

# A Healthier Mid and West Wales

New Urgent & Planned Care Hospital – Land Selection



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## 1. Introduction

- 1.1. Savills was appointed by Hywel Dda University Health Board (the UHB) in Autumn 2020 to provide land acquisition consultancy support and to form part of the land selection and acquisition team to identify land suitable for the proposed new urgent and planned care hospital as part of the Healthier Mid & West Wales Strategy.
- 1.2. This updated report sets out the process taken and progress made since August 2022 and the decision to shortlist the sites from five to three as well as updating the attributes and risks associated with the ability to acquire the necessary land rights and interests to develop the proposed hospital.
- 1.3. The report concludes by providing an indication of recommended next steps.



## 2. Progress since August 2022

- 2.1. Following the Board meeting in August 2022, landowners of the nominated sites were formally notified in writing whether or not their sites were being taken forward for further consideration.
- 2.2. The three sites remaining on the shortlist are:
  - 2.2.1. **Site:** Whitland, Spring Gardens;
  - 2.2.2. **Site:** Whitland, Tŷŷ Newydd;
  - 2.2.3. **Site:** St. Clears.
- 2.3. The land team, including shared services legal and risk, agreed the basis and structure of draft terms, the basis on which, we would open negotiations to acquire rights to purchase the necessary land rights required at each of the three sites.
- 2.4. The terms were based upon the Health Board securing an Option to Purchase for a 3 year plus further 3 year term and every known landowner (some via their appointed agent) was contacted both in writing and in person during October and November 2022 to discuss and explain the draft terms as proposed.
- 2.5. Subsequent to the initial communication, those unrepresented landowners all duly appointed professional land agency representation and negotiations commenced with formal offers made to all landowners based upon principles agreed by the land team and valuations provided by District Valuer Services (“**DVS**”).
- 2.6. A number of the landowners also attended the public drop in events held in April 2023.
- 2.7. Further legal due diligence has also been undertaken in respect of the three remaining sites to clarify outstanding legal title issues, as well as site access arranged for technical due diligence including utility capacity, ecology surveys, highway appraisals as well as topographical surveys.
- 2.8. This work is ongoing at the Whitland Tŷŷ Newydd site to enable the land team to define the extent of land required for access infrastructure and accommodation works into the site, to enable those rights to be suitably quantified, valued and offers made to the respective landowners.
- 2.9. Following early negotiations, a number of factors emerged in relation to two of the sites and updated draft valuation advice was discussed and agreed during Spring/Summer 2023 with the DVS in order to progress financial negotiations with landowners.
- 2.10. To date, whilst negotiations have progressed, and are on-going, principle terms have not been agreed with any of the landowners, the fundamental issue being the contractual timescales that they are being asked to commit to sterilise their land without any firm commitment or certainty as to whether their land would ultimately be required as the new hospital site as well as the prospects of the programme being delayed further and this is discussed more fully for each of the land interests at Section 3 of this report.
- 2.11. More recently, the land team have also identified land adjacent to or adjoining the main sites in each of the three locations that might be suitable for inclusion within the wider site boundary for a variety of potential ancillary purposes, and whilst we have also identified the identity of landowners, there has been no dialogue with them, and as such, it is unclear at this stage whether these additional areas of land would be available for purchase if required. A summary is provided at Section 3 of this report.

