

### BROMSGROVE DISTRICT COUNCIL MEETING OF THE CABINET

WEDNESDAY 1ST JUNE 2011, AT 6.00 P.M.

THE COUNCIL HOUSE, BURCOT LANE, BROMSGROVE

### **SUPPLEMENTARY DOCUMENTATION**

The attached papers were tabled at the meeting as an additional item to be added to the Agenda previously distributed relating to the above mentioned meeting.

12. Artrix Right of Way Update (Pages 1 - 18)

K. DICKS
Chief Executive

The Council House Burcot Lane BROMSGROVE Worcestershire B60 1AA

3rd June 2011



CABINET 01 June 2011

### ARTRIX RIGHT OF WAY-UPDATE REPORT

Relevant Portfolio Holder	Councillor M. Bullivant	
Relevant Head of Service	Claire Felton – Head of Legal,	
	Equalities and Democratic Services	
Non-Key Decision		

### 1. SUMMARY OF PROPOSALS

- 1.1 The purpose of this report is to update Members in relation to the proposed development by the police of land owned by New College at Slideslow Drive for the purposes of building a new combined police and fire station.
- 1.2 This matter was last considered by Cabinet on 08 September 2010. At that stage the Bromsgrove Arts Development Trust (referred to as the Holding Trust for the purposes of this report) had become involved as the police required an additional egress route for emergency vehicles to be constructed which it was proposed would pass over land forming part of the car park of the Artrix. Members will recall that the land in question falls under the control of the Holding Trust and that ownership of the registered title at the Land Registry is in the name of Bromsgrove District Council who act as the bare trustees on behalf of the Holding Trust. The land is subject to a lease between Bromsgrove District Council (as bare Trustee), the Holding Trust (as Lessor) and the Bromsgrove Arts Centre Trust (referred to as the Operating Trust) (as Lessee) granted in 2003.
- 1.3 At the meeting on 08 September Cabinet in it's capacity as bare trustee agreed to the request of the Holding Trust to grant an easement. A number of conditions were attached and a copy of the relevant minute is attached at Appendix 1. Since that meeting there have been a number of changes to the proposal the most significant being that the proposed route of the access way has changed and that the police have now offered to purchase the land from the Holding Trust. The Holding Trust met to consider the latest proposals on 25 May 2011 and Cabinet are now asked to consider and implement the recommendations made by the Holding Trust.

### 2. RECOMMENDATIONS

- 2.1 Cabinet members are asked to consider and take the necessary steps in their capacity as Bare Trustees, to implement the request from Bromsgrove Arts Development Trust (known as the Holding Trust):-
- 2.1.1 To sell the land coloured red on the plan at Appendix 2 to West Mercia Police for the sum of £8250 subject to the following conditions;

CABINET 01 June 2011

1. That written confirmation is received from the Operating Trust confirming it's agreement to the revised egress;

- 2. That the egress is only used for emergency vehicles;
- 3. That emergency vehicles may exit onto School Drive for the egress but may not use the egress to re-enter the police/fire station;
- 4. That signs are erected by the police to warn members of the public and pedestrians of the egress;
- 5. That police sirens are not used by emergency vehicles when exiting from the police/ fire station on the egress road;
- 6. That the matters referred to above be secured either as part of the legal documents for the transfer or by way of a separate legal agreement between the Holding Trust and West Mercia Police;
- 7. That West Mercia Police agree to undertake to pay all the costs reasonably incurred in connection with the preparation, negotiation and completion of all legal documentation.
- 2.1.2 To release NEW College and their successors in title from the covenant in the 2003 Transfer Deed under which the college is currently required to provide 20 overspill parking places.
- 2.2 If the Cabinet is minded to agree to the above;
  - 1. That authority is delegated to the Head of Legal, Equalities and Democratic Services in consultation with the Portfolio Holder and the Director of Finance and Corporate Resources to:-
    - (a) Agree the terms of the sale of the land to West Mercia Police and that this should incorporate the conditional elements detailed above: and
    - (b) Approve and implement any associated legal documents relating to the sale of the land and variation of the lease between BDC, the Holding Trust and the Operating Trust.
    - (c) Approve and implement any associated legal documents relating to the release of the covenant in the 2003 Transfer Deed as to overspill parking places.

