 32 lane ten pin bowling centre
 - 10 badminton court sports hall
 - A dedicated group exercise studio
 - 72 station fully equipped health and fitness suite
 - 400m athletics stadium with a floodlit football pitch
 - Children's soft play
 - A number of other smaller facilities including a spinning studio, 2 squash courts and dry sport facilities
 - A number of catering and sports retail outlets
 - 1,000 space car park.
- 3.4 Spectrum is a regional tourist destination and receives around 1.7 million visits each year and has a catchment area of up to a 90 minute drive time for participants and spectators.
- 3.5 The venue turns over in excess of £11 million per year and in normal non-covid times generates an operating surplus.
- The combination of age and amount of use it has received however means that the venue is becoming increasingly expensive to maintain. In December 2020, CMT and the Executive/Management Team Liaison Group agreed that due to Covid-19, at least two years should pass before a replacement was given any further serious consideration.
- 3.7 Guildford Spectrum Leisure Complex has always been regarded as having a high social value to the community. Its importance and social value was reaffirmed by the former Community EAB in February 2019 and the Executive in March 2019 based on the findings of a feasibility report into the consideration of the viability of a potential replacement venue. It is 28 years into its 40-50 year anticipated lifespan and is contributing to 50% of the Council's energy consumption and associated emissions, which we are committed to reducing by 2030.
- 3.8 Therefore, a project mandate was prepared that sets out the strategic direction for developing the options for capital works to the building and funding approvals for development of the Strategic Outline Business Case for work to proceed to the next stage.
- 3.9 A comprehensive range of surveys is required to be able to consider what the anticipated life expectancy is for the building and the plant, what the options and impacts are for extending the lifespan of the building and what opportunities are

- available for enhancing the venue operation within the existing envelope. These surveys (and a brief outline of their purpose) include:
- a) Review and bring up to date existing structure and fabric condition survey including prioritised and costed maintenance recommendations.
- Undertake detailed tests and inspections of all mechanical and electrical plant and systems and provide prioritised and costed maintenance recommendations.
- c) Review service break down and repair records to assess reliability of existing plant and equipment.
- d) Undertake a site wide drainage survey and provide costed recommendations for any remedial works.
- e) Undertake a detailed fire risk assessment and provide costed recommendations for any remedial works or necessary improvements.
- f) Assess the adequacy of the design of existing mechanical and electrical systems and provide costed recommendations for any recommended improvements.
- g) Prepare life expectancy estimates for all existing components and life cycle costings for the whole facility for the next ten years. This is to include impact assessments on potential disruption and loss of trade.
- Undertake a carbon assessment of the facility in its current configuration and model the costs and other impacts of selective changes and/or improvements.
- 3.10 A number of aspects of these surveys have been previously undertaken but they have not been taken all at the same time and the outcomes considered to generate a strategic plan. Technology also moves on and what may not have been viable five years ago may be viable now as a result.
- 3.11 The utility consumption at the venue is significant; however, given the nature of the facilities on offer, this is to be expected. In 2019/20, the last full year of operation, the consumption of gas and imported electricity was as follows:

		Equivalent	
Fuel type	2019/20	current cost	Notes
Gas	10,818,681 KwH	£244,743	Includes CHP fuel
Electricity - Day	2,990,348 KwH	£597,847	Combined cost
Electricity - Night	756,577 KwH		Imported electricity only
		£842,590	

3.12 The gas consumption detailed above includes for the Combined Heat and Power (CHP) engine which is one of a number of energy saving schemes introduced over the life of the building, other notable schemes include variable speed drives (VSD), photovoltaic cells (PV) and various LED lighting. The CHP acts as lead boiler for the venue as well as generating electricity as a by-product. Electricity generated on site is not included within the above table.

4. Consultations

4.1 At this stage of the project it is principally a process of data collection; however, when a potential programme of work is developed, a programme of consultation will be required with the affected stakeholders.

5. Key Risks

- 5.1 There is a constantly changing, and uncertain, health, environmental, financial, economic and political environment due to Covid-19.
- 5.2 The current impact of Covid-19 is causing serious financial issues for customers, clubs, the venue operators and the Council. The market for the services at the venue might not be there, at least not in a financially viable form, and the long-term investment (traditionally from the Council and venue operators) also might not be available.
- 5.3 The cost and disruption of a programme of work to the existing venue is considered too significant to progress compared against the additional life expectancy gained.
- 5.4 The cost estimates arising from the surveys could be significantly different by the time a programme of work is implemented.
- 5.5 The level of uncertainty in relation to Covid-19 impacts and restrictions makes this a very difficult business case to write, particularly at this early stage of recovery.
- 5.6 There is a risk that Local Authority operating models may fundamentally change e.g. mergers or unitary.
- 5.7 Most of the risks associated with this project are longer term risks associated with the next stages of developing the business cases. The surveys will allow us to ensure we have the current best information for developing a coherent strategy. At the next stage, the process of recovery will be further on. Performance during recovery will be constantly monitored to assess the potential ongoing impact of Covid-19 and this will be considered as part of the business case process.

