



The Regal Centre Wallingford

Project Strategy Report - **Executive Summary Extract**

ADP Oxford | September 2024 | 002024 ADP-XX-XX-RP-A-1002 S2 P1



Carter Jonas

Executive Summary

01 Executive Summary
Brief Development & Site Strategy

Key Criteria

The following criteria and options were discussed with WTC at a project kick-off meeting in July. This formed the lens by which this strategic site report would assess the possibilities for the Regal Centre site.


- + Final report will present a matrix of options for assessment by the council.
- + The regal is a landlocked building. There are access issues with regards to varying rights over the car park to the rear and limited access form St Martins Street.
- + The community is reaching out for space to be provided by the Council
- + Understand the use of the space will be critical and the practical and financial implications. Community hall/ multipurpose offices for the town council is desired. Flat floor adaptable space use could include:
 - Meeting spaces for office/ hire
 - Police room/ office.
 - Space for toddler/ community groups
 - New council offices to move out of current premises (Castle St) – space for 10 people
 - Wedding use not deemed suitable due to licensing/ limited return and noise issues in a residential area
 - Tourist Information could be moved from town hall
 - No requirement for a cinema space
 - Sports facilities have now been catered for elsewhere. i.e. no badminton as 2019 brief
 - No. 9 St Martins should be considered in the brief to give prominence/ access from street and free up options behind. Flying freehold to no.10 is an issue. Income stream from no.9 to be considered by WTC.
- + Wallingford Council own car park. Agreements with Beechcroft and SODC to be clarified as constraints
- + Town hall refurbishment – DDA compliance is a significant issue and preventing and losing the Council bookings. Project is separate but impacts on space use and income revenue
- + Matrix to consider; options where a third party is approached or Wallingford Council proceed by themselves. 500k of S106 money is available to spend on the Regal centre project
- + A refurb or new build approach with and without residential development considered.

The following 7 Scenarios were selected for testing


1. Sell Site
2. Refurb Existing Regal Centre
3. New Build - New Footprint + Community Garden - Mixed Use
4. New Build - Separate Blocks Maximise Site - Mixed Use
5. New Build - Replace Existing Footprint Option 01 (Community Terrace) Mixed Use
6. New Build - Replace Existing Footprint - Mixed Use (Beechcroft Preferred Option)
7. New Build - 2019 Scheme Community Only

STRATEGIC SITE STRATEGY OPTIONS - EXPLORED

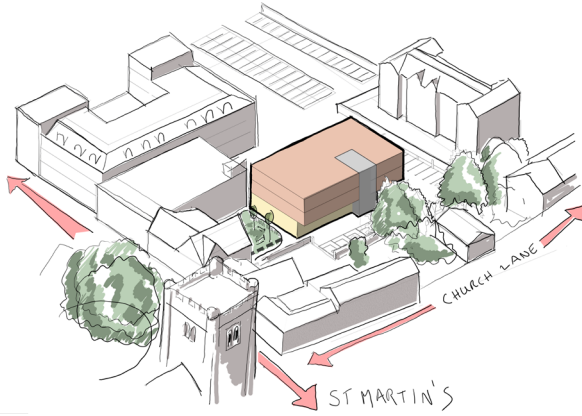
1 Sell Site



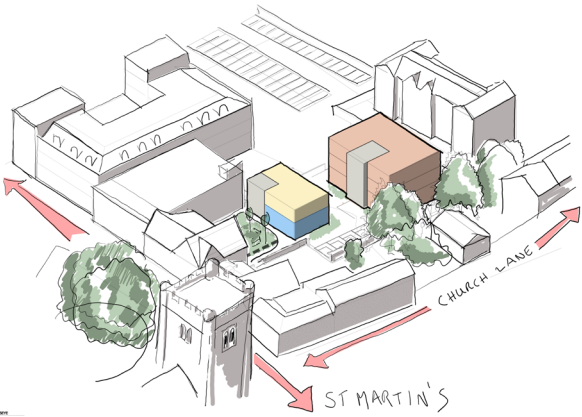
2 Refurb



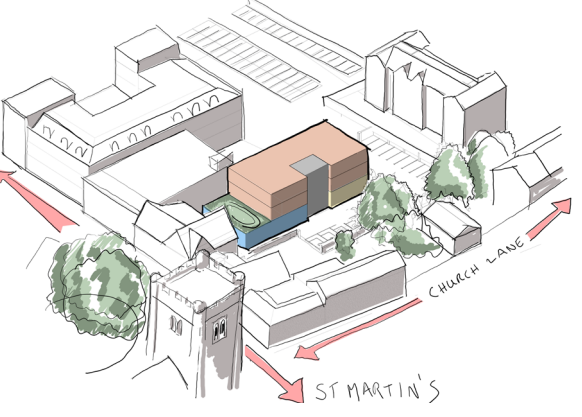
3 New Build - New Footprint + Community Garden - Mixed Use



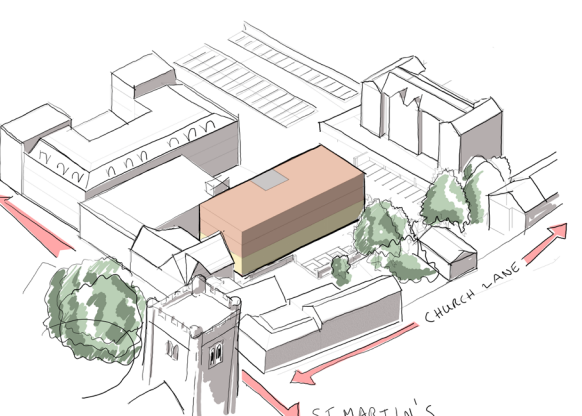
4 New Build - Separate Blocks Maximise Site - Mixed Use



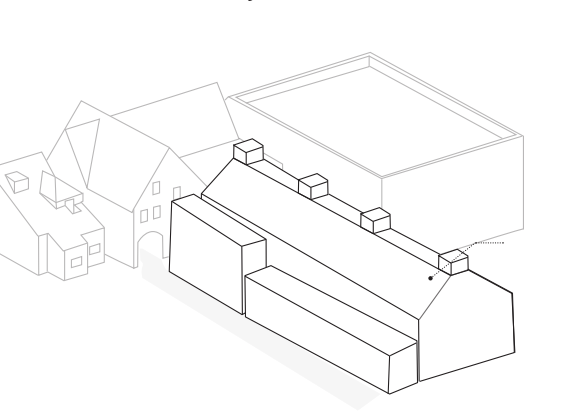
5 New Build - Replace Existing Footprint Option 01 (Community Terrace) Mixed Use



