

CABINET

DATE OF MEETING: 3 February 2022

TITLE OF REPORT: CITIZENS ADVICE BUILDING, YATELEY

Report of: Head of Corporate Services

Cabinet Member: Councillor James Radley, Deputy Leader and Finance

1 PURPOSE OF REPORT

- 1.1 To update Cabinet on the intended change in delivery strategy of services by Hart Citizens Advice and the opportunities this presents to work with other Public Sector organisations, in delivering vital services to our community.
- 1.2 Hart building in Royal Oak Close, Yateley (The Building), currently occupied by Citizen's Advice Bureau (CAB) and ask approval to progress the following:
 - 1.2.1 CAB move from The Building into the APEX, Ground Floor, Civic Building.
 - 1.2.2 Agree in principle for Oakley Health Group (OHG) to move into The Building, dependant on agreement of lease terms.
 - 1.2.3 Delegation to complete lease agreements with CAB and OHG

2 OFFICER RECOMMENDATION

- 2.1 That Cabinet agrees
The cessation of the existing Tenancy at Will arrangements with Hart Citizens Advice for the building at Royal Oak Close in Yateley.
- 2.2 A new lease with Hart Citizens Advice that would enable the service to move from Yateley to the Apex Centre within the Civic Offices, and consolidates the lease agreements into one single agreement, based on the Heads of Terms as set out in appendix 1.
- 2.3 Subject to agreement to points 2.1 and 2.2, that Cabinet agree in principle the occupation of Oakley Health Group into The Building at Royal Oak Close, Yateley, based on the Heads of Terms as set out in appendix 2.
- 2.4 That Cabinet delegate the Joint Chief Executives in consultation with the Deputy Leader, authorisation to complete the lease agreements based on the Heads of Terms as set out in appendix 1 and 2, with both Hart Citizen Advice and Oakley Health Group (or other NHS body, so appointed to deliver, see paragraph 4.11).
- 2.5 That Cabinet recommends to Council, that subject to the conclusion of the lease arrangements with Hart Citizens Advice, as set out in appendix 1, that their core grant is increased to £220K

3 BACKGROUND

- 3.1 Hart Citizens Advice currently have two locations in the Hart District, Fleet and Yateley. In Fleet, they occupy space on the ground floor of the Council Offices, which benefits from its own independent entrance, at the rear of the building.
- 3.2 In Yateley, they occupy a building in Royal Oak Close, which was purpose built around 1985. The current arrangement is through a tenancy at will (which can be terminated by either party, at any time). Hart District Council has a long-term lease on the land with approximately 75 years remaining.
- 3.3 Hart Citizens Advice has been considering their strategy for future service delivery within the District for some time. They have identified the opportunity to streamline some of their operations by bringing together services that are currently delivered within the two locations, in Yateley and Fleet. The purpose of this report is to help them realise their ambitions for this future strategy.
- 3.4 Separately but serendipitously, Oakley Health Practice (the Primary Care Network for Yateley, Frogmore and Darby Green) approached the Council to see if we had any suitable premises from which they could extend their community service delivery. Again, the purpose of this report is to seek to help them reach their ambitions for local community services.
- 3.5 HM Treasury in the Government Financial Reporting Manual requires public organisations to adopt the principles of accounting standard IFRS16 (leases) from April 2022. IFRS16 requires transparency of a lease value which results in a more faithful representation of an organisation's assets. Consequently, Hart has reflected the property rental value of its assets in the Heads of Terms, attached in Appendix 1 & 2.

4 CONSIDERATIONS

Hart Citizens Advice

- 4.1 Hart Citizens Advice would like to consolidate much of their activities currently delivered across two sites, into Fleet to create organisational efficiencies.
- 4.2 In doing so, they would like to retain the existing space provision at the Hart Civic Offices and also take over the adjacent area, known as The Apex, which provides office and meeting room facilities as well as an independent entrance.
- 4.3 Both existing leases for the two sites occupied by Hart Citizens Advice (officially known as Citizens Advice Hart District Limited for lease purposes) are under a tenancy at will arrangement, which means either party can terminate at any time. The cost of rent to the CAB for each lease is £1 per annum. Additionally, they pay for utilities and cleaning (with differences between Yateley and Fleet, as one is an independent premise and one sites inside a larger building)
- 4.4 The intention is to move Hart Citizens Advice onto a consolidated commercial lease reflecting the market value of the office space allocated in the Civic

Building. The intention is that this will be ameliorated through an uplift in their grant funding, which will provide much greater visibility of the benefit that the Council is providing to Hart Citizen's advice.

