

<b>9 March 2016</b>		<b>ITEM: 23</b> (Decision 01104367)
<b>Cabinet</b>		
<b>Tilbury Regeneration Programme and Health Hubs</b>		
<b>Wards and communities affected:</b> Tilbury Riverside and Thurrock Park Tilbury St Chads	<b>Key Decision:</b> Non-key	
<b>Report of:</b> Councillor Richard Speight, Cabinet Member for Regeneration		
<b>Accountable Head of Service:</b> Matthew Essex, Head of Regeneration and Assets		
<b>Accountable Director:</b> Steve Cox, Assistant Chief Executive		
<b>This report is public</b>		

### **Executive Summary**

Tilbury is identified as one of the Council's six Growth Hubs. A number of planned and proposed housing schemes being brought forward by both the Council and the private sector are set to increase the local population over the coming years. The development of the London Distribution Park and Tilbury Port's broader expansion aspirations are increasing employment opportunities in the locality whilst Tilbury's good rail connections to London and beyond give access to a wider employment market.

However, the area remains one of the most deprived in the Borough and it faces a series of challenges to its successful regeneration. The Gateway Academy has transformed secondary level educational attainment but the number of Tilbury residents with no qualifications remains higher than the Thurrock average. Access to local services, in particular to health services, is poor and indicators around the health of the local population raise many concerns. The town has a prominent position on the river but access to the river front is restricted by the railway line and Port activity.

In December 2013 Cabinet approved a 'Vision for Tilbury' which set a framework for the ongoing regeneration of the Town. A key project aiming to realise part of this vision is the revitalisation of the Town Centre. Work to progress this revitalisation includes the development of a Masterplan for the Civic Square which is recognised as a critical, but underperforming, part of the local infrastructure. This report details the results of a consultation exercise undertaken as part of the development of the masterplan and describes the uses and principles contained with the ultimately selected option. It then highlights the urgent need for improved health provision in the area and outlines the potential for the Council to play the lead role in the

development of a Health Hub which would serve to improve Health Outcomes and act as the catalyst for the physical regeneration of the Town Centre. Whilst the main focus of this report is on Tilbury, the proposed model of Health Hub delivery could be applied elsewhere in the borough. The opportunity to replicate this model in Purfleet is therefore also covered in this report.

The report concludes by briefly highlighting other projects within the emerging programme of regeneration activity in Tilbury.

## **1. Recommendation(s)**

- 1.1. That cabinet note the support for the Civic Square Masterplan achieved from the public consultation exercise and agree Option 1 as the preferred option to guide the Council's ongoing approach to regeneration in this area.**
- 1.2. That Cabinet give in principle approval to the Council leading the development of Health Hubs in Tilbury and potentially Purfleet and note the potential for this model to be used to deliver Health Hubs elsewhere in the Borough.**
- 1.3. That Cabinet note the work undertaken to date on the development of the wider programme of regeneration activity in Tilbury.**

## **2. Introduction and Background**

- 2.1. Tilbury is made up of two wards which are amongst the most deprived areas in the borough. The town is typified by a lack of good quality amenities and a poor housing stock. However, employment opportunities related to the port and wider logistics sector are expanding and the town is earmarked for housing growth in the emerging Local Plan.
- 2.2. Health provision in the locality is already under severe pressure and the health outcomes and life expectancy of Tilbury residents are some of the lowest in the Borough.
- 2.3. In December 2013 Cabinet approved a 'Vision for Tilbury' which set a framework for the ongoing regeneration of the Town.

*We want Tilbury to*

- » be an attractive location for residents, businesses and visitors;*
- » be a place where people can achieve their potential;*
- » be a place where people can have fun;*
- » be a place where people are healthy;*
- » have a vibrant economy; and*
- » feel safe.*

- 2.4. The Council has worked with partners and local stakeholders to develop a programme of activity which seeks to realise this vision. Due to the multi-faceted challenges in the area this programme is a long term endeavour and projects must be brought forward in a coordinated way to build momentum from a relatively low base.
- 2.5. It is clear that a range of projects are needed in Tilbury to improve local amenities, provide accommodation where local services can be accessed, improve connections to key locations within the town and create a viable town centre to act as a focal point for community activity. The Civic Square currently fulfils the Town Centre role but the space is underutilised, it lacks a defined purpose and the public realm is generally unattractive. Previous studies, most recently that commissioned by Thurrock Thames Gateway Development Corporation in 2007, have provided masterplans that outline a range of potential measures that seek to address these challenges. Whilst these studies provide some useful context the political and economic climates have changed significantly and refreshed proposals are therefore needed that more appropriately respond to the current market conditions and drivers.
- 2.6. The Council therefore commissioned AR Urbanism to develop a Masterplan and supporting Implementation Plan looking at the wider context of Tilbury before providing more detailed proposals for the Civic Square and its surrounding area. Section three introduces the outcome of this work before considering how the development of a Health Hub could deliver the first phase of physical improvements within the Civic Square.