6 New Build - Replace Existing Footprint Option 02 - Mixed Use



7 New Build - 2019 Scheme Community Only



01 Executive Summary

Scoring Matrix

														Scoring Matrix (1 = poor, 5 = good). Even Weighting							
Option	Item	Feasibility Reference	Sub Category	Description	Architectural Offer (cost plan includes finishes for all options)	Planning Implication	Planning Risk	Legal/ Access	Benchmark to establish level of quality and type of finish offered and design guidelines	Financial Viability	SBE Toolkit	M+E Strategy	Structural Implication	Planning Risk	Financial Viability	Deliverability (logistics)	Community Benefit/ Sustainability/ Design	Legal/ Access	Average	Ranking	Additional Comments
Sell	1	Sell Site	Capital Receipt	Sale of site to third party	n/a	Sale would be likely to be on a subject to planning basis (assuming sale to residential developer)	Key risk areas: loss of community use, conservation area, building height, loss of car parking spaces.	Rear of site has no legal right of access, so unlikely to be attractive to a buyer	n/a	Pure residential likely to be viable but not deliverable.	Value unknown - likely resi	n/a	n/a	5	1	1	1	1	1.8	7	
Refurbishment	2	Refurb (Do Min)	Community/ Office	Refurbishment of the existing building utilising \$106 money to improve the existing fabric of the building and basic facilities	Community hall matching scale of existing regal centre + small office spaces and kitchen refurb	Minimal planning risk as would be welcomed by planning authority	Minimal planning risk as would be welcomed by planning authority	Vehicular access rights only exist from St Martin's Street. Difficult to carry out works, but not impossible.	Limited by budget	circa £500K (\$106)	Revitalise community space but benefits are limited by limited scope of works/ costs to be truly impactful. Future renovation pushed down the road. Embodied carbon reduced through retention of existing structure. Operational energy demands likely to remain high	Full overhaul unrealistic in budget. Improvement to be explored but will be limited to \$106 budget	Existing structural integrity has been questioned. Works to make good	5	4	2	1	2	2.8	1	Financially viable with \$106 funds but will limit scope of works and end result.
New Build	3	New Build - New Footprint + Community Garden - Mixed Use	Mixed Use - Residential/ Community/ Office/ landscape	Demolition of Regal Centre and new mixed use build to provide new community courtyard connecting to ground floor community and office use	1 storey of community/ office space. 2/3 storey's of residential	Development outside of footprint of Regal Centre. 3rd storey to be tested with regards to local views and conservation risks. Rol. to be tested with adjacent Beechcroft homes. Some parking loss	Vehicular access rights only exist from St Martin's Street. This would limit physical works and severely impact saleability of both development opportunity and finished apartments.	National Design Guide. Housing Design Standards LPG	Not viable with 50% affordable housing, or reduced affordable housing from VBC. Could be viable if 100% market housing. Sale and leaseback arrangement could generate additional funds that could be used to fit out new community centre	New community garden allows for a legible connection to St Martin's Street and provides the opportunity for new public realm	New MEP system. Low carbon technology - ASHP/PV, MVHR system with new build	New build design. Concrete frame	4	3	1	5	1	2.8	1		
	4	New Build - Separate Blocks Maximise Site - Mixed Use	Community, Office, Resi	Demolition of Regal Centre and development of 2 new builds; a new three storey residential development and surrounding landscape with a two storey new build community hall and office building	2 storey of community/ office space. 3 storey's of residential	Development outside of footprint of Regal Centre. Residential block in close proximity to residential to west of site may be challenged. Community centre and courtyard can be sensitive to conservation area and provide a public benefit of internal and external space. Significant parking loss	Some risk from the loss of the building, mitigated by replacement. Key risks are conservation area considerations, massing and building height and loss / allocation of car parking. Planning policy likely to require 50% affordable housing, although vacant building credit and viability could reduce this.	Vehicular access rights only exist from St Martin's Street. This would limit physical works and severely impact saleability of both development opportunity and finished apartments.	National Design Guide. Housing Design Standards LPG Burford scheme precedent	Not viable with 50% affordable housing. Could be viable if 100% market housing using VBC	New community garden allows for a legible connection to St Martin's Street and provides the opportunity for new public realm. Legible and council owned community building distinctly separate with opportunities for natural ventilation and low carbon design	New MEP system. Low carbon technology - ASHP/PV, MVHR system with new build	New build design. Concrete/steel frame as appropriate to the two new buildings	2	2	1	5	1	2.2	5	
	5	New Build - Replace Existing Footprint Option 01 (Community Terrace) Mixed Use	Mixed Use - Residential/ Community/ Office	Demolition of Regal Centre and development; a new 3/4 storey mixed use development with community/ office use to the ground floor and a residential development above. Development restricted to regal centre footprint. Roof terrace to maximise value of western resi units	1 storey of community/ office space. 2/3 storey's of residential	Development within footprint of Regal Centre minimise planning risks and considerations. 3rd storey resi (4th floor) to be tested with regards to local views and conservation risks.	Some risk from the loss of the building, mitigated by replacement. Key risks are conservation area considerations, building height and loss / allocation of car parking. Planning policy likely to require 50% affordable housing, although vacant building credit and viability could reduce this.	Vehicular access rights only exist from St Martin's Street. This would limit physical works and severely impact saleability of both development opportunity and finished apartments.	National Design Guide. Housing Design Standards LPG	Not viable even at 100% private housing	New build development with GF office/community use - limited legibility to better connect spaces to St Martin's Street improve relationship to surrounding buildings. maintaining. Opportunity for roof garden - biodiversity improvements.	New MEP system. Low carbon technology - ASHP/PV, MVHR system with new build	New build design. Concrete frame	4	1	1	3	1	2	6	
	6	New Build - Replace Existing Footprint Option 02 - Mixed Use	Mixed Use - Resi	Demolition of Regal Centre and development; a new 3/4 storey mixed use development with community/ office use to the ground floor and a residential development above. Development restricted to regal centre footprint.	1 storey of community/ office space. 2/3 storey's of residential	Development within footprint of Regal Centre minimises planning risks and considerations. 3rd storey resi (4th floor) to be tested with regards to local views and conservation risks.	Some risk from the loss of the building, mitigated by replacement. Key risks are conservation area considerations, building height and loss / allocation of car parking. Planning policy likely to require 50% affordable housing, although vacant building credit and viability could reduce this. This might be difficult to achieve with arrangement of flats to east of site where overshadowed by existing buildings	Vehicular access rights currently only exist from St Martin's Street. This would limit physical works and severely impact saleability of both development opportunity and finished apartments. However, collaboration with Beechcroft could help to unlock this.	Beechcroft resi unit space standards for later life living. Larger units	Financially viable if no affordable housing. Sale and leaseback arrangement could generate additional funds that could be put into fitting out a community centre.	New build development with GF office/community use - limited legibility to better connect spaces to St Martin's Street improve relationship to surrounding buildings. maintaining. Opportunity for roof garden - biodiversity improvements. Poor quality apartments to east with limited opportunities for natural daylight	New MEP system. Low carbon technology - ASHP/PV, MVHR system with new build	New build design. Concrete frame	3	4	2	2	2	2.6	3	
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01 Executive Summary
Financial Evaluation of Options

