

**Greenwood Centre:
Change of Use
Application**
Planning Statement

May 2018

Tibbalds

planning and urban design

Quality Assurance	
Project title	Greenwood Centre
Document title	Greenwood Centre Change of Use Planning Statement
Client	LB Camden
Checked by Project Runner	CL
Approved by Project Director	LLM
Project number	5354
Location of file on server	5354 Greenwood Place (HCA)/5354 5.0 Statutory Planning/5354 5.4 Planning Application/5354 5.4 Greenwood Change of Use Application/5354 5.4 Draft Documents/5354 5.4 Planning Statement/5354 5.4 Greenwood Centre Change of Use Planning Statement 2018-05-29.indd

Revision History		
Revision	Date	Status
1	24-05-2018	Draft
2	29-05-2018	Final

Tibbalds Planning and Urban Design
 19 Maltings Place
 169 Tower Bridge Road
 London SE1 3JB

Telephone
 020 7089 2121

mail@tibbalds.co.uk
 www.tibbalds.co.uk

Contents

Introduction	2	Appendices	17
Content of the Application	3	Appendix 1 - LBC Supporting People Strategic Plan 2017	17
Greenwood Centre - Background to Application	4	Appendix 2 - LBC Cabinet Report - Supporting People in the Community Commissioning Plan	38
LB Camden Provision of Adult Social Care	6	Appendix 3 - LBC Call In Request - Supporting People in the Community Commissioning Plan	49
Change of Use Proposal	9	Appendix 4 - LBC Call in Report - Supporting People in the Community Commissioning Plan	52
Consented Greenwood Centre Floorplans	10	Appendix 5 - LBC Cabinet Report Greenwood Strategy 2012-04-18	65
Proposed Greenwood Centre Floorplans	11	Appendix 6 - LBC Cabinet Report Greenwood Strategy Consented 2012-04-18	90
Planning Assessment	13	Appendix 7 - Greenwood Centre DRAFT Specification Commercial Space	115
Summary	15	Appendix 8 - LBC Cabinet Report Supporting People in the Community Commissioning Plan	121

Introduction

1 Introduction

- 1.1 This planning statement has been prepared by Tibbalds Planning and Urban Design on behalf of London Borough of Camden, in their capacity as landowner, to support the change of use of floorspace within the consented Greenwood Centre, Greenwood Place.
- 1.2 The consented Greenwood Centre scheme was approved by Planning Committee in June 2014 and is currently under construction, with an anticipated completion date of Autumn 2018. On completion, the Centre will provide a dedicated, high quality location for several LB Camden adult social care services.
- 1.3 The proposed description of development is as follows:

“The change of use of floorspace within the consented Greenwood Centre from Community Use (Use Class D1) to flexible Community/Office Use (Use Class B1/D1).”
- 1.4 This Planning Statement has been prepared in order to explain the history behind the Greenwood Centre proposals, the planning policy context of the application, and the evolution of adult social care provision within the Greenwood Centre.

Content of the Application

2 Application Content

2.1 Full planning permission is sought for the following works;

“The change of use of floorspace within the consented Greenwood Centre from Community Use (Use Class D1) to flexible Community/Office Use (Use Class B1/D1).”

2.2 The application has been put together by a team led by Tibbalds Planning and Urban Design, and is accompanied by the following list of supporting documents:

- Planning Application Form;
- Application Fee (paid via internal transfer);
- Planning Application Drawings;
- Site Plan;
- Location Plan;
- Planning Statement, including the following appendices:
 - LB Camden Supporting People, Connecting Communities Strategic Plan;
 - LB Camden Cabinet Report - Supporting People, Connecting Communities Strategic Plan;
 - LB Camden Call-In Request - Supporting People, Connecting Communities Strategic Plan;
 - LB Camden Call-In Report - Supporting People, Connecting Communities Strategic Plan;
 - LB Camden Cabinet Report – Greenwood Centre Strategy;
 - LB Camden Cabinet Report – Greenwood Centre Strategy Consented;
 - LB Camden Greenwood Centre Draft Specification for Commercial Space;
 - LB Camden Cabinet Report - Supporting People, Connecting Communities Strategic Plan