### **3. Issues, Options and Analysis of Options**

#### **Drivers for the development of a Masterplan**

- 3.1. The development of the masterplan has been driven by a number of factors:
- Connections between key locations in Tilbury (could be strengthened).
  - The existing community infrastructure and public realm is of poor quality.
  - Proposed housing growth in the area will put pressure on existing services.
  - Employment opportunities are expanding but the area needs to be seen as attractive to ensure that a large enough workforce is available to meet the employer's requirements.
  - Council owned land and property is not currently being optimised.
  - The town centre lacks a focus for community and commercial activity.
- 3.2. Early on in the process colleagues in Public Health and Thurrock CCG highlighted the urgent need to improve health provision in Tilbury. The aspiration to develop a new, flagship facility in the centre of Tilbury emerged and the Civic Square was defined as the preferred location. This aspiration was fed into the development of the masterplan as a key priority.

## Development of Options

- 3.3. The consultant team developed design principles for the island site (centre of Civic Square) and the edges of the square along with three masterplan layouts for accommodation on the island site. See appendix 1 for plans of each Option.
- 3.4. The principles guiding development in the centre of the Civic Square are as follows:
  - All uses to be community, commercial, retail or food and beverage (no residential or take-away food);
  - All ground floor frontages to be active uses;
  - Improve pedestrian connections and remove barriers across streets;
  - All public space and functions to be fully accessible;
  - Attractive landscape treatment to public realm; and
  - New public space to act as link between all activities.
- 3.5. The design principles aim to reinforce the Square's role as a civic centre with its function defined by service provision rather than residential accommodation. Proposed, new accommodation will allow services to be located on the Square in high quality buildings set in attractive surroundings. The range of uses will bring people into the Square providing sufficient footfall to support the proposed new retail and commercial uses as well as further supporting the existing retail uses in the near vicinity.
- 3.6. Each option proposed a new health facility with additional accommodation for retail, commercial and community use alongside a new public square which could accommodate events and informal activities. Changes to the road layout were proposed to create a two way flow increasing the parking capacity and slowing traffic speeds. Whilst the three options all followed the design principles and contained the same uses the on-site configuration changed in each option.
- 3.7. The principles for the edges of the Square had a different focus and are as follows:
  - All ground floor uses to be community, high quality retail or local business;
  - All ground floor uses to have active frontages;
  - New residential over ground floor uses;
  - Heights to be generally up to four storeys with possibly higher corners;
  - All new residential parking to be located on sites;
  - Retail and visitor parking on streets in improved layouts; and
  - All new projects to include street trees and landscaping where possible.
- 3.8. The Council does not own any of the land on the edges of the Square, however, it is thought that at least two sites may be available for redevelopment in the coming few years. It is therefore important to set a

vision for the quality and appropriate uses for these sites as part of the masterplan process.

### **Consultation**

- 3.9. Two phases of consultation informed the development of the proposals and the selection of the preferred option. The initial phase invited key community stakeholders to an interactive session which sought to establish what the local community felt were the main issues that the Masterplan should address and what types of uses they felt would be appropriate for inclusion on and around the Square. 12 Community members, all representing wider groups of people, attended the session and contributed very constructively giving the consultant team valuable ideas and insights which were subsequently incorporated into the options.
- 3.10. The second phase of consultation presented the three options in briefings to Ward Councillors and to the wider community via an exhibition at Tilbury Library (with two staffed drop in sessions), a session at Tilbury Youth Centre and an online feature on the Council's Consultation Portal. 96 completed questionnaires were received.
- 3.11. The consultation demonstrated good support for the uses proposed within all the masterplan options with respondents calling for new café's and restaurants (58%), a new health facility (50%) and new community facilities (50%).
- 3.12. Only 9% of respondents supported new residential accommodation in the Civic Square. The proposals do not include any residential development on Council owned land in the Civic Square but do highlight a number of potential sites which could be appropriate for residential development in the future.
- 3.13. The speed of traffic around the one way system and parking provision were recognised as particular issues in the stakeholder consultation session. Proposals to reduce vehicle speed highlighted in all the options received overwhelming support (74.7%) as did proposals to improve the layout and capacity of car parking (71.9%).
- 3.14. The questionnaire asked respondents to choose a preferred option. Option 1 (shown in Appendix 1) emerged as the clear preference with 78% of community respondents selecting this option. Option 1 was therefore taken forward for more detailed consideration in an implementation plan.