To evaluate the financial viability of each of the options, we have used a residual land value approach. This is an industry standard methodology for evaluating development schemes, and the stages are defined by the RICS as follows:

1. Establish the development or redevelopment/ refurbishment potential within the market for that parcel of real estate in that location (in this case community and residential use)
2. Assess the value of the completed scheme (known as the Gross Development Value or GDV)
3. Assess all the development costs (including professional fees), including an amount for normal profit, allowing for risks and timing of the project, and for the finance costs and interest charges on the capital (money) needed to fund the whole of the scheme.
4. Deduct the costs from value to arrive at an estimate of the land value (known as the Residual Land Value or RLV).

In carrying out these evaluations, we have assumed that Vacant Building Credit (as outlined in the planning section) is applied, reducing the requirement for affordable housing, and that any remaining requirement can be removed altogether on the basis of Financial Viability.

We note that such an approach (no affordable housing) may be of concern to the community, however as it increases the financial return from any residential units, it provides the best chance of achieving WTC’s core objective, as agreed at the March 2024 Council Meeting, being to “retain this particular community space and look to redevelop the site in partnership with a third party to create a multi-function space, including community hall.”

Other assumptions within our calculations have been made in line with development industry norms.

The Residual Land Value (RLV) provides a measure of the financial viability of any given scheme. A positive land value

indicates that the scheme is viable and that a developer in the open market would consider that the scheme was worth pursuing.

The core options have been evaluated using this methodology assuming a traditional approach, that a developer takes on the site with a view to generating a profit from a mixed use scheme (residential and community). Using this approach none of the schemes produce a positive land value, i.e. none would be attractive to a developer in the open market. This is essentially due to the fact that the cost of providing a community space (which generates no profit) outweighs the financial return from the residential development. Of the schemes considered, creating a single block of residential and community space on the existing footprint of the Regal Centre produces the most significant deficit.

However, we have then considered a “Sale and Leaseback” arrangement: in this arrangement, the site is “sold” to a developer with a long lease back of a community space to the Council on a peppercorn (i.e. nil) rent. The initial sale does not generate a financial receipt to the Council – instead the Council will receive a community centre at no cost to them.

Modelling this scenario indicates that two of the schemes could be financially viable. We summarise the position in the table below, using a Red Amber Green indicator of viability:

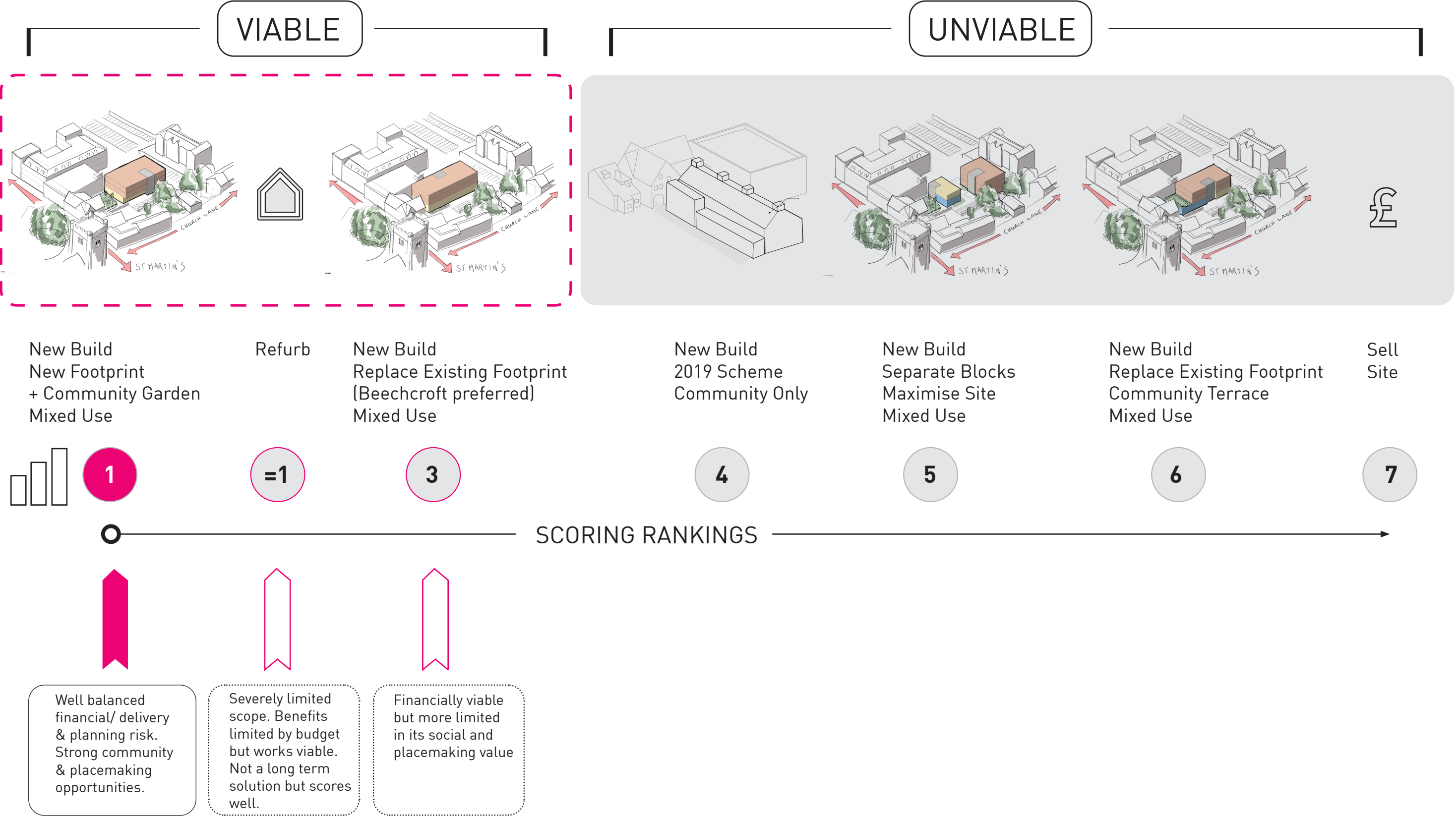
OPTION	Description	Total Units	Land Value Assuming Traditional Developer Approach	Land Value Assuming Sale and Leaseback to WTC
3	Mixed block Community and Resi with Courtyard	18	Negative land value	Marginal positive
4	Two separate blocks Community and Resi	10	Negative land value	Negative land value
5	Single block on existing footprint (community terrace)	12	Negative land value	Negative land value
6	Single block on existing footprint (Beechcroft preferred)	12	Negative land value	Marginal positive

For context and comparison, we have also considered the refurbishment option, using the available S106 funds of approximately £500,000. A refurb option scored well against the criteria in terms of viability and financials, however has severe limitations in what could be achieved to deliver value for the council.

