

## **Scrutiny Report:**

### **New Addington Community Centre and 90 Central Parade**

#### **Issues Highlighted Raised by Scrutiny Committee**

- The report refers to a consultation exercise carried out in 18/19 referred to as the [New Addington Master Plan](#). That consultation clearly defines the need for a multi-purpose well-being centre for the estate.
- This report is misleading as it redefines the term 'Wellbeing Centre' as a pure medical facility and a replacement for the Parkway medical facility. This misrepresents the results of the 18/19 consultation.
- Local Residents in New Addington are insistent that there are covenants on both the central parade and Parkway medical centre sites that prevent them from being sold for housing. This information has been omitted from the report.
- The Equality Impact Assessment takes no account of the loss of the ACA or 90 Central Parade on the local community. For the last two years the ACA has acted as a home for the New Addington Boxing Club. In that time approximately 150 young people have used the club facilities. Due to data protection requirements the club cannot provide individual details but they have analysed their records and would estimate that 60% of the young people who attend the club have a learning, neurodivergent or physical need or disability. Representatives from New Addington Boxing Club would be happy for the opportunity to present their evidence to the scrutiny committee in person.

#### **The outcome desired:**

- A full consultation to be undertaken by the Council and CCG with residents on these new plans to replace the Old Addington Community Centre ('ACA' [site previously operated by Addington Community Association]) and 90 Central Parade with a new health facility.
- A new permanent home to be identified for the boxing club before any sale of the 'ACA' is agreed.

#### **1 Background:**

- 1.1 The Central Parade in New Addington has been a priority regeneration area for the council since 2004 and improvements to date include works to the Central Parade public realm area, a new leisure and community centre – completed in January 2020.
- 1.2 A high-level Central Parade area masterplan feasibility study was produced in Jan 2018 by Peter Brett Associates and PRP Architects on behalf of the Council, identifying the following opportunities as part of the next phase of the redevelopment of Central Parade:
  - 1.2.1 A potential co-location Health & Wellbeing Centre comprising:

- An expanded NHS primary care service, including the relocation of existing GP practices from the Parkway Medical Centre
- A new library and CALAT services, re-located from the existing facilities
- A third sector hub for community organisations and charities
- Council office space

1.2.2 A reconfigured and improved central open space, to include the Town and Village Green

1.2.3 New homes

- 1.3 New Addington is a priority area for the Council's localities work and is a key element of the local CCG Estates Strategy for the provision of health services within Croydon.
- 1.4 In September 2018, the next regeneration phase was shared with the community as an early step towards preparing for a future planning applications.
- 1.5 Feedback was received during the three-week engagement process. This was generally accepted to be positive and did include input that some residents felt nervous about the prospect of additional housing in the area.
- 1.6 The Community engagement process report dated December 2018 is attached as appendix 1.
- 1.7 In summary there were 118 responses with the highest requests being for:

Childrens Library and activity space	75.42%
Library	73.73%
GP and other NHS Services	73.73%
A place for Teenagers	71.19%
Studio space for art, dance, drama and music	67.8%

## 2. Proposed Wellbeing Centre

- 2.1 A presentation was put together in May 2020 by the Regeneration team for councillors outlining the latest proposals for the Wellbeing Centre following the consultation feedback and consultants design proposals (Appendix 2)
- 2.2 The schematic plans included areas for the library, CALAT, a café, space for the Pop-In club and Kingfishers (mental health charity), the Health hub and residential accommodation. It also makes reference to the old Probation building but no direct replacement for this facility was proposed.
- 2.3 The Wellbeing Hub did not include general community space as this had already been provided within the new leisure centre that included flexible ground floor community space which is capable of accommodating up to 300

people in two halls (that are capable of being combined), a kitchen and bar area as well as offices and storage facilities. The new leisure centre also includes a café which is open to everyone, not just leisure centre users.

- 2.4 The new community facility was included as a direct replacement for the old Addington Community facility that was always scheduled to be demolished as part of the overall masterplan and closed in January 2020 when the new centre opened in line with these proposals.
- 2.5 The other two main community elements, CALAT and the Library were originally proposed as a relocation from the existing site. Following the costing exercise and further consideration of the alternative uses for the existing Library/CALAT building it was clear that this was not a financially viable option. The existing building was purpose built and is less than 20 years old and already provides good quality, fully accessible space for the current uses, including a nursery facility on site.
- 2.6 The only non-council “community” element for the Wellbeing Centre was therefore the proposed Kingfisher and Pop In centre space. Both of these buildings still operate and are not part of the current proposals.