### **Implementation Plan**

- 3.15. As the centre of the Square is primarily in Council ownership the Implementation Plan focussed on the steps required to secure the delivery of these elements of the Masterplan.

- 3.16. Discussions between the Council and the CCG have continued to progress constructively and it was recognised that delivery of the proposed new health facility could kick start the wider regeneration of the area. Further details on the Health need supporting this development and a proposed delivery mechanism are outlined below.
- 3.17. Two other buildings aiming to bring retail, commercial and community uses into the Civic Square would need to be viability tested before being brought forward. It is clear that the footfall associated with developing the Health Facility would assist with the commercial viability of these uses.
- 3.18. The implementation plan defines further changes required to the public realm and highways infrastructure resulting from an intensified use of the Civic Square. It also highlights a number of public realm improvements designed to improve connections to Calcutta Road, raise the overall quality of the environment and provide some quick win projects to act as a visible commitment from the Council to making improvements in the area. A public realm scheme running from Quebec Road to the Peace Memorial has been highlighted as a key 'quick win'. The scheme envisages replacing existing poor quality landscaping with street trees and better quality paving to enhance the setting of the memorial and improve the environment around Commonwealth House and the shopping parade. These improvements are anticipated to cost in the region of £190k and, subject to funding, could be taken forward ahead of the Civic Square development.

### **Funding Options**

- 3.19. The range of projects identified in the masterplan and implementation plan will require funding to come from a number of sources. It is envisaged that the main sources will be Council budgets (potentially including capital borrowing linked to wider commercial development), s.106 contributions and third party grant funders such as Veolia. Individual interventions will be subject to further reports as required.

### **Delivering the Health Hub Concept**

- 3.20. It is clear that prioritising the delivery of the mixed use health facility would support the wider regeneration aims in Tilbury as well as the Council's Corporate Priorities. However, any proposed health facility must address the local health need and must be supported by partners from across the Health Sector.
- 3.21. The Council has done a significant amount of work through the Public Health team to define the current health needs of the Tilbury community. Clear evidence suggests that the area experiences health inequalities in terms of access to services and has an urgent need for new facilities to address existing deficiencies as well as to provide additional capacity to accommodate the future growth in population that is expected.

- 3.22. The poor access to services in the local community manifests itself in a range of indicators which have impacts across the Health Sector such as :
- High levels of admissions to Accident and Emergency departments for conditions that could have been more effectively treated in a community setting.
  - High levels of conditions requiring long term treatment.
  - Higher than average rates of unplanned care admissions.
  - Low levels of referral to community based, social care services.
  - Low levels of referral to preventative support.
- 3.23. To provide modern and effective health services, partners are advocating the development of a new model of integrated Health Hubs which co-locate a range of services and providers within one building. Hubs are expected to include services which not only address a primary care need by providing access to traditional health services such as GP's and nurse practitioners but also have a positive impact on the wider determinants of health by providing services related to areas such as education, employment and housing. This ambitious vision could transform health and social care provision but will need a range of diverse partners to work together to ensure that appropriate facilities can be developed and then effective services delivered from them.
- 3.24. To explore how this opportunity could be incorporated into the Tilbury regeneration programme discussions have been ongoing with a number of Council departments, partners in the CCG and NHS England and a range of health service providers. From these discussions it is clear that to deliver the Health Hub concept a lead partner needs to be identified who can drive the development of the capital facility and support the service providers in jointly working together to realise the Hub vision.
- 3.25. Whilst there is significant interest in the model from service providers, and a clear understanding of the potential benefits that could be derived from working together more closely, health services are normally delivered in relative isolation from other providers. This new model will require a significant shift in the way that partners work together to plan current and future activity. Furthermore, funding for service provision is usually tied to the delivery of a discrete service and is primarily revenue based. This creates a revenue rich sector which has limited capacity to fund a large scale capital development particularly one which is genuinely cross sector and therefore runs contra to the normal model of service based funding. Service providers are therefore not in the position to take on the lead role but could act as a lead tenant in any facility developed.
- 3.26. Whilst the Council has limited experience in delivering Health facilities it does have significant experience in project management, capital developments and working with multi-disciplinary stakeholders. Coupled with a potential income stream from a service provider(s) the Council can borrow against this revenue stream to relatively quickly secure the capital needed for the development thereby allowing it to take on the role of lead developer and subsequently landlord.