6. Financial Implications

6.1 The costs and workload associated with coordinating the collection of this data is significant; however, the potential cost of making decisions without the most informed and up to date surveys could be much, much greater. The following table sets out the estimated costs of this stage of the project:

	Additional resource requirements	£'000s
Internal	Part time project manager (Major Projects 0.6FTE)	50
staffing costs	Part time building surveyor (Asset Management 0.6FTE)	70
Specialist	Specialist leisure operating and construction	60
external		

	Additional resource requirements	£'000s
consulting costs	Building, M&E and Engineering consultants to conduct condition surveys, produce reports and carbon audit specialist	120
	Total	300

6.2 The suspension of consideration of a replacement for Guildford Spectrum for at least two years potentially releases £300,000 from funding previously set aside for this project. This funding is currently part of the carry forward reserve and it is requested that this existing sum of £300,000 be reallocated to facilitate the detailed survey project for the existing venue.

7. Legal Implications

- 7.1 The Council will need to comply with the Public Contract Regulations 2015 and the Council's own Procurement Procedure Rules when procuring the contractors as detailed at paragraph 3.9 of this report.
- 7.2 The Council must also be mindful of its best value, fiduciary duties to taxpayers when making decisions about how to use its resources.
- 7.3 The Executive can approve this virement from the Spectrum 2 project under its Financial Procedure Rules.

8. Human Resource Implications

- 8.1 This is such a significant piece of work it is considered that two additional fixed-term (one year) part-time posts would be required to coordinate the work on this stage of the project. A part-time Building Surveyor would be required in the Asset Management Team and a part-time Project Manager within Corporate Programmes to coordinate the programme and consolidate the reports.
- 8.2 The part-time surveyor will release more senior resources to prepare the detailed technical aspects of the specification for each survey and ultimately enable them to focus on the consolidation of the survey data. Subject to the data outcomes, the consolidation into a final overview report may require some further external senior specialist support due to the diverse range of data sources.
- 8.3 The part-time project manager will facilitate the procurement of the surveys including the data collection elements, they will also facilitate access and coordinate the timely completion of the surveys.

9. Equality and Diversity Implications

9.1 The project is to collect data on the life expectancy of the existing building and develop a potential investment programme. It is not considered necessary to prepare an Equalities Impact Assessment at this stage of the project; however, one would be required at the next stage.

10. Climate Change/Sustainability Implications

- 10.1 Guildford Spectrum Leisure Complex is a significant energy consumer and the venue is responsible for more than 50% of the Council's carbon footprint. One of the studies outlined in this report is a detailed carbon audit to assess the opportunities for reducing the venue's carbon footprint.
- 10.2 An Environmental impact assessment will need to be prepared at the next stage of the project.

11. Executive Advisory Board comments

- 11.1 The Mandate to maintain the existing Guildford Spectrum was considered by the Service Delivery EAB on 18 February 2021. The EAB commented as follows:
 - The EAB supports the mandate as presented to it and feels that it should be pursued as a means to identify the best and most economic options for the Spectrum's medium and longer term future, subject to any necessary restrictions on expenditure in respect of surveys and work undertaken by external consultants.
 - Any reasonable measures that can be adopted to secure reductions in the Spectrum's energy consumption and carbon emissions rates should be pursued as part of the mandate; however, these should not take precedence over service delivery.
 - The operation of the current Spectrum facility should continue for at least the next two years.
 - The Spectrum is a valued community asset which offers physical health, mental health, and social benefits to users of its facilities and these should be recognised as strong reasons to continue its future operation.
 - Possible changes in the behaviours and demands of potential customers of Spectrum following the Coronavirus pandemic should be evaluated and factored into future service design and use to reflect emerging and dwindling leisure trends where possible, subject to viability.
 - The longer-term future possibility of returning the Spectrum to in-house management in reflection of the Council's past management of the facility which achieved high energy efficiency and low carbon emissions should be borne in mind.

12. Summary of Options

12.1 The following table sets out the possible options in the longer term for this project:

Option 1	Retire the asset/facility early
	Shut the centre and save on running costs and cut carbon emissions to zero. Significant winding down costs would be incurred, and potentially significant liabilities could remain. Significant community reaction anticipated.
Option 2	Sell it
	Shut the centre and sell the land to save on costs and raise net revenue. Significant community reaction anticipated – no

	market for this.
Option 3	Do Minimum
	Required preventative works only which would be unlikely to significantly reduce carbon emissions.
Option 4	Do More
	Refurbishment that seeks to increase the current facility's 'life span', reduce carbon emissions.

12.2 The provision of the surveys will allow the options to be considered on the best available information.

13. Conclusion

- 13.1 The approach to identifying and delivering the necessary works should be developed through a business case. These surveys are required to develop a Strategic Outline Business Case to determine the options for capital works that would be required to the building to ensure it remains safe and operable until the end of its expected lifespan or other agreed date. It has been agreed that a suitable building condition survey of the existing MEP (Mechanical, Electrical, Plumbing) to the building, along with surveys of the building fabric, and facilities and equipment to establish its condition and the optimum scheduling of works should be undertaken to inform any business case and subject to staged approvals. This would also include a survey in relation to the opportunity to reduce carbon emissions.
- 13.2 This proposed collection of survey data is much more comprehensive than any survey process previously undertaken in respect of the venue. This will allow councillors to make an informed decision about the remaining lifespan of the existing facility and whether that lifespan can be effectively extended and, if so, for how long, within acceptable economic parameters. Any decision to refurbish such an important venue to the community must be made on the best available information as the investment to significantly extend the life of venue is likely to be substantial.

14. Background Papers

Mandate to maintain existing Spectrum Leisure Centre

15. Appendices

None