### 3. The Three Shortlisted Sites

3.1. A summary of each of the three shortlisted sites is provided below:

**3.1.1. WHITLAND, SPRING GARDENS**

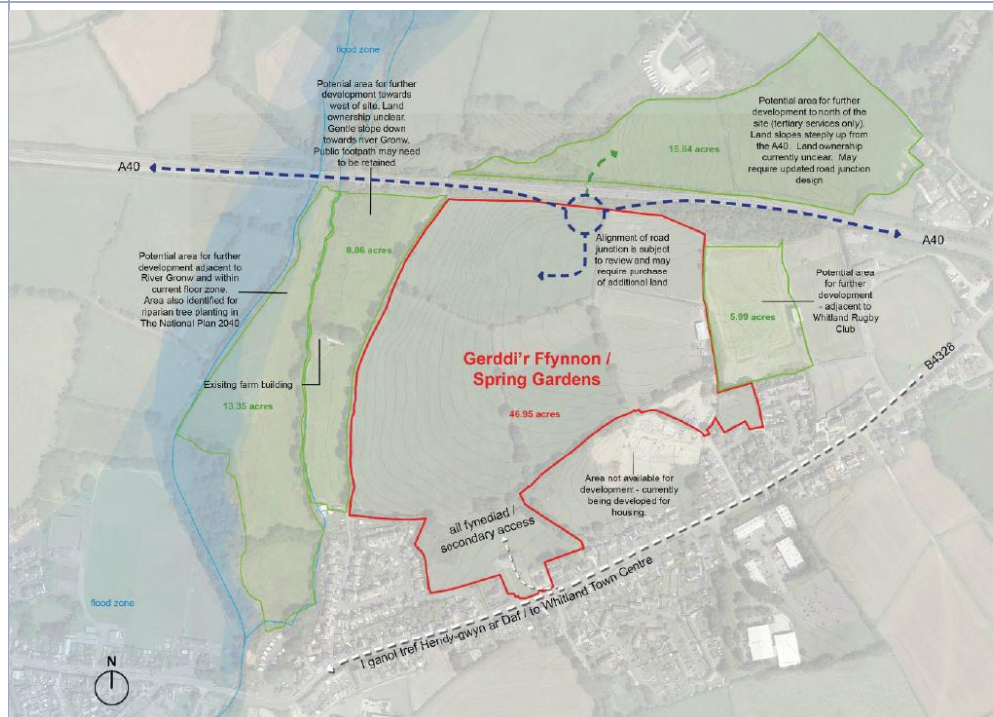
Location	Size	Occupation & Ownership
Directly to the north-east of Whitland	19ha/47acres plus vacant residential dwellings	2 x private owners plus third party ransom strip owner
 <p data-bbox="411 1272 571 1301" style="text-align: center;"><b>Location Plan</b></p>		 <p data-bbox="1043 1272 1145 1301" style="text-align: center;"><b>Site Plan</b></p>
<p data-bbox="225 1552 373 1615"><b>Status of the Property:</b></p>	<p data-bbox="405 1361 1321 1424">The site is owned in two separate landownerships plus there is a “ransom strip” in the ownership of a third party that severs the two main parcels.</p> <p data-bbox="405 1464 1362 1563">The majority of the property is considered agricultural land with hope value potential for development at a future stage, but with no planning designation for alternative uses at the current time.</p> <p data-bbox="405 1603 1337 1666">4.8 acres of the property at the south, and adjoining Spring Gardens, has recently been granted planning permission for 48 new dwellings.</p> <p data-bbox="405 1706 1295 1805">In addition there is a range of farm buildings (Beeches Court) recently converted to residential use (currently un-occupied) and a house (the Beeches) which has been converted into two flats included within the red line boundary.</p>	
<p data-bbox="196 1890 402 1989"><b>Additional/Ancillary Land Requirements:</b></p>	<p data-bbox="405 1827 1018 1859">The following are <b>essential</b> additional land requirements:</p> <p data-bbox="405 1895 1393 1957">The ransom strip, the extent of which is identified by the thin blue strip on the plan below (referred to in section above)</p>	



Rights to discharge surface water into an off-site stream in one location on the southwest corner of the site (one separate landowner).

The following are **desirable** (but not essential) additional land requirements:  
None


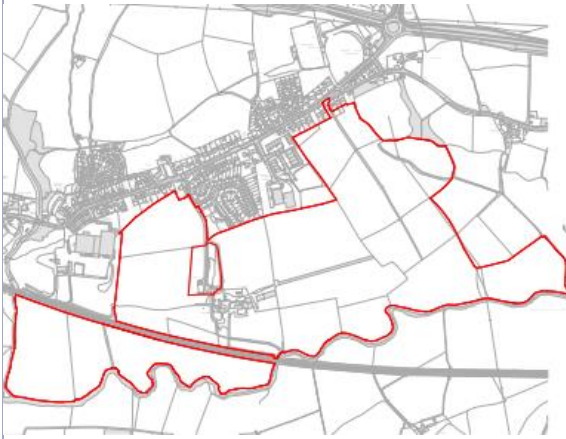
**Potential for adjoining land to be incorporated:**