The available funds would not be sufficient to create the sustainable, efficient, fit for purpose community hall which is the Council’s aspiration. In addition, the ongoing maintenance and running costs for a refurbished building would be significantly higher than those for a new building constructed to current standards.

We therefore recommend discounting this option despite the positive scoring.

01 Executive Summary
Option Ranking



01 Executive Summary

Scoring Matrix - Viable Options Clarified

To be discounted?

Refurb

VIABLE

VIABLE

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01 Executive Summary

Conclusion

Our conclusion is that a sale and leaseback arrangement could work well for WTC, whereby the council could sell the freehold of the Regal site (i.e. the building and land to the rear), receiving in return a community centre which they would hold on a long leasehold on a peppercorn rent. The lease would need to consider how communal areas (internal and external) are managed and maintained. Note that there would be no capital receipt from this sale (or any excess generated would be used to fit out the community space).

However, no scheme is deliverable until the access position is satisfactorily resolved. Establishing at least an in-principle agreement to cooperate with SODC and Beechcroft must be a priority (more details in the legal section)

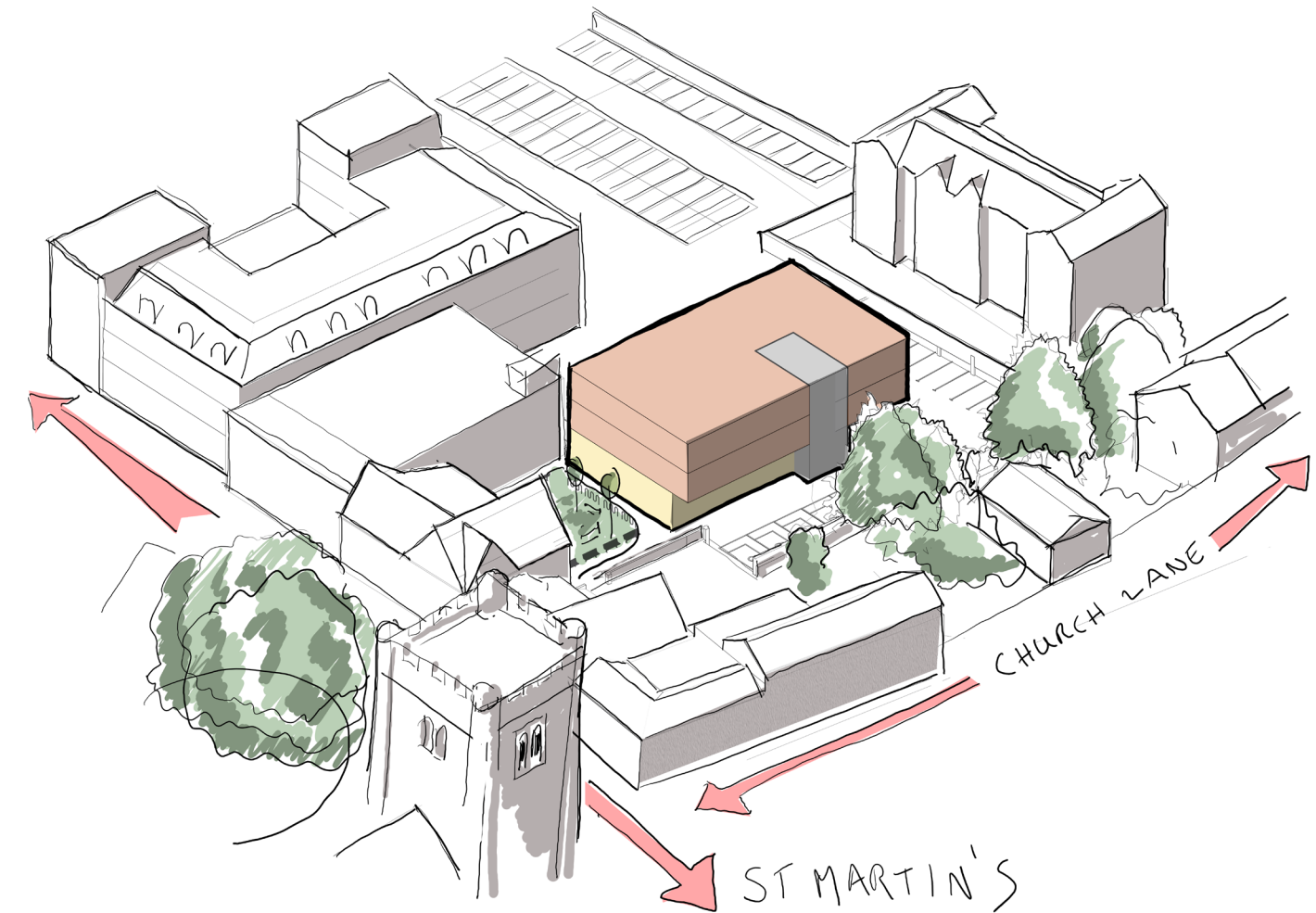
Working with Beechcroft would have advantages in that they could potentially be in a good position to work with WTC and SODC to resolve the access, however the Council is likely to need to go to the open market to satisfy the Best Value obligations of S123 of the Local Government Act 1972.

Whether going to the open market or working with Beechcroft, WTC would need to work up a detailed brief for the space they require. ADP and Carter Jonas can help with this moving forward if this is a direction the council wish to pursue.

WTC could also consider disposing of 9 and /or 10 St Martin's Street, but we conclude that WTC are unlikely to want to lose the limited control they have over this land. If they sell the rear portion of the site, by retaining the front, they will have the ability to impose restrictive covenants on the Regal site.

Refurbishment with the S106 commitment is a viable option but will provide limited improvements and not fully resolve issues with ongoing maintenance and operating costs of the Regal Centre to provide a long term, sustainable community benefit.

We would recommend exploring option 03, 'New Build - New Footprint + Community Garden - Mixed Use' scheme followed by option 06 'New Build - Replace Existing Footprint - Mixed Use' (Beechcroft preferred) scheme. This report concludes that Option 03 gives the best balance when considering the viability/ key criteria and the potential community/ social gain. A recommended outline of the next steps is outlined below for consideration by WTC.