- 4.5 To enable this move, the APEX requires redecoration and a number of small safety repairs to be made to the kitchen area. The budget impact is expected to be c.£2000.
- 4.6 At present, the core funding for Hart Citizens Advice is £148K. The total space being sought by Hart Citizens Advice is 2761 sq ft. with a market rent value of £51,079 + VAT. They also require 12 parking spaces with an annual value of £9K + VAT (based on 2021/22 fee for a 5 day parking permit). Therefore (subject to agreement by Council of the budget) Hart Citizens Advice core grant funding would increase to £220K (VAT inclusive)

Oakley Health Group

- 4.7 Oakley Health Group are keen to establish a Community Wellbeing hub (Hub) in the Yateley and Blackwater area. The Building in Royal Oak Close has been viewed by colleagues from within the NHS and is fit for purpose without the need for any re-configuration. A business case prepared by Oakley Health Group in collaboration with Farnham CCG and Hart District Council Communities is attached as Appendix 3 to this report.
- 4.8 The purpose of the Hub is to meet the mental health and wellbeing needs of the Yateley and Blackwater area and sits well within the Council's established 'Here for Hart' initiative, which seeks to help our residents and communities recover from the impact of the Covid pandemic.
- 4.9 Another benefit of this approach is that the Hub aims to establish a co-located multi-disciplined wellbeing team including partners from health, care, housing and the voluntary sector. Through this, there will be a continued presence of Hart Citizens Advice in Yateley, as well as other partners such as Hart Voluntary Action.
- 4.10 It is also hoped that the newly appointed Programme Director for Healthier Communities, a role part funded by Hart District Council, in collaboration with the NHS could also be work from these offices.
- 4.11 The anticipated Heads of Terms are outlined in Appendix 2, with a market rent of £22,500, funded by the NHS. It is key to note that whilst it is anticipated that the lease arrangements will be with Oakley Health Practice, there is an ongoing transformation within the NHS with the potential that the ultimate leasee may be another part of the NHS family. However, it is anticipated that all other Heads of Terms will remain as set out.

5 BUDGETARY IMPACT

- 5.1 The anticipated changes to the lease arrangements with Hart Citizens Advice will have a net zero impact to the Councils finances. However, there will be much greater and improved visibility, regarding the financial support provided by Hart District Council to Hart Citizens Advice

- 5.2 The minor works required to the Apex can be funded from current year budgets and any procurement of maintenance and repairs will be conducted in accordance with Contract Standing Orders.

6 EQUALITIES

- 6.1 Approval of this report's recommendation will provide additional health facilities to Yateley and Blackwater residents. There are no impacts to crime and disorder associated with this decision.

7 CLIMATE CHANGE

- 7.1 There are no climate change implications arising from this paper or its recommendations

8 ACTION

- 8.1 Subject to approval from Cabinet:
- We will seek to conclude the lease arrangements with both Hart Citizens Advice and Oakley Health Group through delegated authority
 - Will ensure that the works to the Apex are completed
 - Will ensure the recommendation from Cabinet regarding funding for Hart Citizens Advice is brought to Full Council.

