

EAST AYRSHIRE COUNCIL

CABINET REPORT – 21 AUGUST 2019

KILMARNOCK ROAD, MAUCHLINE SITE (MAUCHLINE GAMES HALL)

Report by the Depute Chief Executive (Safer Communities)

PURPOSE OF REPORT

1. To provide an update to Cabinet on the proposals for the site at Kilmarnock Road, Mauchline, as set out in the East Ayrshire Strategic Housing Investment Plan (SHIP) 2019-2024 identified for development in Year 2: 2020/21, as approved by Cabinet on 21 November 2018.

BACKGROUND

2. The Scottish Government's Discussion Paper 'Housing Beyond 2021', published in September 2018, seeks to develop a vision around how homes and communities should look and feel in 2040, and the range of options and choices available to assist in delivering that vision. It contains draft principles that include the connection between housing policy and other priorities, e.g. in terms of inclusive growth, health and education and adopting a whole systems approach to housing delivery in response to identified need. The paper highlights the links across Housing and the Health & Social Care agenda.
3. At the local level, the East Ayrshire Housing Asset Management Framework (HAMF) was developed in 2016, and provides a framework for managing property assets to ensure: the Council's housing stock meets the present and future needs of tenants; the long-term sustainability of tenancies is improved, and best use is made of resources. An annual HAMF review was undertaken in June 2017, and again in June 2018, to inform the proposals as set out in the approved SHIP 2019-2024.
4. This delivery in town centres across East Ayrshire is complemented by the provision of Community Benefits that will respond to Community led Action Plan priorities that are already in place across East Ayrshire, in partnership with communities. Place-making is a multi-faceted approach to the planning, design and management of public spaces. Through the involvement of Vibrant Communities in the Future Homes Project Board that is multi-disciplinary in its membership and approach, the recommendations made as a result of the annual HAMF review have been aligned to the Community led Action Plan priorities around housing and regeneration.

AFFORDABLE HOUSING INVESTMENT PRIORITIES

5. In line with the Strategic Housing Outcomes developed for the LHS 2013-2018, innovative supported accommodation solutions are being identified in response to increasing pressures on public services and resources to assist the growing numbers of people with additional support needs to remain living within their own homes, or in homely settings, for as long as it is practicable. The delivery of homes that will support residents to live in their own communities throughout their life experiences links to the Council's Transformational proposals and highlights the Council's commitment to the work streams: Fairer, Kinder and Connected, Vibrant and Empowered and Property and Estate.
6. Working cooperatively with colleagues in the Health and Social Care Partnership, the Strategic Local Programme (SLP) 2012-2015 delivered an award-winning housing model at Lilyhill Gardens in Kilmarnock on a Council-owned site in January 2015. The development offers support to adults with a range of disabilities so as to promote successful moves from care settings to each resident's own home. The development benefits from on-site support and provides a mix of wheelchair accessible and general needs homes, housed in one building, all with wet floors, rise and fall kitchen worktops in the wheelchair accessible properties, assistive technologies, a glass elevation to bring the outdoors indoors and a safe enclosed garden area for the residents' private use.
7. This type of provision is being replicated across East Ayrshire in response to need identified by colleagues in the Health & Social Care Partnership, given the benefits that may be derived from this type of housing model both for the residents and in terms of the efficient delivery of sustainable high quality care.
8. The SHIP 2017-2022 therefore allowed for the development of this model on three more sites in Hurlford, New Cumnock and Mauchline, thereby enhancing the opportunity for people to live as independently as is possible within their own communities across East Ayrshire, with access to appropriate support. Each of these developments also benefits from the provision of a lift so as to promote even greater flexibility of use and allocation in the longer term. The SHIP 2018-2023 continued to promote this type of provision, with works at the first of the three proposed sites in Hurlford now underway and due to complete in August 2019 working alongside the Council's Developer partner CCG, following local engagement and consultation.
9. The SHIP 2019-24 continues to feature, and extend, the delivery of this model of care and introduces a smaller-scale, bespoke model, the first of which is to be realised on a site identified via the HAMF annual review. Existing flats that cannot be reconfigured in Auchinleck are to be demolished to deliver 6 flats,

along with a Care Provider's base, in response to existing need identified by the Health & Social Care Partnership.