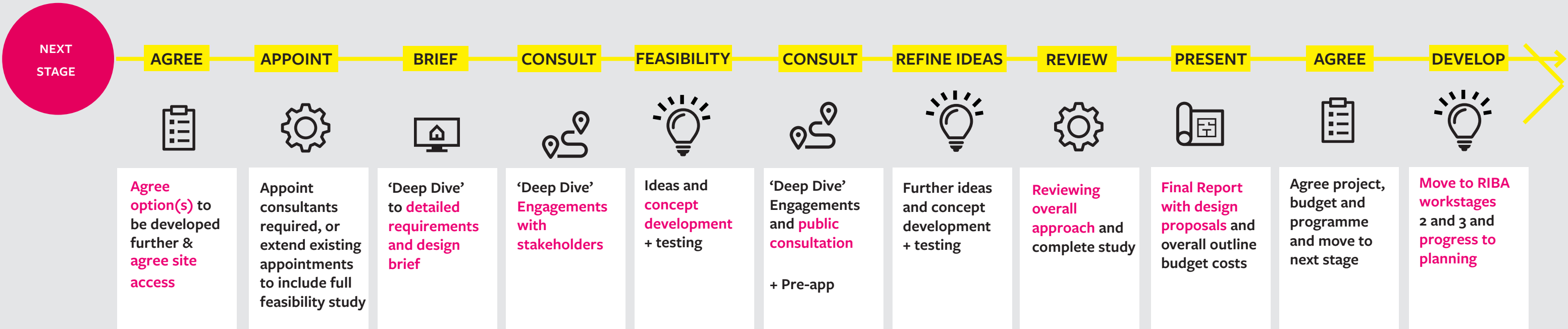
Our Recommended Option For Further Exploration
Option 03 New Footprint + Community Garden Mixed Use

01 Executive Summary
Next Steps

Overview of the next work stage - Feasibility Study

Following a review of this study, and agreement on the option (or options as recommended) the project can move to the next stage. This will be a detailed Feasibility Study which would cover the scope highlighted below. A project design team will need to be established by extending the appointment of the existing team, or appointing others. Further details can be provided as required.

Thank you for the opportunity to date.



Adding Value - Social, Sustainability & Community

02 Adding value - Social, Sustainability & Community
The Regal Centre

Adding Value through Sustainability, Belonging and Engagement

We have applied our methodology to review the options considered to help identify long term sustainable solutions that also improve the sense of place.

ADP are experienced in supporting clients across projects to deliver the most value. To facilitate this, we developed **an in-house tool kit designed to promote discussion and establish sustainable outcomes and wider opportunities** for projects within 15 aspects across key themes of:

- + Sustainability - Environmental Impact
- + Belonging - Social and community Value
- + Engagement - People wellbeing

Within each aspect of the SBE toolkit ADP have integrated best practice from environmental standards, policies and industry guidance to establish scoring criteria to demonstrate areas of most success and identify the areas of greatest opportunity.

We have mapped the identified potential themes of the initial study to our toolkit, and scored what is possible with each of the option. With further consultation at the next stage, we could use the toolkit to support the consideration of other aspects not already identified that may add further value to the future potential to this community project.

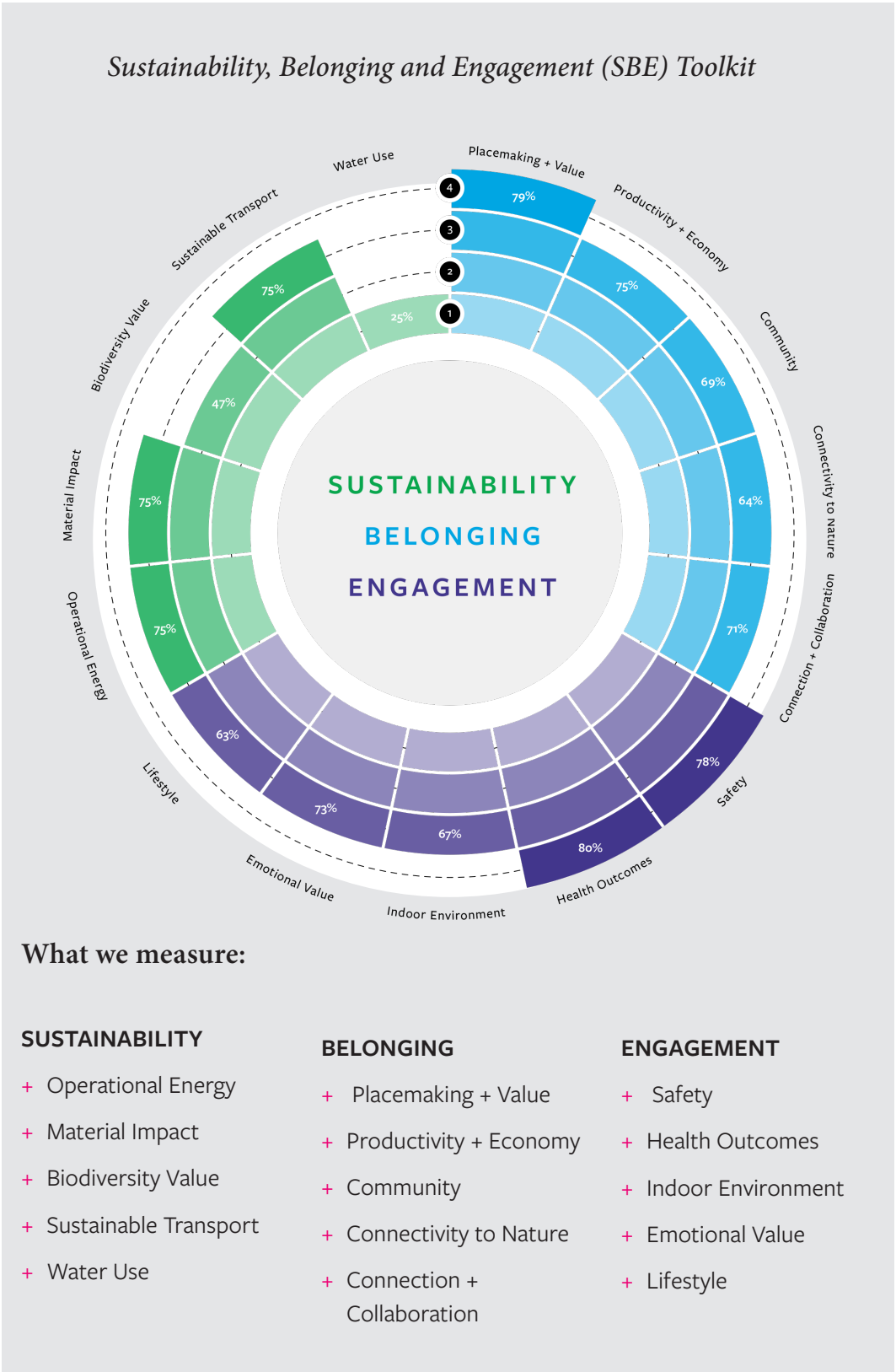
We have used the SBE toolkit as the methodology to review each of the options. The outcomes are recorded in the matrix and next to each of the options.