Greenwood Centre - Background to Application

3 Greenwood Centre – Background to Application

- 3.1 On 18 April 2012, LB Camden's Cabinet approved the strategy to develop a new community resource centre and Centre for Independent Living at Greenwood Place, Kentish Town, replacing the existing Greenwood Centre on-site.
- 3.2 This proposal was put together in response to the declining quality of the Council's buildings and reducing usage of the services, and proposed the closure of Raglan House, New Shoots, and Highgate Day Centre and the transferral of their services to the new Greenwood Centre.
- 3.3 This formed part of the Council's Community Investment Programme, a 15-year plan to invest money in schools, homes, and community facilities. The report from this Cabinet meeting is included within this document – see Appendix 5 and 6.
- 3.4 The original application for the Greenwood Centre proposal (application ref: 2013/5974/P) was for the "Demolition of existing buildings and redevelopment to provide: a new 3,228sqm (GIA) Centre for Independent Living (CIL) (Use Class D1) comprising 3 storeys plus basement at Greenwood Place; a part 5 part 7 storey mixed-use development at Highgate Road comprising 42 residential units (including 8 supported affordable housing units) and 100sqm (GIA) social enterprise (Flexible Class A1/A3/B1/D1) at ground floor level; highway improvements to Greenwood Place, and associated plant, landscaping, servicing, disabled car parking."
- 3.5 This application was granted planning permission, subject to conditions, on 18 June 2014.
- 3.6 The consented Greenwood Centre is currently under construction and is already substantially completed. In line with the current construction programme, it is anticipated that the Greenwood Centre will be completed in Autumn 2018.

4 Greenwood Centre – The Consented Proposals

- 4.1 The consented Greenwood Centre will provide 3,228sqm of Community floorspace (Use Class D1) over three storeys in a high quality, dedicated community facility.
- 4.2 On completion, the Centre will provide important services for people with dementia, learning disabilities, and mental health problems, alongside Camden’s first Centre for Independent Living (CIL), services for younger people with profound and multiple learning disabilities and autism, and other new community resources and event spaces.
- 4.3 The proposed Greenwood Centre represents a consolidation of four LB Camden social care services, each located in ageing buildings that provided limited capacity and options for adaptations and innovations in the provision of services. These services are as follows:
- Raglan House, located in Raglan Street, Kentish Town, provided dementia day care services.
 - 96-98 Shoot Up Hill in Fortune Green, which housed New Shoots, a service that helped adults with learning disabilities.
 - Highgate Day Centre, adjacent to the Greenwood Centre on Highgate Hill, provided mental health services.
- Greenwood Centre, on the site of the proposed replacement Greenwood Centre, provided space for:
- Mail-Out (a social enterprise providing employment and training for people with mental disabilities);
 - Choices (a day service for adults with learning disabilities; and
 - Camden People First (a self-advocacy project for people with learning disabilities).
- 4.4 In addition to these four consolidated facilities, the consented replacement Greenwood Centre will provide a new Centre for Independent Learning, a new service for younger people living with Profound Multiple Learning Disabilities (PMLD) and Autistic Spectrum Condition (ASC), and new community resource facilities – including event spaces and conference/meeting rooms.

LB Camden Provision of Adult Social Care

5 Greenwood Centre – Provision of Adult Social Care

- 5.1 Since consent was granted for the Greenwood Centre in 2013, the Council's strategy in providing adult social care services within the Borough has changed significantly. The changes to the provision of adult social care are outlined in the Supporting People, Connecting Communities Strategic Plan (see Appendix 1).
- 5.2 The Strategic Plan, signed off by Cabinet in December 2016, seeks to ensure that all residents have access to, and can engage with, their local community, particularly those who have specific additional needs including older residents, disabled people, and those with poor mental health.
- 5.3 Greenwood Centre is integral to the success of this new strategy in the provision of adult social care. In line with this, the provision of services included within the original Greenwood Centre application has evolved.
- 5.4 Since Summer 2015, LB Camden officers have been engaging with local residents and users of adult social care services in order to understand how best to ensure that the new Greenwood Centre reflects the Council's evolving strategy of adult social care provision.

Mental Health day services

- 5.5 Currently provided within Highgate Day Centre, these services will continue to be provided within the consented Greenwood Centre. However, the manner of provision has evolved with the Council now preferring Mental Health day services to share facilities with other social care users.
- 5.6 This approach will see greater interaction and integration between user groups and has been positively embraced by both staff and users. This change of approach means that less floorspace within the consented centre will be dedicated to Mental Health day services.

Learning Disabilities day services

- 5.7 These services are currently provided by New Shoots, located at 96-98 Shoot Up Hill. Upon completion of the consented scheme, these services will continue to be provided for within Greenwood Centre.
- 5.8 Since the introduction of personal payments under the Care Acts of 2014 and 2016, attendance figures for learning disability day services have shown a sustained decline in user numbers. This is discussed in the Supporting People, Connecting People Strategic Plan and is in line with national trends.
- 5.9 As users will attend Greenwood Centre services on a sessional basis, rather than a daily basis, a more flexible space in the Centre will better meet the needs of users. This means that less dedicated floorspace within the Centre will be required by these services.