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Appendices

Appendix 1 – heads of Terms CAB

Appendix 2 – heads of terms OHG

Appendix 3 – Yateley Community Hub Business Case

DRAFT HEADS OF TERMS FOR LEASE FOR CITIZENS ADVICE – HART DISTRICT TO OCCUPY HART DISTRICT COUNCIL LAND AND BUILDINGS AT CIVIC OFFICES, HARLINGTON WAY, FLEET, GU51 4AE

Date: 16 December 2021

Property address	Part Ground Floor Civic Offices, Harlington Way, Fleet, GU51 4AE
Landlord	Hart District Council (HDC) Civic Offices Harlington Way Fleet GU51 4AE
Tenant – Full Name and Address of trustees to sign lease	Citizens Advice – Hart District Ltd
Initial Rent	£51,100 + VAT pa paid quarterly in advance on 1/1, 1/4, 1/7 and 1/10
Initial works	N/A
Lease term	6 years from date of lease
Break clauses	Mutual break on 12 months written notice at any time
Security of tenure	To be agreed.
Rights granted	The right to park 6 vehicles at the Civic Office using MyPermit issued by Hart District Council with 6 additional parking permits for overflow in surrounding car park. Value £9000 + VAT (12 X £750) Use of meeting rooms are to be agreed and booked through HDC and payment is to be made in arrears as per the rates in the HDC current budget book
Rights reserved	Hart to reserve rights of access to retained land at all times
Rent reviews	3 year review to align with commercial market value
Assignment and subletting	(a) Assignment is prohibited without prior written agreement by the Landlord (b) Subletting is prohibited without prior written agreement by the Landlord. (c) Current use of premises by Hart Voluntary Action is approved (d) While the Tenant may make a charge for the use of the premises where approval has been given above, there should be no landlord and tenant relationship established.

APPENDIX 1

Repairing obligations	<p>Tenant to redecorate internally including 3 months prior to the end of tenancy and to keep interior including all fixtures and fittings in clean and tidy condition.</p> <p>Landlord responsible for external structure, common areas and services to the property</p>
Alterations	<p>No Exterior /structural changes to be permitted</p> <p>Non-structural/interior: permitted with landlord's formal consent not to be unreasonably withheld.</p> <p>Tenant to pay Landlord's costs in considering and documenting any formal consent.</p>
Permitted use	<p>Offices for the operation of the Citizens Advice services to the public</p> <p>Use guaranteed during HDC opening hours (Monday-Thursday 8:30am-5pm and Friday 8:30am-4:30pm) and subject to agreement with HDC facilities team outside of these hours, such agreement not to be unreasonably withheld.</p>
Insurance	<p>Tenant to obtain contents insurance and landlord to insure building and reclaim premium via service charge</p>
Service Charge	<p>Maintenance, business rates, utilities and use of common areas are included within the rent quoted above</p> <p>IT, telephony costs, cleaning and furniture excluded</p>
VAT	<p>The Landlord will make their determination of whether to opt to tax and will take account of any exemption for charitable use declared by the Tenant. HDC will bear the risk of any VAT charges through an ongoing donation to Citizens Advice – Hart District that includes allowance for such costs.</p>
Legal costs	<p>Each party to pay its own costs in completing the lease.</p>
Timing and other matters	<p>Parties will use best endeavours to get Heads of Terms agreed and solicitors instructed, as soon as reasonably possible, subject to agreement by Cabinet</p>

DRAFT HEADS OF TERMS FOR LEASE FOR OAKLEY HEALTH GROUP TO OCCUPY ROYAL OAK CLOSE, YATELEY, GU46 7UD

Date: 6 January 2022

Property address	Royal Oak Close, Yateley, GU46 7UD
Landlord	Hart District Council (HDC) Civic Offices Harlington Way Fleet GU51 4AE
Tenant – Full Name and Address of trustees to sign lease	Oakley Health Group
Initial Rent	£22,500 pa paid quarterly in advance on 1/1, 1/4, 1/7 and 1/10
Initial works	N/A
Lease term	6 years from date of lease
Break clauses	Mutual break on 12 months written notice at any time
Security of tenure	Contracted out of the Security of Tenure of the Landlord and Tenant Act 1954, sections 24-28.
Rights granted	Parking available. Plan to be provided.
Rights reserved	Hart to reserve rights of access to retained land at all times
Rent reviews	3 year review to align with commercial market value
Assignment and subletting	<ul style="list-style-type: none"> a. Assignment is prohibited without prior written agreement by the Landlord b. Subletting is prohibited without prior written agreement by the Landlord. c. While the Tenant may make a charge for the use of the premises where approval has been given above, there should be no landlord and tenant relationship established.
Repairing obligations	<p>Tenant to redecorate internally including 3 months prior to the end of tenancy and to keep interior including all fixtures and fittings in clean and tidy condition.</p> <p>Landlord responsible for external structure, common areas and services to the property</p>