We highlight that this is only an early review at this stage and is based on our experience with similar projects.

This could be improved as the project progresses with:

- + Engagement and consultation with project stakeholders and wider community
- + Design development of the proposals
- + Review of available surveys and data

The outcomes of this would establish the existing position and the benefits each option could add.



02 Adding value - Social, Sustainability & Community
Option For Consideration - Recommended Strategic Proposal

New Build With Community Courtyard (Option 03)

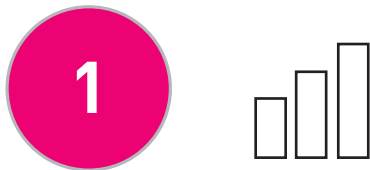
- + Creation of community courtyard for legible access to St Martin's Street
- + Mixed Use block with ground floor WTC space for office and community use. Mix to suit detailed brief
- + New footprint outside of Regal Centre - same area
- + Improved aspect for Beechcroft homes apartments
- + Opportunity to integrate 9 St Martin's St GF tenancy to connect site to St Martins St

KEY

Indicative Community Use

Indicative Office Use

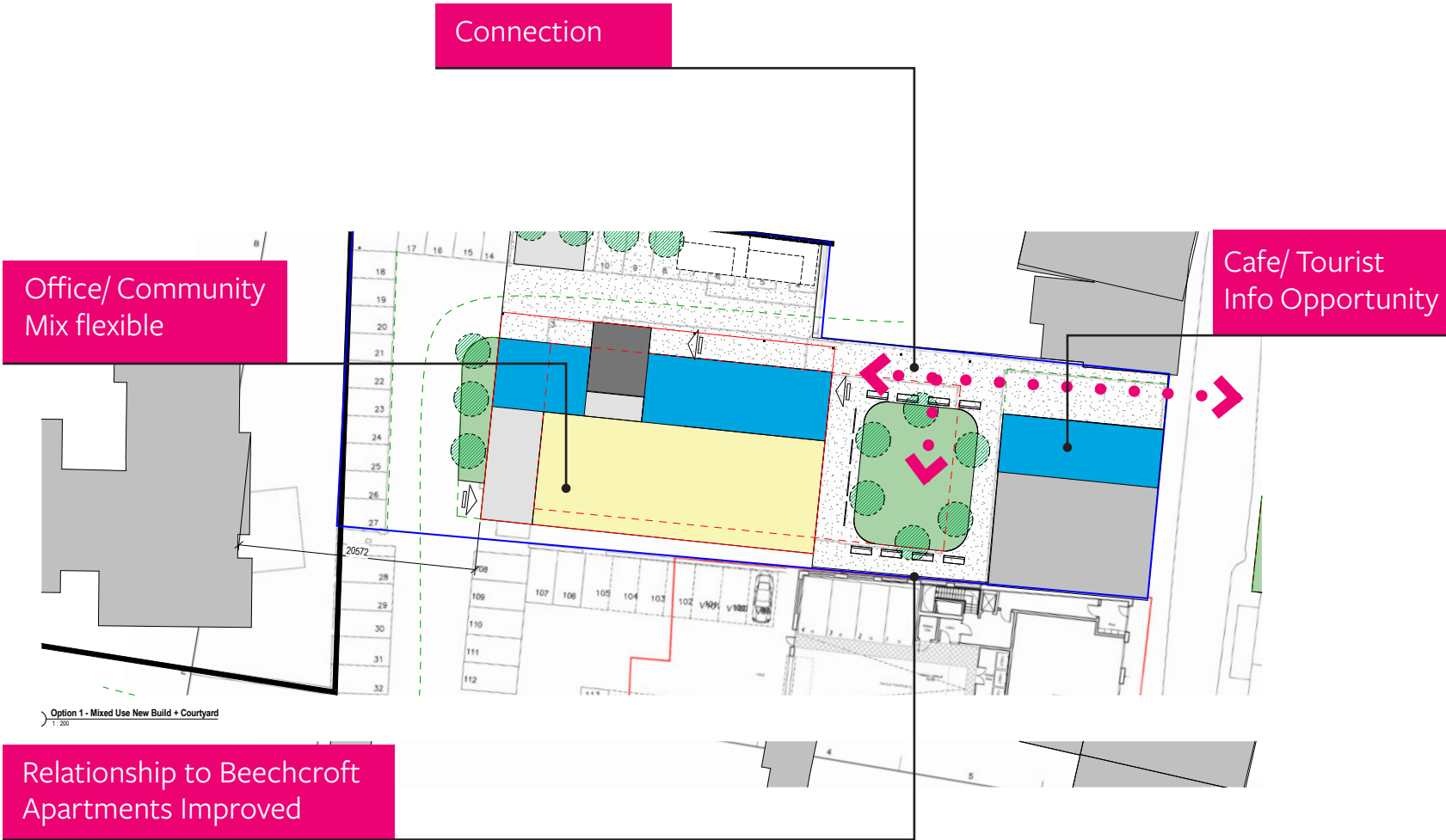
Indicative Resi Use



Ranking

Areas	GEA		GIA		NIA	
	sqm	sqft	sqm	sqft	sqm	sqft
Office/Community	468	5,038	421	4,534	358	3,854
Residential	1,404	15,113	1,264	13,601	948	10,201
Total	1,872	20,150	1,685	18,135	1,306	14,055

Area Guide



Ground Floor Diagram




- + 100% market housing viable
- + Sale and leaseback arrangement to fit out community centre



- + Conservation area considerations - height and massing
- + RoL to Beechcroft homes
- + Some Parking loss



- + New public realm/ connection to St Martin's St enhanced
- + Flexible community centre/ office



- + Access rights only from St Martin's Street. Construction possible but more costly



- + Leaseback arrangement possible with third party
- + Vehicle rights restrict access