### **3. CCG/NHS Commitment to new Health & Wellbeing Centre:**

- 3.1 Securing the CCG's formal commitment to being part of the new centre via their Business Case process was a critical element to this phase of the redevelopment due to the significant funding and design elements involved.
  - 3.1.1 In April 2018 the CCG advised that they would prepare a Strategic Outline Business Case (SOBC) based on the options below and a preferred option would be identified:
    - (1) Do nothing and remain on the Parkway site
    - (2) Retain and expand the Parkway site
    - (3) Move to new facilities within the Central Parade
- 3.2 In September 2018, the CCG commissioned the Council's Capital Delivery team to source support to develop the options appraisal as part of the SOBC. External consultants Mott MacDonald (Motts) were commissioned and developed a timeline for the Business Case process which was shared with LBC at a meeting in October 2018. Motts also completed the options appraisal for the SOBC in November 2018.
- 3.3 In November 2018, the CCG advised the Council that the SOBC would be approved by the CCG Governing Body in January 2019

- 3.4 In an attempt not to cause any further delay, LBC procured a consultant to start developing a project plan and cost exercise to help facilitate the NHS/CCG to secure funding for their health element of the project.
- 3.5 Following the development of the plans and cost estimates by Avanti Architects and Potter Raper, the CCG raised major concerns regarding the cost of the scheme both from a capital and revenue perspective. As a result, the proposal to grant a long lease stalled, as a financially viable solution was not reached.
- 3.6 Due to the importance of this site as part of their overall estate's strategy, an alternative solution was sought which has led to the proposed redevelopment of the Addington Community Centre/90 Central Parade site. This is key to the Capital Delivery programme by CCG, and to ensure the latest proposal does not lose the proposed funding to other calls on the CCG Capital it, was imperative to get a transaction fully agreed to allow certainty for all parties, due to the very tight deadlines.

#### **4. Response to the Points Raised**

Addressing the specific points raised as part of the call in:

- “The report refers to a consultation exercise carried out in 18/19 referred to as the [New Addington Master Plan](#). That consultation clearly defines the need for a multi-purpose well-being centre for the estate.
- This report is misleading as it redefines the term ‘Wellbeing Centre’ as a pure medical facility and a replacement for the Parkway medical facility. This misrepresents the results of the 18/19 consultation.”

- 4.1 The results of the original consultation were in respect of a different scheme but the comments and views expressed were considered as part of the current proposal. The proposed development is for a different scheme, as after the detailed planning and due diligence work undertaken it became evident that the original proposals were not viable. The need for a new Health Hub, remains as a key priority to address the needs of the local residents

- 4.2 The top five requirements identified through the earlier consultation were:

<b>Childrens Library and activity space</b>	<b>75.42%</b>
<b>Library</b>	<b>73.73%</b>

**These facilities are not being removed as part of this proposal:** The current Library/CALAT facility offers a purpose built space which provides these services to a very good level offering plenty of space in fully accessible, purpose built accommodation. Whilst having facilities all within one new Hub with other services may have some benefits, such a relocation cannot be financially justified

**GP and other NHS Services 73.73%**

The proposals will greatly improve what has clearly been identified as an essential requirement by the CCG/NHS and offer significantly better medical facilities for local residents. The proposed site will not only allow the provision of a health hub but could also deliver a new diagnostic centre.

**A place for Teenagers 71.19%**

The new leisure centre (opened after the consultation) offers much wider facilities for teenagers to use and the community space has replaced the facilities within the former Addington Community Centre. The vast majority of users, including the Judo Club relocated to the new leisure centre. In addition the new Fieldway Centre, opened in early 2021, provides further facilities including a dedicated youth facility.

**Studio space for art, dance, drama and music 67.8%**

The new Leisure centre provides space for such activities and in addition, the Council has worked with a local group, Dance with Grace, to open up a new dance facility in the former disused Milne Park pavillion which is now fully operational. This facility not only provides a dedicated dance school but is also open for general community hire.