CABINET 01 June 2011

### 3. BACKGROUND

3.1 In 2003 the Arts Development Trust (known as the Artrix Holding Trust) was created to hold the freehold of the land on which the Artrix sits. The land was registered in the name of Bromsgrove District Council as Bare Trustee for the Holding Trust. A lease was entered into between Bromsgrove District Council as bare trustee, The Holding Trust (as lessor) and the Bromsgrove Arts Centre Trust (known as the Operating Trust) (as lessee) in 2003 at a peppercorn rent.

3.2 In 2010 the Police and Fire and Rescue Service approached both the Operating Trust and Holding Trust with proposals to build a new purpose built combined police and fire station on land currently owned by New College at Slideslow Drive. As part of the proposal an additional egress for emergency vehicles was needed which it was proposed by the police would be built over land forming part of the Artrix car park. The police requested the granting of an easement over the land. The Operating Trust and the Holding Trust both consented to this arrangement subject to various conditions being complied with. The Cabinet in it's role as bare trustee agreed to the proposal and gave delegated authority to the Head of Legal, Equalities and Democratic Services to agree the terms of the easement and implement the associated legal documents for the easement and the variation of the lease of the Operating Trust. The full details of what was agreed by Cabinet on 08 September 2010 are set out in the Minutes at Appendix 1.

### 4. KEY ISSUES

4.1 Since the Cabinet meeting on 08 September 2010 it has been established that the body who will be making the planning application and building the new combined police and fire station will be the police. They will then enter into an agreement for the fire and rescue service to use the building. As to the location and design of the egress, a number of changes have been proposed by the police. As referred to above, originally the access way was to pass over the Artrix car park and share the same exit onto School Drive. This led to a number of concerns as to the dual use of the land in question as both an access way and a car park. However, the proposed position of the road has now changed significantly. A copy of the final plan is attached at Appendix 2. This shows that the access way has been moved a short distance away from it's previous position and will now be an entirely separate road not passing over any part of the Artrix car park. The access way will have it's own exit onto

CABINET 01 June 2011

School Drive. A portion of the access way does still pass over land owned by the Artrix and this is shown as the area coloured red on the plan.

- 4.2 Under the previous arrangements the only option for trustees to consider was the granting of an easement, in other words giving permission for the police and fire service vehicles to pass over the land in question. However, after the latest drawings were received discussions took place as to whether as an alternative the police might wish to buy the land and an independent valuation was obtained. The valuer assessed that the valuation would be the same amount for either a sale or the granting of an easement and he recommended a valuation of £8250.
- 4.3 With regard to the additional conditions it was reported to the Holding Trustees when they met on 25 May that these points have now been addressed by the police and will form part of the Planning Application. The update provided by the police for the Holding Trust was as follows:-

### Police and Fire Station Development - Update

- The pre-application meeting showed that the measures previously requested by the Artrix Operating Trust have been incorporated into the planning application.
   To include:
- 1. Station egress by the Artrix to be of a 'low-noise' construct
- 2. Physical barriers to prevent entry to the Blue-Light Campus from School Drive
- 3. Reconstructed or resurfaced pavement adjacent to the North Bromsgrove High School (Full scope of works to be agreed with Worcestershire County Council)
- 4. Resurfaced pavement opposite North Bromsgrove High School (Full scope of works to be agreed with Worcestershire County Council)
- 5. Improved lighting on School Drive where new egress route is to be situated adjacent to the Artrix entrance / Blue-Light egress / Footpath to Shenstone Close
- The playing field will be remain unchanged with improvements to drainage and playing surface

CABINET 01 June 2011

• The application also shows the emergency egress has moved further away from the Artrix than anticipated and now bypasses the car park to the front of the Artrix. Only a small area of grassed land belonging to the Artrix is now required.

In terms of timing the police advise that the planning application is now expected to be submitted in July 2011 to allow time for public consultation. Members will recall that the measures listed at 1 to 5 above were going to be included as extra conditions to be attached the easement. As can be seen, these points are now going to be addressed in any event as part of the planning application. It will be open to the Local Planning Authority to impose conditions on the planning permission as to the construction material to be used. The highway improvements at 3 to 5 would usually be included in a section 106 agreement.