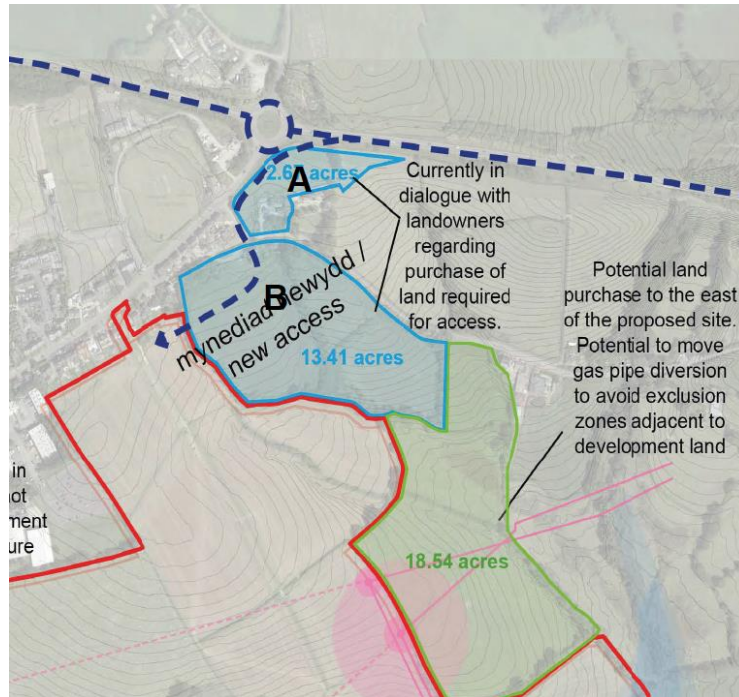


The plan extract below identifies surrounding land shaded green that might potentially be incorporated into the wider site if available to acquire. However, the land north of the A40 is steeply sloping and its use may be of benefit for “ancillary services” only. The land to the east forms part of the local rugby club and much of the land to the west is severed by the watercourse.



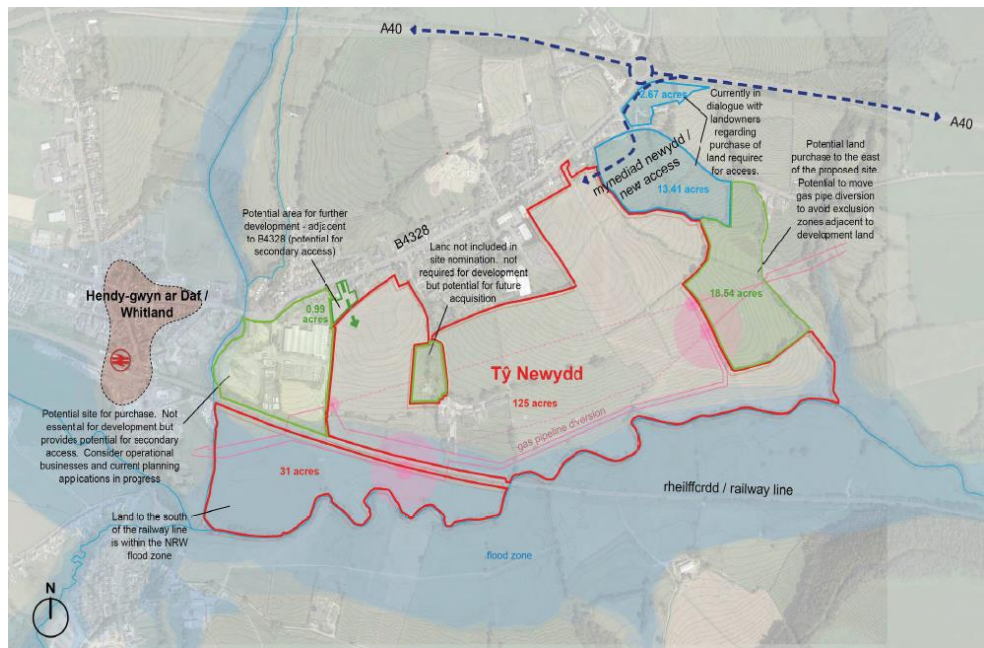
3.1.2. WHITLAND, Tŷ NEWYDD

Location	Size	Occupation & Ownership
Directly to the east of Whitland	63.4ha/157acres plus farm buildings	Owned by Carmarthenshire Council Agricultural Tenant – Expires 2028 Additional Land Required for Access
 <p style="text-align: center;"><b>Location Plan</b></p>		 <p style="text-align: center;"><b>Site Plan</b></p>
<b>Status of the Property:</b>	<p>The main site is in single ownership by Carmarthenshire County Council.</p> <p>It comprises 125 acres of agricultural land north of the railway line plus a range of farm buildings and a further 31 acres south of the railway line. Some of the land to the north might be considered to benefit from hope value potential for development at a future stage, but with no planning designation for alternative uses at the current time.</p> <p>It is occupied under the terms of a farm business tenancy which expires in 2028.</p> <p>In order to provide suitable vehicular access to the main site, land will be required from two separate owners. One parcel comprises paddock adjacent to a residential dwelling and the second, a dilapidated house and agricultural land forming part of a small holding.</p>	
<b>Additional/Ancillary Land Requirements:</b>	<p>The following are <b>essential</b> additional land requirements:</p> <p>The general location of the two additional parcels of land required to form the site access is identified outlined blue and marked A &amp; B on the plan below.</p>	