Scoring Criteria - Key Notes

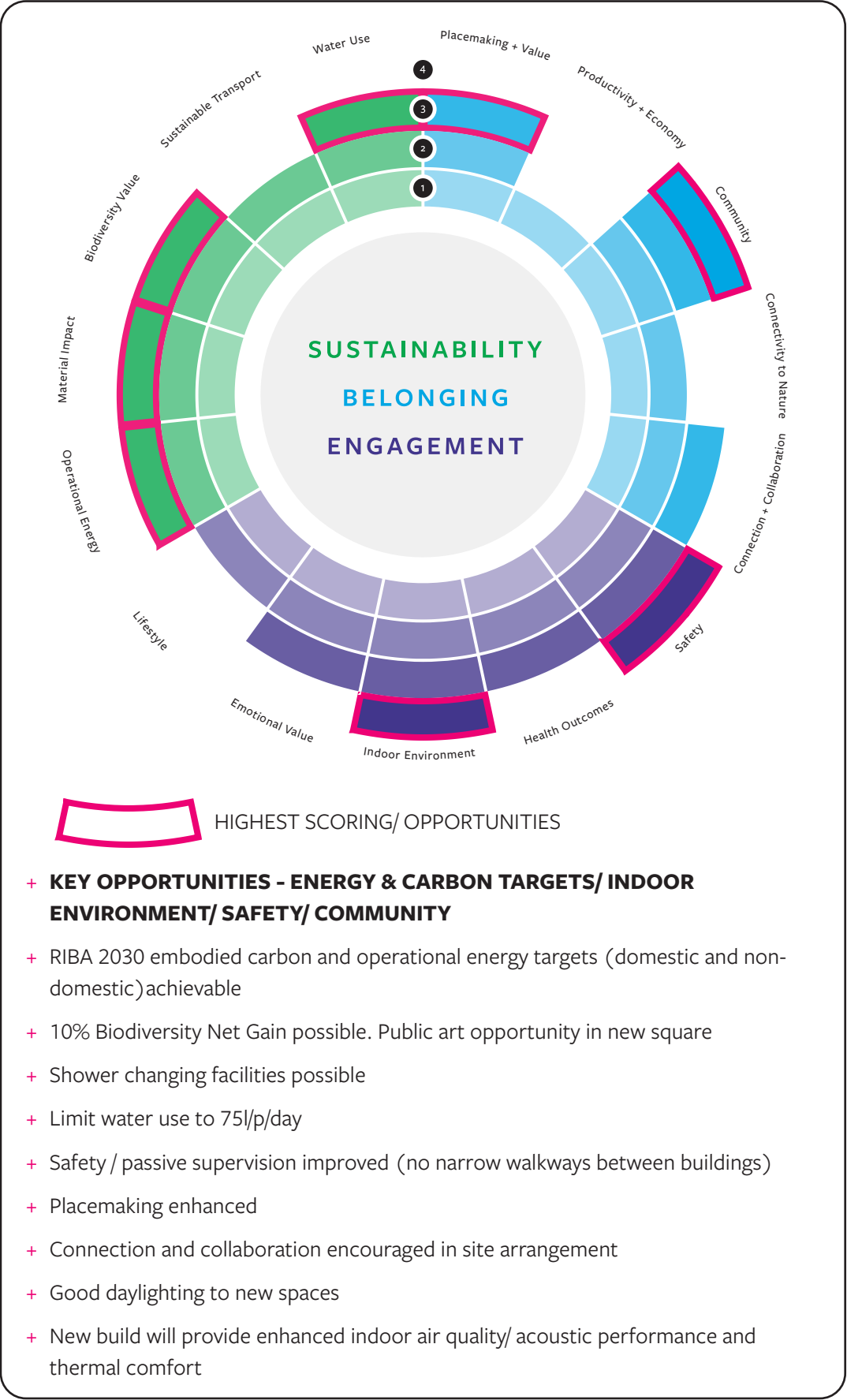
Encroachment on Parking Spaces

Possible Additional Mansard Storey

New Community Courtyard

Clear Legible Entrance

Site Strategy Diagram



Sustainability, Belonging & Engagement Assessment

02 Adding value - Social, Sustainability & Community
Option For Consideration

New Build - Replace Existing Footprint - Mixed Use (Option 06)

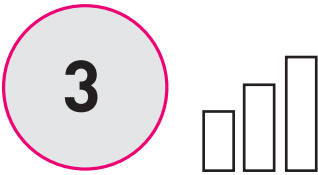
- + Development within footprint of the Regal Centre
- + Mixed use development
- + Separate resi and community entrance
- + Opportunity for green roof/ terrace to top floor
- + Apartments closest to St Martin’s St have a limited aspect/ viability issues
- + Preferred Beechcroft option
- + No improvement to relationship between new build and adjacent buildings
- + Financially most viable