- 4.4 Prior to the meeting of the Holding Trust an offer was received from the police to purchase the land for the valuation of £8250. At the meeting the Trustees decided to accept the offer and proceed on the basis of a sale instead of the granting of an easement. The trustees reviewed the terms of the previous agreement with the police and decided to delete certain requirements which no longer apply under the new proposal. The wording set out below summarises the decision taken to proceed by way of a sale rather than an easement:-
  - 1. Subject to written confirmation from the Operating Trust (BACT) of it's agreement to the revised egress, that the Holding Trust agrees to make a recommendation to the Council to sell in place of granting an easement over the land referred to in the valuation report dated 09 May 2011 to West Mercia Police for the sum of £8250 subject to the following conditions:-
  - a) That the egress is only used for emergency vehicles;
  - b) That emergency vehicles may exit onto School Drive from the egress but may not use the egress to re-enter the police/fire station;
  - c) That signs are erected by the police to warn members of the public and pedestrians of the egress;
  - d) That police sirens are not used by emergency vehicles when exiting from the police/ fire station on the egress road:
  - e) That the matters referred to above be secured either as part of the legal documents for the transfer or by way of a separate legal agreement between the Holding Trust and West Mercia Police.

CABINET 01 June 2011

2. That the Council as owners of the land and as bare trustees on behalf of the Holding Trust accept a recommendation to proceed with the sale as soon as possible and that the decision of the Holding Trust be reported as an urgent item to Cabinet on 01 June 2011.

- 3. That all costs associated with the sale be paid by West Mercia Police in connection with the preparation, negotiation and completion of all legal documents.
- 4. That the proceeds of sale are applied towards the purchase of a Digital sound system by the Operating Trust (BACT), given there is no mandate to hold the proceeds.
- 5. That the Council accept a recommendation to take the necessary steps on behalf of the Holding Trust for the college and their successors in title to be released from the covenant in the 2003 Transfer Deed under which they are currently required to provide 20 overspill parking places.
- 4.5 Accordingly, Cabinet is now asked to consider the outcome of the Holding Trust meeting on 25 May and implement the steps required to enable the sale of the land and associated legal transactions to go ahead.

### 5. FINANCIAL IMPLICATIONS

5.1 The value of the land has been assessed as £8250 which the police have agreed to pay. These funds will be transferred to the Operating Trust as referred to above. The legal costs relating to the transfer of the land are to be met by the police.

### 6. LEGAL IMPLICATIONS

6.1 If the Cabinet, acting as bare trustee, is minded to approve the Police proposal this will be subject to the grant of planning permission and Planning Committee will need to agree and authorise that. Bromsgrove District Council who is the bare trustee on behalf of the Bromsgrove Arts Development Trust (the Holding Trust) but title owners will need to transfer confer the land to the Police. The existing Lease of the land will have to be varied to reflect that part of the land will have been sold to the police. It may be that a Variation or Surrender and Re-grant of the Lease may be appropriate. This will need to be discussed further between the Council and the Operating Trust.

CABINET 01 June 2011

6.2 There may be other documents that will have to be drafted and signed. West Mercia Police has agreed to pay all reasonable costs implementing the legal changes that are required.

- 6.3 Where there is a bare trust, a trustee has no discretion over the assets held in trust and no active duties to perform. The Trustee must simply follow the instructions of the beneficiary in relation to the assets held in trust. However, they are obliged to act upon the instructions of the trust instrument. Set out below is the relevant extract from the declaration of trust document for the Holding Trust stating what the objects of the trust are.
- 2.1 To advance education in and increase appreciation and understanding of all forms of the arts amongst members of the public including (without limitation) the arts of drama, dance, music and performance and visual arts generally in particular but without limitation:-
- 2.1.1 by presenting, producing, organising or promoting or procuring to be presented, produced, organised or promoted either alone or with others performances of music, drama, dance or any other form of arts:
- 2.1.2 by providing organising or promoting classes and courses in drama, music, painting or any other form of the arts.
- 2.2 To provide or assist in the provision of facilities for recreation or other leisure-time occupation with the object of improving the conditions of life for members of the public in the interests of social welfare.
- 6.4 Although bare trustees have no active duties to perform they must still comply with the fiduciary duties owed by all trustees as well as with the general duty of skill and care owed by trustees.
- 6.5 As bare trustee the Council owe a common law duty of care to the Arts Development Trust, which basically means that they "must take all those reasonable precautions which a prudent man of business would take in managing similar affairs of his own."
- 6.6 Trustees also have fiduciary duties, which can be summarised as follows:
  - To act in good faith and with undivided loyalty to their beneficiary;
  - Not to make a profit from their position as a trustee;