APPENDIX 2

Alterations	No Exterior /structural changes to be permitted Non-structural/interior: permitted with landlord's formal consent not to be unreasonably withheld. Tenant to pay Landlord's costs in considering and documenting any formal consent.
Permitted use	Offices for the operation of the Oakley Health Group to the public
Insurance	Tenant to obtain contents insurance and landlord to insure building and reclaim premium via service charge
Rates and Utilities	Tenant to be responsible for payment direct to rating authority and utility providers
VAT	No VAT payable
Legal costs	Each party to pay its own costs in completing the lease.
Timing and other matters	Parties will use best endeavours to get Heads of Terms agreed and solicitors instructed no later than February 2022

Project Name: Community Wellbeing Hub for the Yateley and Blackwater Area

Business Case

Version 2.0

07/01/2022

1. **Introduction /Case for Change** – *please provide some background information and context around what has brought about this case for change – please include data and info around local need, gaps in service/s and any relevant national or local plans this proposal is to be aligned to.*
2. **Description of the Proposal** – *please describe the proposal – typically this should be no longer than 1 page and should include the main points for consideration. Please clarify if this proposal relates to one, more, or all localities and how it is considered to be something new or different in relation to other existing services locally?*
3. **Desired Impact / Outcomes / Evaluation**– *please set out the desired impacts and outcomes as a result of this proposal. Please be clear on the key performance indicators and how the proposal will be evaluated.*
4. **Funding** – *please provide a breakdown of all additional resources and costs associated with this proposal during the period funding is being required for.*
5. **Risks** - *please list the anticipated risks (including any unintended impacts/ consequences) considered relevant to this business case.*
6. **Timeframes for implementation** – *please set out key milestones and tasks.*
7. **Communication & Engagement** – *please describe any plans around communication and engagement specific to this proposal. Please can you set out what collaboration with Stakeholders (including Patients) has taken place to date or is planned and how this will be maintained during the life of the proposal?*
8. **Future Commissioning and Sustainability** - *please describe current plans for the future commissioning of this proposal and sustainability. If this pilot is not focused in one or more localities, how could it be rolled out across all and incorporated as part of the core locality model of care?*
9. **Equality and Quality Impact Assessment (light touch)** – *please provide narrative on whether there is a considered negative impact on specific groups of people and any mitigation.*

1. Introduction/ case for change

Poor mental health is estimated to carry an economic and social cost of £119 billion a year in England.ⁱ

COVID-19 and the associated restrictions have both had an impact on the population's mental health and wellbeing, with groups who in the past have had robust mental health being affected alongside those with pre-existing experience or diagnosis of mental health conditions.ⁱⁱ

Creating the right conditions for good mental health and wellbeing requires partnership working and a whole person approach which addresses the root causes of poor mental health and wellbeing, removes barriers to accessing support, and empowers people to make informed choices.ⁱⁱⁱ

Creation of a Community Wellbeing Hub in the building at Royal Oak Close will support delivery of the Council's Vision 2040 ambition to work closely with our partners to enable people to live safely and independently and help our most vulnerable residents to get the support they need, when they need it.

Partnership working is central to both the Here for Hart Supporting Communities Plan and the draft Homelessness and Rough Sleeping Strategy 2022-2027. The proposed Community Wellbeing Hub will build upon existing partnerships, providing a physical base for co-location of staff from Oakley Health Group and partner services to establish a more coordinated and integrated community wellbeing offer.