KILMARNOCK ROAD, MAUCHLINE

10. The approved SHIP 2019-24 allows for the development of a 14 unit model of care on the site of the former community centre and the games hall in Year 2: 2020/'21, in accordance with the design proposals currently on site at Cessnock Road, Hurlford. A copy indicative layout for the proposed development at Kilmarnock Road, Mauchline, is set out at **Appendix 1**.

EVIDENCE BASED APPROACH

11. Colleagues in the Health and Social Care Partnership have completed an overview of need across East Ayrshire for this model of care so that the annual HAMF review outcomes may overlay this data to match available, and potential, sites in support of the Transformation Strategy aim of recycling Council assets.
12. A separate exercise is underway to identify housing need for older people so as to inform the delivery of an East Ayrshire model of care that is to be delivered working collaboratively with a specialist Registered Social Landlord (RSL) partner, the Health & Social Care Partnership and NHS Ayrshire & Arran. This innovative model also features in the SHIP 2019-24. In this way, a whole systems approach to the development and delivery of community care needs housing may be taken to secure housing-based solutions that: respond to increasing pressures on public services and resources to assist the growing numbers of people with additional support needs to remain living within their own homes, or in homely settings, for as long as it is practicable to do so; are fit for purpose and take account of national and local policy priorities.
13. A needs assessment for the model of support proposed has been undertaken, based on the current and future needs, and a gap analysis against current levels of provision. The needs assessment shows sufficient demand for the capacity proposed.
14. It should be noted that all development proposals are subject to all other statutory consultees' consents being secured. In this instance, liaison in terms of the highways would be required with Transport Scotland, rather than ARA, and it is understood that the access road into the current community centre/games hall site is not Council-owned further to a title search that was carried out by Legal Services to inform the development proposals.

15. It is further recorded that there is a natural water course that runs under the site. A full site appraisal will take account of the impact of this water course in terms of known site constraints.
16. As the assisted living development proposed at Kilmarnock Road, Mauchline, forms part of the Council's ongoing affordable housing partnering works for delivery by CCG, it is critical that the site footprint is confirmed at an early stage, as, whilst site investigation works are required regardless of the agreed site footprint, it is essential that the site for development is fully explored and is not subsequently varied. The Off-Site Manufacture (OSM) process cannot be halted to allow for amendments, once confirmed, without incurring significant costs, assuming a factory slot can be made available for re-manufacture works.
17. A consultation event would be held to discuss the proposals with the local community. Whilst the housing proposed is not proposed to be made available for general allocation, the consultation exercises undertaken at Cessnock Road, Hurlford, has not only promoted a positive response to the development from the local community, but has also engendered a sense of pride and excitement as the neighbouring Hurlford community centre staff and service users look forward to opening the centre's doors to their new neighbours.

MAUCHLINE GAMES HALL

18. Currently Mauchline Games Hall is managed by East Ayrshire Leisure Trust. At a meeting of Council on 12 March 2015, it was agreed that the Trust would retain and operate the site for a 3 year period to March 2019. This was to allow a community based solution to be developed at Beechgrove Park. The arrangement to maintain a games hall facility at this site was reviewed and extended accordingly to allow the community to consider and come forward with any new proposals. This has resulted in an extension period being in place up until the 30 September 2019.
19. Mauchline Community Action Group explored the possibility of developing a multi-use facility at Beechgrove Park, however they have informed the council that it wasn't feasible at that time and they withdrew their CAT application. At this time, there are no other interests from the community to take on the Games Hall, however the Community Action Group have indicated that they may consider revisiting their plans for Beechgrove in the near future. Vibrant Communities and East Ayrshire Leisure Trust have given a commitment to work and support them with any future proposals for the park.
20. Facilities and Property Management were asked to review the conditions of the Games Hall and they have advised that the building requires significant investment. Based on existing condition surveys and a recent site visit, it is

estimated that the cost to address the issues will be in the region of £386K. This would be for extensive remedial work to be carried out on the building, including replacing heating and ventilation units, electrical rewiring, roof repairs, replacement flooring, ceilings, door and windows, new vinyl flooring including the removal of asbestos floor tiles, refurbishment of toilets and showers and replacement of car park surface and installation of additional drainage. However, it does not include the cost for the supply of furniture and equipment. Also, the facility does not currently meet the requirements for DDA, therefore work would be required which would be in the region £100K.