CABINET 01 June 2011

- Not to place themselves in a position where their own interests conflict with their duties as a trustee; and
- Not to act to their own advantage or to the advantage of a third party without the fully informed consent of the beneficiary.
- 6.7 Of particular relevance in the current situation will be the duty to obtain the fully informed consent of the beneficiary. It is understood that in this case the consent of the Arts Development Trust to the granting of the easement has been obtained and so this duty seems to have been complied with provided that their consent is "fully informed" although it would be necessary for this fact to be ascertained in writing before proceeding with the sale. There are also certain requirements imposed under the Charities Act. However, in this case these have been addressed by the Holding Trust having obtained and considered a valuation report.

### 7. POLICY IMPLICATIONS

7.1 There are none directly associated with this report

### 8. COUNCIL OBJECTIVES

8.1 This section of the report is used to set out the relevant Council Objectives which would apply to the decision being taken. Members are asked to note that in this instance they are taking the decision as bare trustee and accordingly the relevant factors are those set out in paragraph 6.3 of the report. It is these matters that members must have regard to as opposed to the Council objectives.

### 9. RISK MANAGEMENT INCLUDING HEALTH & SAFETY CONSIDERATIONS

9.1 The risks associated with this report are in relation to the Council in its capacity as Bare Trustee which are set out above in the main body of the report.

### 10. CUSTOMER IMPLICATIONS

10.1 There are none directly associated with this report

### 11. EQUALITIES AND DIVERSITY IMPLICATIONS

11.1 There are none directly associated with this report

CABINET 01 June 2011

### 12. <u>VALUE FOR MONEY IMPLICATIONS, PROCUREMENT AND ASSET MANAGEMENT</u>

12.1 There are none directly associated with this report

### 13. CLIMATE CHANGE, CARBON IMPLICATIONS AND BIODIVERSITY

13.1 Modern buildings are much more efficient to run than old buildings and the rationalisation of 2 stations into one will reduce the ongoing carbon footprint of both services in Bromsgrove

### 14. HUMAN RESOURCES IMPLICATIONS

14.1 There are none directly associated with this report

### 15. GOVERNANCE/PERFORMANCE MANAGEMENT IMPLICATIONS

15.1 There are none directly associated with this report

### 16. <u>COMMUNITY SAFETY IMPLICATIONS INCLUDING SECTION 17 OF</u> <u>CRIME AND DISORDER ACT 1998</u>

16.1 There are none directly associated with this report

### 17. HEALTH INEQUALITIES IMPLICATIONS

17.1 There are none directly associated with this report

### 18. <u>LESSONS LEARNT</u>

18.1 There are none directly associated with this report

### 19. COMMUNITY AND STAKEHOLDER ENGAGEMENT

19.1 There are none directly associated with this report

### 20. OTHERS CONSULTED ON THE REPORT

Portfolio Holder	Yes
Chief Executive	Yes
Executive Director (S151 Officer)	Yes

CABINET 01 June 2011

Executive Director – Leisure, Cultural, Environmental and Community Services	Yes
Executive Director – Planning & Regeneration, Regulatory and Housing Services	No
Director of Policy, Performance and Partnerships	No
Head of Service	Yes
Head of Resources	Yes
Head of Legal, Equalities & Democratic Services	Yes
Corporate Procurement Team	No