- 3.27. As well as being an instrumental player in driving improved health provision there is clear regeneration benefits associated with the Council playing such a proactive role. In Tilbury the wider regeneration programme aims to improve the quality of the environment and create a greater sense of place and local identity. By acting as developer the Council can ensure that the design quality of the buildings (on a key site within the Town Centre) is high and successfully contributes to the place making agenda. In addition, the Council can have control over the other services to be included within the building. This offers the opportunity to deliver complementary Council services (such as social care or community hubs) from key sites.
- 3.28. Should the Council not be minded to take on the lead role it could dispose of the land to the CCG/NHS Property Services (or a third party) who could commission the development directly. The Health Hub concept could still be realised but the Council would have a much lower ability to influence the design, build quality or complementary uses included on a key site within the Square. The regeneration impact achieved would therefore be lessened. however, this could present an alternative opportunity to progress regeneration activity by reinvesting the capital receipt from the land sale.
- 3.29. Before full approval for a Health Hub in the Civic Square can be requested the health need and aspiration needs to be translated into a defined accommodation specification which can be costed in terms of both capital and revenue implications. If other complementary uses (commercial/community) are to be included within the building the viability of these uses also needs to be tested. It is proposed that discussions with partners continue to inform the development of a full business case and recommended delivery route for sign off by the appropriate organisations. Further reports for full approval will therefore be presented to Cabinet at the appropriate times.

### **Health Hubs in Other Locations**

- 3.30. Whilst Tilbury is the focus of this report the model of Health Hubs is very much the preferred service delivery mechanism for other new developments in the Health Sector and partners are keen to explore using the same model to deliver similar facilities in other locations.
- 3.31. Linked to the signing of the development agreement for the Purfleet Centre project a Health Hub in Purfleet has been discussed at length with the same health partners. The next phase of Council led regeneration activity in Purfleet focuses on masterplanning and will define where new housing and associated infrastructure is located, look at appropriate phasing of development and consider delivery models. In Purfleet the potential regeneration benefits echo those that could be achieved in Tilbury and once again the Council is considered to be well placed to take on a lead role.
- 3.32. If a Health Hub is to be included in Purfleet details of the scale and type of accommodation required needs to be fed into the process by Summer 2016.



At this stage Cabinet is asked to give in principle approval to the Purfleet Health Hub to ensure that the opportunity of including it within the Purfleet Centre scheme is not missed. As with the Tilbury Health Hub, a full business case will be presented to Cabinet for approval at a later date.

### **Wider Regeneration Programme**

- 3.33. As has been highlighted throughout this report, the regeneration challenges in Tilbury are multi-faceted. A comprehensive programme of activity is therefore being developed and some of the key projects are reviewed in this section to give Cabinet Members a flavour of the emerging programme.
- 3.34. It should be noted that the Tilbury Community are aware of previous regeneration initiatives (notably the SRB funded PORT scheme) which, whilst beneficial at the time, have not brought about demonstrable, lasting improvements in the area. There is therefore a level of cynicism that new proposals will have limited impact or will not be delivered. To counter this, the programme includes opportunities for community input to help shape projects and consideration will be given to including 'quick wins' where possible to provide visual markers that the Council is committed to creating positive changes in the area.
- 3.35. The Council is currently leading on the development of 128 new homes on St Chad's Road and is considering options for another new housing scheme on Calcutta Road as well as the potential to bring forward an estate regeneration programme on the Broadway Estate. These developments, alongside some private sector led housing schemes, will improve the quality and range of housing on offer in the locality.
- 3.36. An application has recently been submitted for c £20k ESF and ERDF funding to develop a programme of Community Led Local Development (CLLD) in Tilbury. Should this application be successful a further application for c. £2m will be submitted to enable the Council to work with local community stakeholders to deliver a bespoke range of interventions designed to help Tilbury residents enter or re-enter the labour market. An announcement on the funding decision is expected in early 2016 and if successful the programme is envisaged to run for 3 – 5 years.
- 3.37. A Community Hub, supported by Council funding, has recently been established in Tilbury Library. This seeks to provide an alternative way for local residents to access services and advice. The Hub opened in late 2015 and is already valued by the local community. The group is currently developing its business plan to ensure that it can become financially sustainable without Council support in the future.