21. In addition, the annual repair and maintenance cost for the facility will be in the region of £10,000. It is also likely that the roof and cladding on the building will need to be replaced in the next 5-10 years at an additional cost of £150K.
22. East Ayrshire Leisure Trust have agreed to continue to operate Mauchline Games Hall until the end of September 2019 as stated in section 18. The annual net cost of operation to East Ayrshire Leisure Trust for last year was £59,515.
23. The trends in attendance have considerably declined over the last 8 years. In 2009/10, there were 42,840 recorded attendances at the games hall however in 2014/15, this reduced to just over 25,000 and reduced to 8,522 in 2018/19. This is a decrease of 81% over the period.
24. There are currently three regular groups who use the facilities along with an average of 24 gym pay as you go members. Funky Friday is a fun activity for children which usually have attendances of 20 per week.

Engagement with Users

25. Vibrant Communities along with East Ayrshire Leisure have undertaken engagement with users of the facilities to identify alternative provision to enable all the regular groups, Funky Friday activities and gym members to be able to access alternative provision.
26. There are 3 groups who regularly use the Games Hall for long term lets. These are two badminton and an adult football group. Vibrant Communities has engaged with all three groups and alternative venues found to allow all three to continue their activities. They are all happy with the proposals outlined below and the hourly charge for each groups is similar to what they currently pay.

Group	Day & Times	New Venue
Badminton Club 5-12 year olds	Tuesday evening and Saturday Morning (Term Time)	Mauchline Primary School
Badminton Group(Older Group)	Tuesday afternoons	Catrine Games Hall
Adult Football	Evening	Catrine Games Hall

27. Discussions have taken place with Facilities Management and Mitie regarding the term time use of the Mauchline Primary School Hall for Badminton Club on a Tuesday evening and Saturday morning. Mitie have confirmed that the proposed use can be accommodated without any additional charges to the current contract through the reconfiguration of hours. Education has been consulted on the proposals for the proposed community use and they are happy to support and do not foresee it having a detrimental impact on school usage.
28. Gym users pay their membership on a month by month basis but membership has been declining. Over the past seven months the number of monthly memberships purchased has been a total of 171, which is an average of 24 sales per month.
29. Vibrant Communities along with East Ayrshire Leisure are working with gym members to identify potential options and preferences for continued gym access with East Ayrshire Leisure Trust or with community health and fitness facilities. To support current users take up new memberships we are offering free joining fees and a month's free gym membership. It is estimated that this could incur a one off cost of approximately £957 to the Council depending on the type of membership chosen and will be met from existing budgets.
30. To support the continuation of the Funky Fridays, a leisure activity for children, initial discussions have taken place with the Community Association who have indicated that they would like to explore the possibility of operating a similar type of activity within Centre Stane. East Ayrshire Leisure Trust and Vibrant Communities have given a commitment to working with the Community Association to help relocate the activity to the centre and offered training and staff support during the transition period.
31. As well as engagement with the users of Mauchline Games Hall, Vibrant Communities and Democratic Services attended the Mauchline Community Council meeting on Thursday 1 August 2019 to discuss the potential closure of the games hall, outline how we were engaging with all the users and to discuss potential venues for a Polling Station.

32. The Community Council recognised the extended time that the games hall had remained opened and the engagement that was taking place with the current users. Discussion took place on the possibility of revisiting a community solution for Beechgrove Park. In relation to a new venue for the Polling Station, the Community Council have agreed to come back to Democratic Services with their views on preferred options. They also suggested other groups to consult with in the area and that Democratic Services will undertake this wider engagement. Engagement will also take place with the local Elected Members regarding alternative venues for the Polling Station.

ENERGY EFFICIENCY MEASURES IN NEW AFFORDABLE HOUSING

33. The new build development proposals will meet Section 7, Silver Standard of the Building Regulations 2011, thereby achieving higher energy standards and making a positive contribution to the Council's sustainability, climate change and fuel poverty reduction targets.