In the Oakley Health Group practice area:

- There is a higher-than-average recorded prevalence of depression in adults (14.9% compared to 12.3% England average based on 2020/21 figures), and there has been a rising trend in prevalence since 2011/12.^{iv}
- There is also a consequent higher than average antidepressant medication prescription rate.
- Patients with depression access primary care services more than twice as much as the general Oakley Health Group patient population and there is a higher prevalence of social vulnerability among this group.^v
- Of the 11 wards in Hart, Blackwater & Hawley and Yateley East wards have the highest rate of hospital stays for self-harm and alcohol-related harm.^{vi}

There are strong links between poor mental health and wellbeing and a person's socioeconomic circumstances, with people of lower socioeconomic status having a higher likelihood of developing mental health problems^{vii} and people with mental illness being more likely to experience poverty, homelessness, social isolation and unemployment.^{viii} The pandemic has exacerbated these inequalities.^{ix}

The Yateley East and Blackwater & Hawley wards contain two of Hart's most deprived Lower Super Output Areas (LSOAs) according to the Index of Multiple Deprivation 2019.^x Blackwater & Hawley also has the highest residential unemployment rate of the 11 wards in Hart.^{xi}

Engagement with the Yateley Mental Health Matters community group prior to the pandemic highlighted a desire for more ready access to advice on issues such as debt, benefits and housing and more opportunities for social and peer support. Creation of a Community Wellbeing Hub will bring wellbeing and advice services together in one place, providing a more holistic approach.

Oakley Health Group has been at the forefront of integrated and collaborative working and through the NHS Vanguard programme, made step changes to the way local services worked together to support the frail elderly population.

Learnings from this work, together with new impetus and funding to support mental health within primary care, working with Hart District Council, relevant commissioned services and support groups gives the opportunity to work in a fully integrated way at a time when access to mental health and wellbeing services has never been needed more by the local community.

For the last two years, the local Primary Care Team at Oakley Health Group has been resourced to provide new roles such as Mental Health Practitioners, a Social Prescriber and recently, a Health & Wellbeing Coach. Surrey and Borders Partnership (SABP) NHS foundation Trust, the local secondary care mental health provider, is now rolling out a local team to Yateley as part of its MHICS (Mental Health Integrated Community service) team project, with a team to be in place by late Q4 21/22.

These additional roles present new opportunities for closer joint working between health and other partners. Co-location of the team is key to enabling coordinated support, however the limited physical space available at the existing Oakley Health Group building provides a challenge. Delivering the Community Wellbeing Hub from a shared working space within the Royal Oak building would improve team cohesion, enabling real time communication and facilitating information sharing between partners.

2. Description of the proposal

To meet the increasing mental health and wellbeing needs of the Yateley and Blackwater area, Oakley Health Group in collaboration with partners would like to establish an integrated wellbeing offer which provides a range of coordinated support within the local community.

The first part of this offer will be to establish a hub comprising a co-located multi-disciplinary wellbeing team including partners from health, care, housing and the voluntary sector. This will provide partners with a physical base to enable multi-disciplinary working, case sharing and networking, thus enhancing partnership working and delivering coordinated wellbeing support. The aim is for the Community Wellbeing Hub to be based within the building at Royal Oak Close, which is owned by Hart District Council and due to be vacated by the Citizens Advice Hart team by 31st March 2022.

Development of the Community Wellbeing Hub will be an iterative process. An initial core team of staff from Oakley Health Group and SABP NHS Foundation Trust will be based in the hub, with other services such as Hart Housing Solutions, Hart Voluntary Action, Citizens Advice Hart, and Talk Plus (NHS Talking Therapy service) having a regular presence.

The hub will work closely with wider partners including the Wellbeing Centre service run by Andover Mind, VIVID, The Pantry at Yateley Industries, Hart Foodbank, and Vision 4 Youth to facilitate links with wider support offers.

Opportunities for the Community Wellbeing Hub team to outreach into other local community venues will also be explored, such as informal drop-in sessions or community clinics. These will be spaces where people can be listened to in a relaxed environment and gain support in accessing services.

Work is also underway to identify gaps in service provision to inform future development. It is likely that once the core team is in place, opportunities will arise to involve other relevant organisations, particularly around Substance Abuse (Inclusion), Autism Spectrum Disorder and Dementia Support.