## **4. Reasons for Recommendation**

- 4.1. Three recommendations have been put to the Cabinet. Firstly, Cabinet is asked to note the support for the Civic Square Masterplan achieved from the public consultation exercise and agree Option 1 as the preferred option to

guide the Council's ongoing approach to regeneration in this area. This will enable Officers to develop further projects in line with these principles thereby realising the full benefit from this piece of work.

- 4.2. The second recommendation asks Cabinet Members to give in principle approval to the Council taking on the lead role in the delivery of Health Hubs in Tilbury and potentially Purfleet acknowledging that further reports with full business cases will be brought forward for both projects at appropriate times for full approval. This will provide the framework for ongoing discussions with partners and colleagues in the Health sector ensuring that opportunities are not missed.
- 4.3. The final recommendation asks Cabinet to note the work undertaken to date on a programme of regeneration activity in Tilbury. This will ensure that Cabinet is clear on the direction that the regeneration agenda in Tilbury is taking and acknowledge that successful regeneration will be part of a long term plan for the area.

## **5. Consultation**

- 5.1. The Masterplan options have been subject to consultation in the following forums:
  - Ward Member Briefings
  - Public Consultation sessions at Tilbury Library
  - Officer led session at Tilbury Youth Centre
  - Online Consultation Portal

Feedback was collected at each forum and inputted into the Masterplan development. After final sign off of the Masterplan and Implementation Plan a communications exercise will be launched to report how community consultation influenced the proposals.

Colleagues in the Health Sector have led on consultation relating to the type of services required in each area, they will continue to take the lead on this element of the Health Hub agenda.

## **6. Impact on corporate policies, priorities, performance and community impact**

- 6.1. If fully or partially developed the Civic Square Implementation plan and the Health Hubs concept support all five of Thurrock's community priorities.
  - Create a great place for learning and opportunity – Proposals will improve the perception of Tilbury Civic Square and create accommodation for a range of commercial and community activity to take place.
  - Encourage and promote job creation and economic prosperity - Proposals will improve the perception of Tilbury making it more attractive as a location of choice for people entering the local labour

market. Intensification of activity in the Civic Square will contribute to the viability of the existing and proposed commercial uses.

- Build pride, responsibility and respect – Improving the public realm will create an area which Tilbury residents can be proud of.
- Improve health and well-being – the Health Hub concepts have the potential to transform health provision available locally.
- Promote and protect our clean and green environment – Proposals include landscaping which will improve the environment in Tilbury and promote sustainable drainage.

6.2 The impact of delivering the Civic Square Implementation Plan would be very positive. Feedback from the community consultations have highlighted that there is a strong community spirit in Tilbury but that local residents feel let down by the quality and choice of services available to them locally. These proposals would bring new uses into the centre of Tilbury creating a viable centre for community activity and giving local residents a place to be proud of.

## 7. Implications

### 7.1 Financial

Implications verified by: **Laura Last**  
**Senior Finance Officer**

This report does not request any financial support at this stage. It is appropriate to use existing staff time to continue to develop the Tilbury proposals coming out of the Implementation Plan and the Purfleet proposals linked to the Purfleet Centre project. Further reports will be submitted detailing full financial implications as and when business cases are developed for each project.

### 7.2 Legal

Implications verified by: **Vivien Williams**  
**Planning & Regeneration Solicitor**

There are no legal implications arising out of this report.

### 7.3 Diversity and Equality

Implications verified by: **Natalie Warren**  
**Community Development and Equalities Manager**

The consultation process was designed to be as inclusive as possible. Diversity monitoring information was collected and the results will be contained within the Implementation Plan report.

As projects from the Implementation Plan and wider regeneration programme come forward further equalities assessments will be undertaken as appropriate.

7.4 **Other implications** (where significant) – i.e. Staff, Health, Sustainability, Crime and Disorder)  
Health

The proposals for a Health Hubs have the potential to dramatically reduce health inequalities faced in Tilbury and Purfleet in particular but will also improve health outcomes for residents from across the borough. These positive impacts will be described more fully in future reports as business cases are confirmed.

8. **Background papers used in preparing the report**

- The Vision for Tilbury, Report to Cabinet, 11 December 2013  
<http://democracy.thurrock.gov.uk/Data/Cabinet/201312111900/Agenda/14179%20-%2020146.pdf>

9. **Appendices to the report**

- Appendix 1 – Plans of the Masterplan Options

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