COMMUNITY PLANNING/ POLICY IMPLICATIONS

34. The SHIP 2019-24 proposals continue to contribute to, and reinforce, the Council's strategic priorities of promoting town centre living and supporting older people to live in the community and supports the East Ayrshire Community Planning themes of Well-being and Safer Communities and Economy and Skills Delivery, and also supports Local Outcome Six: Sustainable and affordable housing solutions are delivered.
35. The report aligns with the Community Plan 2015-30 in relation to the vision of vibrant communities, high quality, sustainable support. The report also contributes directly to the Wellbeing Delivery Plan 2018-21 and the Integration Joint Board Strategic Plan 2018-21 in terms of new models of care and the key enabling role of housing. The report also contributes to the Economy and Skills Delivery Plan in terms of increasing local economic activity and regeneration.

LEGAL IMPLICATIONS

36. Sites identified within the Programme as being held on the General Services Account will require to be transferred to the Housing Revenue Account for the development of new build housing.
37. The SHIP 2019-24 report to Cabinet dated 21 November 2018 allows for the site at the games hall and community centre, Kilmarnock Road, Mauchline, to transfer from the General Services Account to the Housing Revenue Account at the point when the Service confirm the site is surplus to requirement, to allow new affordable house building to be developed.

38. In respect of any property disposals, following the publication of Guidance on Scottish Ministers' Consent to Disposal of assets from Housing Revenue Accounts, general consent is deemed to be granted.
39. There was a requirement to provide the Leisure Trust with a 40 day notice. However officers are in discussion with EALT management to agree a specific date of the 30th September as detailed in section 19 above.

HUMAN RESOURCES IMPLICATIONS

40. There will be no requirement for additional resources to manage the new Council houses proposed within the SHIP 2019-2024 as the homes will be incorporated into the Housing stock currently managed by the existing staff located within Neighbourhood Teams.
41. The Health & Social Care Partnership will introduce an on-site Care Provider at each of the proposed assisted living developments to offer 24 hour care. In this way, residents may be supported to live as independently as is possible in a safe and homely setting, with assistive technologies in place.
42. East Ayrshire Leisure has 3 members of staff employed at Mauchline Games Hall who will be subject to the redeployment and redundancy policy. East Ayrshire Leisure will work with these employees to identify potential opportunities in other venues.

EQUALITIES IMPACT ASSESSMENT

43. The development of the SHIP 2019-2024 programme has taken into account the outcomes of the equalities impact assessment that was undertaken for the Housing Asset Management Framework, Strategic Housing Investment Plan and Housing Investment Programme. These concluded positive impacts would be delivered in terms of meeting the housing and support requirements of older people, those with disabilities and people with other particular needs.
44. The Strategic Plan 2018-21, which frames the proposals in this report, refers to the principles of the Public Bodies etc. Act which require Integration Authorities to take account of the particular needs of different service users and to take account of particular characteristics and circumstances of individuals in keeping with the equality ambitions of the Community Plan 2015-30.
45. An Equality Impact screening has been undertaken in relation to the closure of Mauchline Games Hall.