3. Desired Impact / Outcomes / Evaluation

This type of hub is still a relatively new concept and there is no 'one size fits all' model as these approaches utilize and build on local assets such as space, resources and partners. However, some of the outcomes we would like to see are:

- Enhanced partnership working and improved understanding of each other's roles and services
- More coordinated and timely support for people who are experiencing multiple challenges
- Improved mental health and wellbeing outcomes for the local population

Core partners will meet regularly to review how the new model is developing.

4. Funding

The NHS would fund a lease of the building at Royal Oak Close.

The Yateley Primary Care Network (Oakley Health Group) has also received NHS health inequalities funding which will go towards the coordination of the hub model.

5. Risks

- There is a risk that if a lease of the building at Royal Oak Close cannot be agreed, the development of a co-located multi-disciplinary model is severely delayed or cannot go ahead in the proposed form.
- There is a risk that if Mental Health and Physical Health services are delivered in separate buildings, teams will work in silo which will prevent the delivery of holistic care. However, as the Yateley Primary Care Network is already operating as a single team with proven positive results from integrated working, it is unlikely that this would happen.
- There is a risk of disagreement around the objectives and strategy of the Community Wellbeing Hub from key partners within the structure. Key partners will continue to be engaged throughout the development of the hub.

- There is a risk of lack of space within the Community Wellbeing Hub building to house all of the key partners who may wish to have a presence there. Again, engagement with key stakeholders throughout the project process and managing expectations will help mitigate this risk.

6. Timeframes

The aim is to establish the initial core team at the Community Wellbeing Hub in April 2022 subject to the lease agreement, with the range of supporting in-reach approaches to follow shortly afterwards.

7. Comms and Engagement

The community voice will be at the centre of this project. The project is being developed based on local and national data and most importantly the feedback from local services and community members. Further engagement will be carried out as the hub develops.

The Yateley Patient Participation Group (PPG) has been engaged with and are very enthused about the project and will continue to be consulted throughout developments. A returning member of the PPG will also form part of the core project group.

8. Future commissioning and sustainability

Primary Care and SABP funding for mental health workstreams included within this project proposal are ongoing commissioned service regardless of outcome of this proposal.

9. EQIA

No negative equality impacts have been identified in relation to the use of the building at Royal Oak Close as a Community Wellbeing Hub for the Yateley and Blackwater area.

ⁱ Centre for Mental Health (2020); A Spending Review for wellbeing; www.centreformentalhealth.org.uk/publications/spending-review-wellbeing

ⁱⁱ Hampshire County Council (2021); COVID-19 Health Impact Report; www.hants.gov.uk/socialcareandhealth/publichealth/jsna/2021-covid-19-health-impact-assessment

ⁱⁱⁱ Public Health England (2018); Guidance on reducing health inequalities in mental illness; www.gov.uk/government/publications/health-matters-reducing-health-inequalities-in-mental-illness/health-matters-reducing-health-inequalities-in-mental-illness

^{iv} Public Health England; Mental Health and Wellbeing JSNA; <https://fingertips.phe.org.uk/profile-group/mental-health/profile/mh-jsna>

^v NHS Frimley CCG analysis (2021)

^{vi} Public Health England (2020); Health inequalities slides Hart.

^{vii} Mental Health Foundation (2016); Mental health statistics: poverty; www.mentalhealth.org.uk/statistics/mental-health-statistics-poverty

viii Public Health England (2018); Guidance on reducing health inequalities in mental illness; www.gov.uk/government/publications/health-matters-reducing-health-inequalities-in-mental-illness/health-matters-reducing-health-inequalities-in-mental-illness

ix Mental Health Foundation (2020); Coronavirus: The divergence of mental health experiences during the pandemic; www.mentalhealth.org.uk/coronavirus/divergence-mental-health-experiences-during-pandemic

x Office for National Statistics (2021); Mapping income deprivation at a local authority level; www.ons.gov.uk/releases/mappingincomedeprivationatalocalauthoritylevel2019

xi Hampshire County Council Monthly Ward claimant counts November 2021; www.hants.gov.uk/business/ebis/reports