- 4.3 Whilst the proposed development of the new medical only hub does materially deviate from the original plans set out for the Wellbeing Hub, none of the community facilities included within the original proposals have been lost. However, there is a very real probability that delay in the ability to commit to the disposal of the site, allowing the development of the Health Hub, will lead to the removal of the grant funding and thereby put this c£10m direct local investment in healthcare facilities at serious risk.
- 4.4 Officers undertook a lot of work with the various community groups using the former ACA to facilitate their relocation. All the previous uses operated from the former ACA building were relocated to other facilities within New Addington, with the vast majority utilise the community space within the new leisure centre, including the Judo Club and the new indoor market.
- 4.5 Since the consultation, the only community facilities that have been closed are:
  - RSPCA centre – the tenants served notice on the Council to terminate the existing agreement with effect from March as they no longer required the space. This has not been re-allocated yet but is being considered for use by other community groups.
  - Addington Community Centre – Closed January 2020 but since re-used on a temporary basis for the Boxing Club. The community space was re-provided as part of the new leisure centre.
  - Timebridge Centre – this was closed to allow the development of a new special school and the new Fieldway Centre was built to replace the community building which is fully open and fully operational.

- Goldcrest Youth and Community Centre – this was closed and not re-opened post Covid restrictions. The asset is in the process of being sold, however it will be retained as a community asset. Following consultation with local resident groups and representatives, a Hindu based group were selected to purchase the asset as they showed a clear desire to work with local residents to provide wider community support.
- 4.6 Within the New Addington area the Council have retained the following active community assets (schools, Library and CALAT centre):
- Octagon building, 120 Central Parade – let to the Pathfinders Group
  - 1 Salcot Crescent – let to Pop-In Day Centre
  - North Downs Crescent – let to over 21 Club
  - 111 Chertsey Crescent – multi use office/consultation facility for local groups
  - Milne Park Pavilion – let to Dance with Grace available for wider community use
  - Fieldway Centre
  - Fieldway Community Centre
  - Mickleham Way Allotments – including Good Food Matters
  - Queen Elizabeth Drive TA Hut
  - Fishers Farm building used by Kingfishers and Sea Cadets
  - Dunley Drive Scout/Guide Hut
  - Salcot Crescent - Vine Food Bank (run by Salvation Army)
  - Alwyn Close – British Legion
- 4.7 Whilst there have been changes to the community offer through Council owned buildings, the two new assets offer more flexible, modern and greatly enhanced accessible space. This compliments the more traditional facilities and there has been no general overall loss of community accessible accommodation in the area.
- 4.8 Officers are also supporting the work of the Re-New Addington group with regular attendance by a member of the Communities team so that any queries raised by the group can be directed at the appropriate officers. Although the group was originally set up to look at youth violence, it now encompasses a wide variety of Council and partner led services including housing and community facilities.
- 4.9 In respect of the community facilities, the group has been provided with a full list of buildings currently available for community use within the New Addington area including contact details.

- Local Residents in New Addington are insistent that there are covenants on both the central parade and Parkway medical centre sites that prevent them from being sold for housing. This information has been omitted from the report.

5.1 There are a number of covenants associated with the general Central Parade site that impact the proposed development site. A copy of the conveyance dated 9 June 1939 has been attached at Appendix 3. The principal covenants that impact this site are:

“To hold unto the Corporation in fee simple for the purpose of playing fields recreation and allotment grounds or for the purpose of baths public libraries **or other public purposes** (but not including housing) which may be approved by the Minister of Health...”

Not to use without the consent of the Minister of Health all or any part of the said pieces of land for any purposes whatsoever save for those specified herein as being the purposes for which the said piece of land are hereby respectively acquired

Not to erect put up or cause to be erected or put up any building or erection whatsoever on the said pieces of land without first submitting the plans and specifications thereof in duplicate to the Vendor (First National Housing Trust Ltd) and obtaining their written consent and approval thereto other than buildings or erections **necessary or desirable for the use of the said piece of land for the purposes aforesaid**

Not to carry on.....trade or business of a licenced victualler or retailer of beer wine or spirits....or as a club where alcoholic liquors are consumed.....