### 21. WARDS AFFECTED

St Johns

### 22. APPENDICES

Appendix 1 Minute of Cabinet on 08 September 2010

Appendix 2 Plan of Revised egress

### 23. BACKGROUND PAPERS

• Cabinet report on Artrix Right of Way dated 08 September 2010

• Minutes of the Artrix Holding Trust and Operating Trust

### **AUTHOR OF REPORT**

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## MEETING OF THE CABINET

# WEDNESDAY, 8TH SEPTEMBER 2010, AT 4.00 P.M.

PRESENT: Councillors R. Hollingworth (Chairman), G. N. Denaro (Vice-Chairman), Mrs. J. Dyer M.B.E. and Mrs. M. A. Sherrey JP

Mrs. A. Scarce and Ms. R. Cole. Officers: Mr. K. Dicks, Ms. J. Pickering, Mrs. C. Felton, Mr. J. Godwin,

### 46/09 **APOLOGIES FOR ABSENCE**

An apology for absence was received from Councillor Dr. D. W. P. Booth JP.

## 47/09 **DECLARATIONS OF INTEREST**

(Artrix Right of Way) as a Member of the Arts Centre Operating Trust. Councillor Mrs. M. A. Sherrey declared a personal interest in agenda item 11

personal interest in agenda item 11 (Artrix Right of Way) as Members of the Councillors G. N. Denaro, Mrs J. Dyer M. B. E. and R. Hollingworth declared a Arts Centre Holding Trust.

### 48/09 MINUTES

submitted. The minutes of the meeting of the Cabinet held on 4th August 2010 were

**RESOLVED** that the minutes be confirmed as a correct record

## 49/09 JOINT OVERVIEW AND SCRUTINY BOARD

The minutes of the meeting of the Joint Overview and Scrutiny Board held on 22nd July 2010 were submitted.

**RESOLVED** that the minutes be noted

### 50/09 **OVERVIEW BOARD**

were submitted The minutes of the meeting of the Overview Board held on 27th July 2010

### RESOLVED:

(a) that the minutes be noted;

- **(b)** development of the new Older Persons Strategy and the Planning Peer relating to officer representation on the countywide groups shaping that the recommendations contained at Minute Nos. 16/10 and 17/10 Review respectively be approved; and
- <u>(c)</u> Steering Group on a regular basis Democratic Services would be updating the Board on the work of the approved, but that it be noted that the Head of Legal, Group being invited to become involved in the Steering Group be not approved, but that it be noted that the Head of Legal, Equalities and that the recommendation contained at Minute No 19/10 relating to a member of the Community Involvement in Local Democracy Task

## 51/09 SHARED SERVICES BOARD

2010 were submitted The minutes of the meeting of the Shared Services Board held on 19th August

**RESOLVED** that the minutes be noted.

# 52/09 **EQUALITY AND DIVERSITY FORUM**

June 2010 were submitted The minutes of the meeting of the Equality and Diversity Forum held on 10th

**RESOLVED** that the minutes be noted.

### 53/09 MEMBERS ON ANY RECENT MEETINGS ATTENDED IN AN EX-OFFICIO CAPACITY VERBAL UPDATES FROM I LEADER AND/OR OTHER CABINET

many of the issues covered were very relevant to the Bromsgrove District. Planning Summer School in York which had proved to be very worthwhile as Councillor Mrs. J. Dyer M.B.E. reported on her recent attendance at the

potential Local Enterprise Partnership at regional level. The Leader reported on discussions which had taken place regarding 9

## 54/09 JOINT MEETING OF THE LOCAL DEVELOPMI WORKING PARTY AND THE PLANNING COMMITTEE DEVELOPMENT FRAMEWORK

submitted. Working Party and the Planning Committee held on 24th August 2010 were The minutes of the Joint meeting of the Local Development Framework

### RESOLVED:

- (a) that the minutes be noted; and
- Spatial Planning Services Peer Review and Action Plan be approved. that the recommendation contained at Minute No 4/09 relating to the

## 55/09 SPATIAL PLANNING SERVICES - PEER REVIEW ACTION PLAN

the Spatial Planning Peer Review and the Action Pl produced to address the issues referred to in the Review. Further to discussion on the previous item, the Cabinet considered a report on the Spatial Planning Peer Review and the Action Plan which had been

Members were pleased to note that the Action Plan was assisting the Head of further improve the Service. Planning and Regeneration together with other officers and Members to

Action Plan be endorsed. RESOLVED that the Spatial Planning Peer Review be noted and that the