KEY

Indicative Community Use

Indicative Office Use

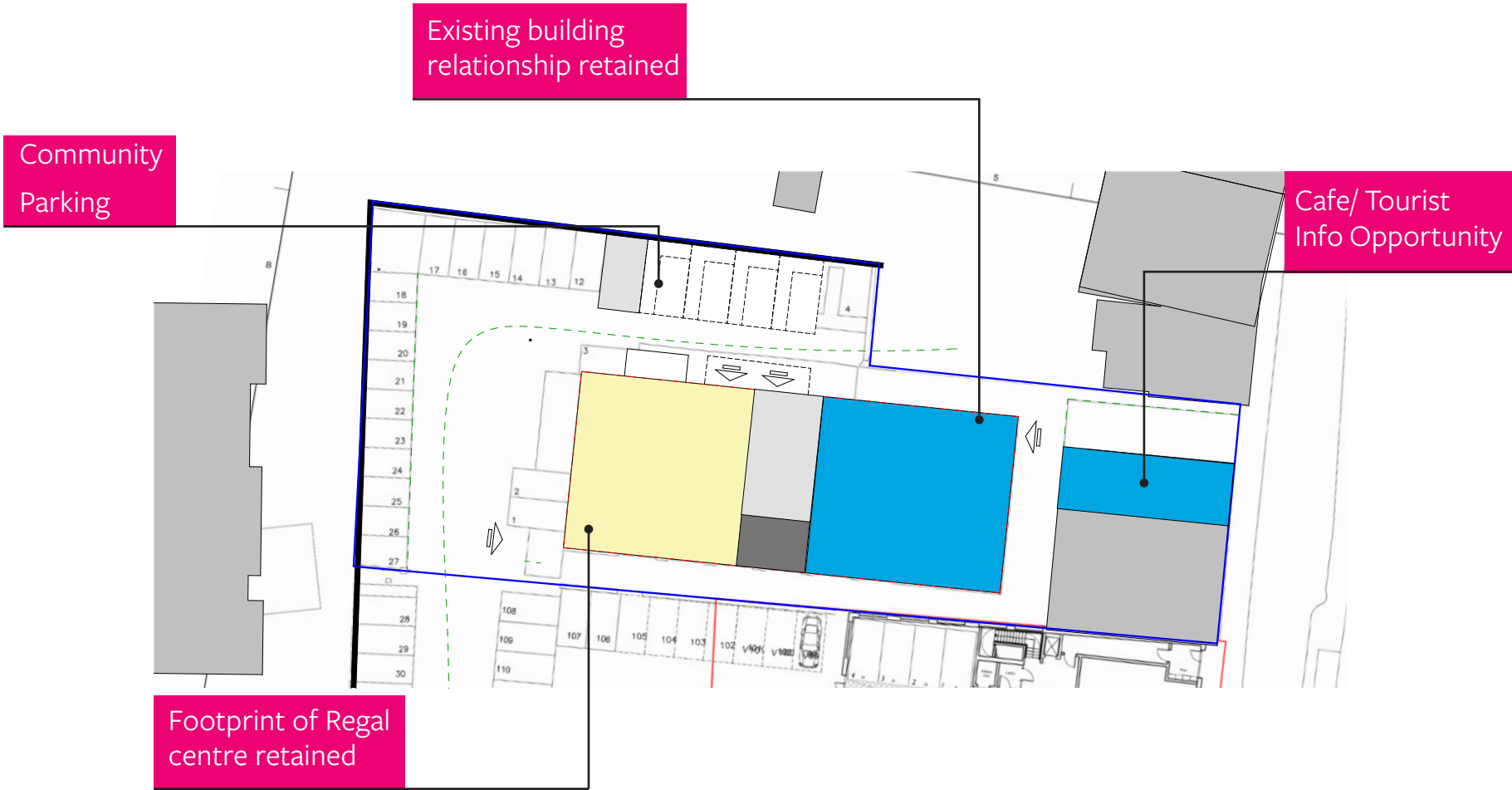
Indicative Resi Use



Ranking

Areas	GEA		GIA		NIA	
	sqm	sqft	sqm	sqft	sqm	sqft
Residential	1,026	11,044	923	9,939	749	8,064
Office/Community	513	5,522	462	4,970	392	4,224
Total	1,539	16,566	1,385	14,909	1,142	9,136
+ Additional Floor	300	3,229	270	2,906	203	2,180

Area Guide



Ground Floor Diagram

+ Financially viable if no affordable housing. Sale and leaseback arrangement could generate additional funds that could be put into fitting out a community centre.

+ Limited ability to better connect spaces to St Martin’s Street improve relationship to surrounding buildings. Poor quality apartments to east with limited opportunities for natural daylight

+ Vehicle rights restrict access through St Martin’s Street

+ This might be difficult to achieve with arrangement of flats to east of site where overshadowed

+ Key risks are conservation area considerations, building height and loss/ allocation of car parking.

+ Vehicular access rights currently only exist from St Martin’s Street. This would limit physical works and severely impact saleability of both development opportunity and finished apartments. However, collaboration with Beechcroft could help to unlock this.

Scoring Criteria - Key Notes

Parking largely unaffected

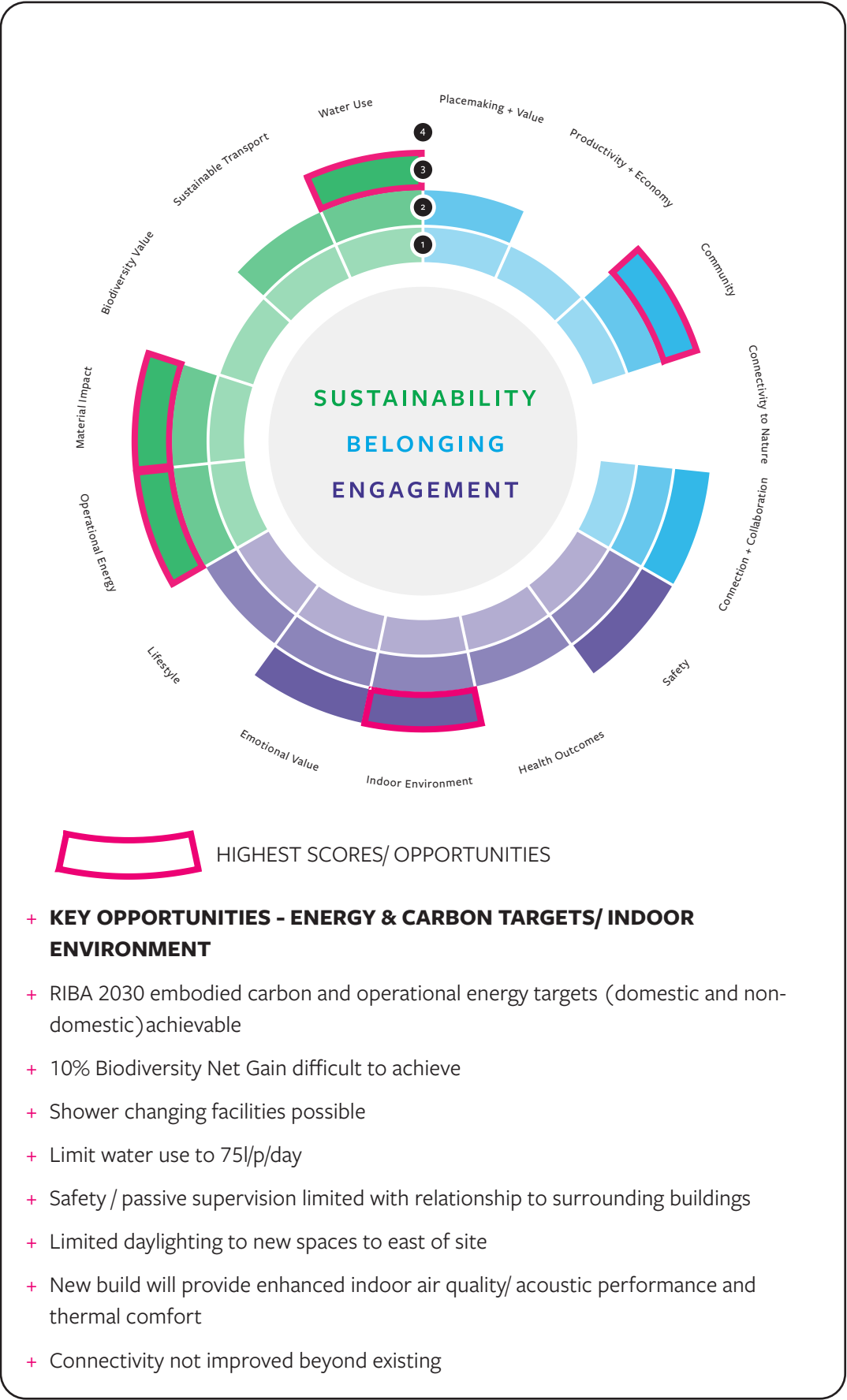
Possible Additional Mansard Storey

Maximise existing building envelope

Flat aspect restricted

Limited arrival improvement/ entrance legibility

Site Strategy Diagram



Sustainability, Belonging & Engagement Assessment



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