- 5.2 The covenants, therefore, do not prevent the development of a new Health Hub as this is seen as being a building used for public purposes and one that would be desirable. The consent of the Minister of Health will be applied for as part of the process if consent to dispose of the site is confirmed.
- 5.3 Although the consent of the First National Housing Trust Ltd is not strictly required under the terms of the conveyance, attempts have been made to contact them for their approval, but no responses have been received despite three separate attempts to contact them.
- 5.4 The site is also bounded by the area designated as a Town and Village Green. The proposed disposal and development does not include any of this area which was clearly set out in the plan attached to the original cabinet report.

5.5 Although the report made reference to the possible redevelopment of the existing health centre site in Parkway, no further details as to the future use or disposal of this site have been made. For clarification, this is not a Council owned site and whilst referred to within the Masterplan, the development of the Health Hub is not dependent on the sale of this site by NHS Property Services.

- **The Equality Impact Assessment takes no account of the loss of the ACA or 90 Central Parade on the local community. For the last two years the ACA has acted as a home for the New Addington Boxing Club. In that time approximately 150 young people have used the club facilities. Due to data protection requirements the club cannot provide individual details but they have analysed their records and would estimate that 60% of the young people who attend the club have a learning, neurodivergent or physical need or disability. Representatives from New Addington Boxing Club would be happy for the opportunity to present their evidence to the scrutiny committee in person.**

6.1 The Equalities Assessment does make reference to the loss of the ACA and refers to the provision of new community facilities within the leisure centre. The loss of the ACA was considered as part of this redevelopment and the new community space was designed to replace the existing facilities. The decision had therefore already been considered as part of this earlier proposal and the closure of the centre was agreed on completion of the Leisure Centre, as outlined in the Cabinet Report. The Centre was closed in January 2020 in line with the earlier proposals. It was not therefore believed that the proposed demolition of this site would have any new detrimental impacts which have already been considered

6.2 The New Addington Boxing Club have never been direct tenants of the Council. There is no legal agreement in place with them. As part of the old Timebridge site they hired a building from the former trustees who ran the centre. When the centre closed, the Council agreed to continue the Boxing Club arrangements for using the ACA, on a temporary basis, until it was demolished whilst they looked for a new building to operate from. A lease was offered to the Club for a short-term occupation, originally until March/June 2022 but this was not signed by the club. They have no rights over the premises, but the Council seeks to find an amenable solution for all parties.

6.3 Discussions have been ongoing with the Club and a constructive meeting was held at the Club on the 28 March where it was agreed that the Council will afford occupation to the end of December 2022 to allow more time for them to find alternative premises. The Council have also agreed to work with the club to try and find an alternative site. The Club have also agreed to provide further details as to membership, Club policies and potential requirements for their move. The Council recognises the Boxing Club's contribution to the

local community and has made all efforts to ensure it does what it can to support this use, but on a more sustainable basis and providing greater certainty and future for the club.

- 6.4 Consideration of the closure of 90 Central Parade was also included within the Equalities Report. As this is an office base with no customer facing services provided on site it was not considered that this would have a negative impact. The service is to be relocated as part of these proposals as referred to in the report and work is ongoing with the service area to identify the best option available

### **Required Outcomes:**

#### **The outcome desired:**

- A full consultation to be undertaken by the Council and CCG with residents on these new plans to replace the Old Addington Community Centre ('ACA) and 90 Central Parade with a new health facility.

Given the strict time constraints it was considered too greater a risk as the delay would almost certainly place in jeopardy the loss of the funding.

The very recent previous consultation previously undertaken clearly shows the local residents desire for better healthcare facilities within New Addington. Any risk that the opportunity to deliver much needed and already planned/identified health care facilities could be lost, or at best strategically delayed by some years, was one that was considered unattractive, especially having lost the original proposal on viability grounds.

The development process, as demonstrated by the scheme being followed at Coulsdon, will include further detailed consultation with residents and local key stakeholders, as part of the planning and development process.

As demonstrated above, fundamentally there is no loss of existing community facilities, because this proposal is an alternative variation in the proposed delivery, by retaining separate community buildings rather than their relocation under one roof.

- A new permanent home to be identified for the boxing club before any sale of the ACA is agreed.

As referred to above, officers are currently working with the Club to try and facilitate a new permanent site for them to relocate to in recognition of the support they provide for local young people. However, it should be recognised that there is no legal obligation on the Council to provide a new home for the club, this is the responsibility of the club itself.