FINANCIAL/ RISK IMPLICATIONS

46. The Council has successfully attracted additional grant funding to support the development of the assisted living model of care that is currently on site at Cessnock Road, Hurlford, taking the grant allocation from £59,000 per unit for Council-led developments achieving the Silver Standard, to £79,000 per unit, through the award of an additional £20,000 per unit in recognition of the higher cost to deliver this type of build, relative to general needs developments.
47. The indicative cost contained in the approved SHIP 2019-24 for a 14 unit development at Kilmarnock Road, Mauchline is £3,304,524.11 construction plus 573,334.93 other costs, assuming a 12 month contract period. The indicative cost for the smaller scale development proposed at Quarryknowe, Auchinleck, is £2,147,940.67 plus 372,667.71, assuming a 9 month contract period. Estates have reported that the indicative site acquisition cost is £163,000. This figure is subject to the outcome of site investigations. Project costs for any build at Mauchline would be refined following confirmation of: the outcome of site investigation data; statutory consultee feedback, and the Developer's updated Cost Plan for assessment by Facilities and Property Management. Revised capital cost information would be factored into the updated SHIP proposals by Finance as part of the over-arching HAMF re-profiling exercise undertaken annually.
48. In terms of Health and Social Care financial risks, these include pressure in service areas impacted by demographic changes and increasing demand for support arising from this. The aim is to ensure that people with an assessed need receive the right support, in the right place and at the right time.
49. There is a requirement to deliver additional cash releasing efficiency savings while managing increasing demand. This could represent a financial risk when combined with increasing cost and volume. New models of support developed in partnership between Housing and Health and Social Care link to the Transformation Strategy, support the delivery of positive outcomes for people while cost-effectively meeting increasing demand pressures, mitigating the above risk. This will require to be managed over the course of the development of new models of care and future reports will be presented in relation to this as required.
50. The cost to refurbish the games hall, if it was to remain open, is estimated at £386K for the initial remedial work, with a further £250K required in the future for roof and cladding replacement, along with making the building accessible and DDA compliant. Ongoing revenue costs for the building would be in region of £10K annually.

51. The relocation of groups and gym members to other facilities may result in a one off cost of approximately £957 the Council to cover free joining fees and one month's free membership for gym users.
52. Mitie have confirmed that there are no additional costs to the Council for the accommodating the Badminton Club within the Primary School.
53. The report aims to ensure that people have support which maintains wellbeing, independence, dignity, respect, and inclusion while ensuring cost-effective service provision. There are no new strategic risks arising from this report. Risk identification and mitigation will be managed through service and operational risk registers.

TRANSFORMATION

54. The SHIP 2019-24 links to the Council's Transformational proposals and highlights the Council's commitment to the following work streams: Fairer, Kinder and Connected, Vibrant and Empowered, and Property and Estate. The provision of good quality homes across East Ayrshire support and promote the Council's commitment to these Transformational work streams and the key actions contained therein.

CONCLUSIONS

55. The SHIP 2019-2024 sets out how resources will be used to deliver the Council's affordable housing supply priorities over a five-year period, as articulated in the approved East Ayrshire Local Housing Strategy (LHS) 2013-2018 and the East Ayrshire Housing Asset Management Framework annual update.

RECOMMENDATIONS

56. Cabinet is recommended to:
 - (i) note the update on the proposals for the site at Kilmarnock Road, Mauchline;
 - (ii) agree to terminate the lease with EALT for management of Mauchline Games Hall at the end of September 2019, as agreed with East Ayrshire Leisure Trust;
 - (iii) agree to the closure of the games hall on the 30 September 2019;
 - (iv) agree the transfer of the games hall site from General Services to Housing Revenue Account;
 - (v) remit officers from Vibrant Communities to continue to support groups and gym users to relocate to other facilities and cover the additional costs incurred regarding new memberships;

- (vi) remit officers from Democratic Services to further engage with local community organisations and Elected Members regarding an alternative venue in the community that can be used as a Polling Station;
- (vii) remit officers from Vibrant Communities to work with Mauchline Action Group on any future proposals they may have for Beechgrove Park; and
- (viii) otherwise, note the content of the report.

Katie Kelly
Depute Chief Executive (Safer Communities)
14 August 2019

LIST OF BACKGROUND PAPERS

Indicative site layout: Kilmarnock Road, Mauchline, CCG/ MAST
Indicative site layout: Quarryknowe, Auchinleck, East Ayrshire Council
East Ayrshire Strategic Housing Investment Plan 2019-24
Facilities and Property Management Report on Mauchline Games Hall
Council Report 12 March 2015 - Transformation Strategy - Property and Estate
Rationalisation Workstream Response to East Ayrshire Leisure Trust Service
Reviews

IMPLEMENTATION OFFICER: Robert McCulloch, Acting Head of Housing and Communities.

Anyone wishing further information please contact: Deborah Brady, Development and Regeneration Officer, Housing and Communities, telephone 01563 576792 or e-mail: deborah.brady@east-ayrshire.gov.uk

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Proposed Site Layout Option 1
Kilmarnock Road, Mauchline