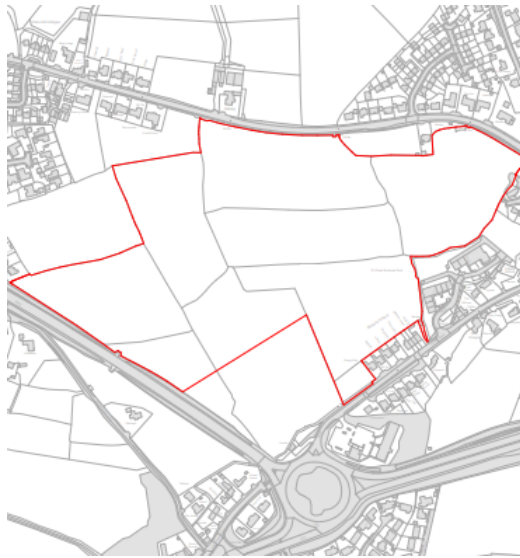
The following are **desirable** (but not essential) additional land requirements:  
None

**Potential for adjoining land to be incorporated:**




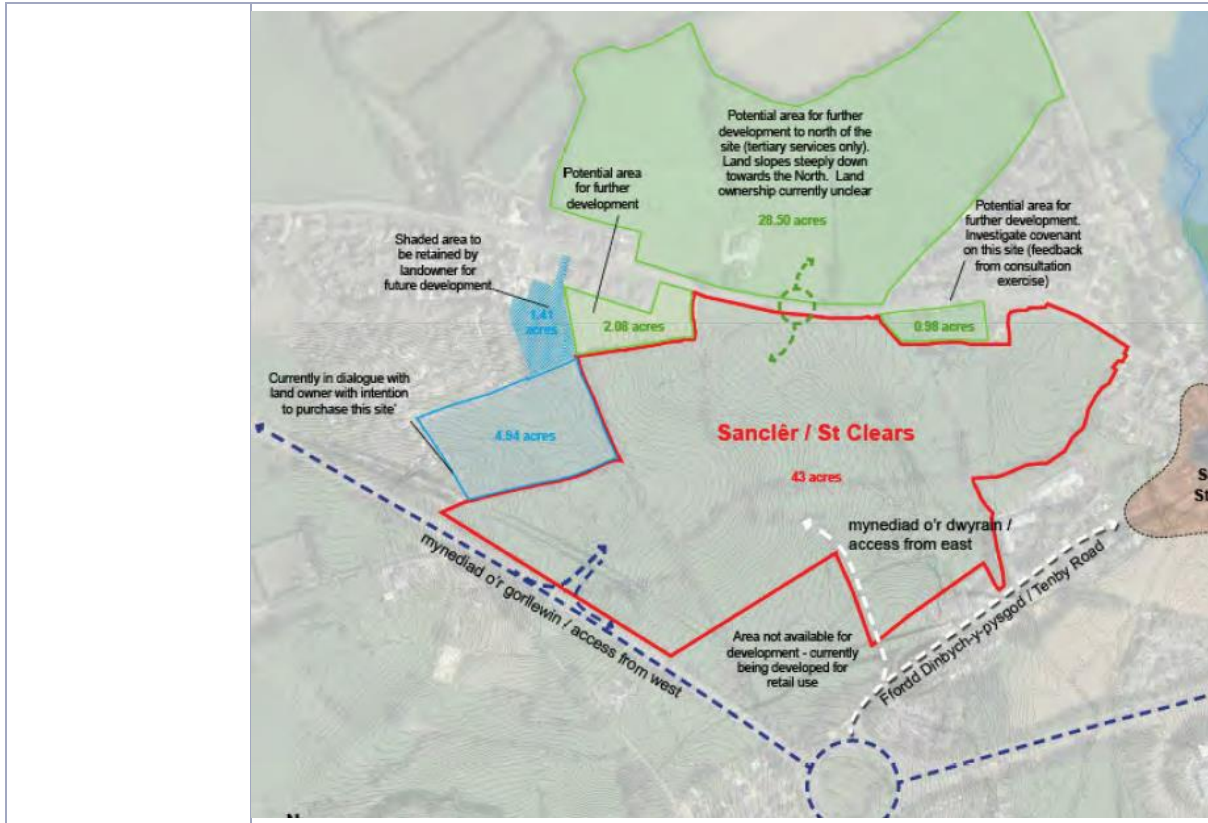
The site is already larger than required for development of the hospital. However, the plan extract below identifies surrounding land shaded green that might potentially be incorporated into the wider site if available to acquire.