## 56/09 ARTRIX - RIGHT OF WAY

part of the car park to the Artrix. This would form part of an additional access permission for emergency service vehicles to have passage over land forming Mercia Police and the Hereford and Worcester Fire and Rescue Service to the Bromsgrove Arts Development Trust (known as the Holding Trust) for The Cabinet considered a report relating to a request made by the West

Bromsgrove Arts Development Holding Trust with the title ownership registered at the Land Registry in the name of Bromsgrove District Council (who act as the Bare Trustees). It was reported that the land in question was under the title ownership control of the

It was noted that as Bare Trustees Members were being asked to consider the easement to the Police and Fire and Rescue Service. the Holding Trust to grant a right of way by way of a legal

In their capacity as Bare Trustees it was

### RESOLVED:

(a)

- the Holding Trust) to grant a right of way by Deed of Easement to West that the request from Bromsgrove Arts Development Trust (known as Service in perpetuity be approved subject to the following conditions: Mercia Constabulary and Hereford and Worcester Fire and Rescue
- the receipt of a formal letter from the Operating Trust confirming that they have no objection to the proposed access;
- 2 Artrix Car Park as a form of access to the site (the Car Park is demarcated in blue on the drawing attached at appendix 1 to this that the access be restricted to the extent that vehicles will only easement will ensure a complete prohibition of the use of the to obtain egress onto School Drive and
- ယ drainage provisions required by the works, or in order to facilitate that the easement be subject to a condition that all appropriate the works or resulting from the works are enabled across the

of this work is met by the Police and Fire and rescue service; Artrix Car Park to the satisfaction of the Council and that the cost

- 4 that the Police and Fire and Rescue Service agree to maintain satisfaction of the Council; and repair the access way over the Artrix Car Park
- 5 from the Artrix car park and there is a complete prohibition of any the restrictions are adhered to and that a suitable mechanism is introduced to ensure that all vehicular traffic can only egress of the access way in accordance with the above and that they that the Police access from School Drive; ensure that appropriate mechanisms are in place to ensure that production and display of appropriate signage restricting the use and Fire and Rescue Service agree
- <u></u> that the Police and Fire and Rescue Service agree to engage that the route is constructed in a way that will mitigate any civil/structural engineers to detail the design and specification of the access route in consultation with the Holding Trust to ensure vibration that may be caused by the use of fire engines;
- the avoidance of doubt may also include other matters that and outlined in section 4.12 of this report) takes place to the upgrade to the pedestrian access in School Drive as proposed Mercia Police and Hereford and Worcester Fire and Rescue and complete a separate legal agreement between the that the Police and Fire and Rescue Service agree to enter into limit as a right over property; and cannot be legally covered within a Deed of Easement due to its reasonable satisfaction of the Holding Trust. (jointly) and with the Holding Trust to This agreement for ensure the
- $\infty$ that the West Mercia Police and Hereford and Worcester Fire negotiation and completion of all legal documentation. costs reasonably incurred in connection with the preparation, and Rescue Service jointly agree to undertake to pay all the
- **D** that authority be delegated to the Head of Legal, Equalities and Resources and the Portfolio Holder to: Democratic Services 3 consultation with the Executive Director
- \_ detailed in (a) above; and agree the terms of the easement to the Police and Fire and Rescue Service to incorporate the conditional elements
- 2 the lease between Bromsgrove District Council, the Holding relating to the establishment of the easement and variation of Trust and the Operating Trust. and implement any associated legal documents

# 57/09 LOCAL GOVERNMENT ACT 1972

the item of business the subject of the following minute on the grounds that it involves the likely disclosure of "Exempt Information" as defined in part 1 of amended, the public be excluded from the meeting during the consideration of RESOLVED that under Section 100 I of the Local Government Act 1972, as

### <u>Cabinet</u> 8th September 2010

schedule 12A to the Act, as amended, the relevant part being as set out below and that it is in the public interest to do so.

Minute No. 58/10

Paragraphs
1 and 4

## 58/09 SHARED SERVICES BOARD

The confidential minutes of the Shared Service Board held on 19th August 2010 were submitted.

**RESOLVED** that the minutes be noted.

The meeting closed at 4.42 p.m.

Chairman

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