**3.1.3. ST. CLEARS**

Location	Size	Occupation & Ownership
Less than 1km west of St. Clears	17.4ha/43acres	Single private ownership – No tenants
 <p style="text-align: center;"><b>Location Plan</b></p>		 <p style="text-align: center;"><b>Site Plan</b></p>
<p><b>Status of the Property:</b></p>	<p>The site is owned in single ownership.</p> <p>6.48 acres of the site located adjacent Tenby Road is allocated in the existing local development plan for residential development, meaning that the principle of development on this site, subject to obtaining planning permission, is accepted. It is also situated adjacent to the recent development of roadside uses including a Greggs and McDonalds drive thru, as well as a petrol filling station here construction has very recently commenced.</p> <p>The remaining land is considered agricultural land with hope value potential for development at a future stage, but with no planning designation for alternative uses at the current time.</p> <p>There are no buildings on the site, albeit the property includes the formed access road off Tenby Road which also provides access to the commercial site.</p>	



<p><b>Additional/Ancillary Land Requirements:</b></p>	<p>The following are <b>essential</b> additional land requirements: Rights to install surface water infrastructure across third party land adjoining the south east corner of the site.</p> <p>The following are <b>desirable</b> (but not essential) additional land requirements: Area of land to the north west of the main site required to optimise site development and provide further expansion land as outlined blue on the plan below.</p> 
<p><b>Potential for adjoining land to be incorporated:</b></p>	<p>The plan extract below identifies surrounding land shaded green that might potentially be incorporated into the wider site if available to acquire. However, the land to the north of the road leading to Pwll Trap is steeply sloping and may be of benefit for “ancillary services” only. The other parcels are small in scale with no further expansion opportunity.</p>



## 4. Summary Risks Associated with Site Acquisition

- 4.1. In the table below, we have attempted to illustrate the likely level of risk associated with being able to satisfactorily acquire all necessary land rights for each of the three shortlisted sites.
- 4.2. The assessment is wholly based upon the judgement of Savills personnel as a result of a review of the title reports and ongoing dialogue and discussions with each of their landowners and their representatives where appointed.
- 4.3. The assessment is not intended as a definitive or analytical assessment of the facts but is provided with the aim of assisting decision makers understand the level of practical ease or difficulty that is anticipated in securing each of the sites.

Area of Risk	Whitland Spring Gardens	Whitland Tŷ Newydd	St. Clears
Landowners Willingness to Treat	Yellow	Green	Yellow
Risk of losing site due to Health Boards timings	Red	Green	Red
Ability to Agree terms and price by Negotiation on appropriate terms	Red	Green	Yellow
Extent of Legal Title Issues	Red	Green	Green
Extent of Essential Third Party Land Requirements	Yellow	Yellow	Green
Perceived Difficulties in Acquiring Essential Third Party Rights	Red	Yellow	Green
Extent of Suitable Expansion Land available	Yellow	Green	Red

## 5. Conclusions and Next Steps

- 5.1. Discussion and negotiations have progressed with all of the main site owners.
- 5.2. Landowners at two of the sites will not agree terms or enter into a contractual agreement based upon the timescales proposed by the Health Board. Part of their land has the benefit of planning permission or a planning allocation for residential development and they are able to realise development land value in shorter time periods without the risk of uncertainty in knowing whether the hospital will or will not be developed on their site.
- 5.3. There is a very high risk that the health board will lose the opportunity to acquire the sites at Spring Gardens, Whitland and St. Clears.
- 5.4. Whilst the site development costs at the Whitland Tŷ Newydd site are materially higher than at the other two sites, the Council is a willing seller. The risks of this site being available for the hospital development are limited. The site is also double the size of the other two, and provides expansion opportunities.
- 5.5. We have been unable to progress negotiations in respect of the land required for access into the Whitland, Tŷ Newydd site until the full extent of land required has been established through the technical assessment work. This is to be available late summer/early autumn 2023, and should this site be retained on the shortlist, we recommend that the next steps involve early negotiations with these parties with the aim of securing rights to deliver the required access provisions.
- 5.6. A reduction of the number of sites remaining on the shortlist may demonstrate progress being made and may also lessen the risk impact of the landowners of the remaining sites (i.e. the likelihood of the new hospital being delivered at their site is increased if the number of sites is reduced). However, until a preferred site is identified, the risks are not entirely removed and is therefore unlikely to be insufficient to encourage landowners to contractually engage, or to prevent them making decisions to sell to other parties.