Profound and Multiple Learning Disabilities day services

- 5.10 Day services for people with Profound and Multiple Learning Disabilities (PMLD) will continue to be run from Greenwood Centre as proposed in the consented scheme, but as with other adult social care services the way LB Camden provides this service continues to evolve.
- 5.11 The introduction of personal payments has meant a sustained decline in people using these day services. This means that provision of a more flexible space that can be easily adapted to the requirements of users (through the use of room dividers, for example), will better meet the needs of these services.
- 5.12 This means that less dedicated floorspace for PMLD day services will be required within the new Greenwood Centre.

Dementia day services

- 5.13 These services, which were previously located at Raglan House and proposed to be included in the new Greenwood Centre, will instead be provided at the replacement Kingsgate Centre alongside other LB Camden dementia services.
- 5.14 The new Kingsgate Centre in Brondesbury will provide a new model for dementia day care in Camden, allowing people with dementia to use the services flexibly, share spaces with like-minded people, and benefit from a large, well-trained staff team.
- 5.15 Providing the dementia services in one location will optimise the use of trained staff and provide a better service in a dedicated facility, which would not have been possible at Greenwood Centre.
- 5.16 Those care services previously located at Raglan House have already relocated to Netherwood Day Centre in Brondesbury, and will relocate again to the replacement Kingsgate Centre upon completion.
- 5.17 The relocation of these services to the new replacement Kingsgate Centre means that no floorspace within the Greenwood Centre is required for dementia day services.

Centre for Independent Living

- 5.18 The proposed Centre for Independent Living will continue to operate from the Greenwood Centre as a hub for information, guidance and support, enabling disabled people to regain or maintain their independence.
- 5.19 It will signpost people with direct payments or self-funders and act as a 'connector' to the full range of local services – universal and specialist. The CIL will play a vital role in connecting voluntary and commercial sector providers to their target market as well as promoting the interests of disabled adults through community engagement.
- 5.20 In line with LB Camden's evolving strategy for adult social care, the Centre for Independent Living will now operate through a 'hub and spoke' model – the Greenwood Centre serving as the hub, with a presence at other important locations across the borough.

Other Community Services/Resources

- 5.21 Several services previously provided at the former Greenwood Centre that were proposed to be included within the new Greenwood Centre scheme have been relocated elsewhere in the borough as part of the redevelopment process.
- 5.22 Camden People First has been relocated to 215 Eversholt Street, NW1 while the Greenwood Centre has been redeveloped. This service will remain at Eversholt Street once Greenwood is completed, meaning that the floorspace required for this service is no longer required.
- 5.23 Choices has been relocated Unit 23, 43 Carol Street NW1 OHT, where the service will remain once Greenwood Centre has been completed. This means that the floorspace required for this service is no longer required.
- 5.24 Camden Society are located at 60 Holmes Road NW5. These have been relocated during the construction period and now do not require space within the Greenwood Centre.
- 5.25 Mail-Out, a further service provided as part of the previous Greenwood Centre, is located within the adjacent Deane House and thus will remain in this location.
- 5.26 Other community resources, including meeting rooms and event spaces, will continue to operate at the new Greenwood Centre. These facilities will benefit from a greater integration of services within the centre, through increased accessibility and visibility of the services.

Summary

- 5.27 Since the original consent was granted there has been a significant evolution in the expected provision of adult social care services within Greenwood Centre.
- 5.28 Dementia day care services, along with Camden Society, Camden People First, and Choices, have been relocated entirely to new locations within the Borough. This means that the floorspace needed for these services within the Greenwood Centre is no longer required.

- 5.29 The provision of those services that will remain in Greenwood Centre has also changed significantly to meet the needs of users and how they interact with care services, in line with LB Camden's evolving adult social care strategy,
- 5.30 Within the centre, the increased number of facilities to be shared between different user groups will improve both the quality and accessibility of these services, and better reflect the changing needs of those users.
- 5.31 The greater integration of these services has led to less floorspace within the Centre dedicated to each user group and a greater efficiency of both facilities and floorspace. This consolidation of community floorspace has led to a surplus of 532sqm floorspace within the Centre that is no longer required to meet the adult social care requirements of the Council.

Change of Use Proposal

6 Greenwood Centre – Change of Use Proposal

Configuration of Space within Greenwood Centre

- 6.1 The consolidation of services within the Greenwood Centre and the relocation of some services to other locations with the Borough means that 532sqm of community floorspace in the Centre is no longer required to provide the same level of services as proposed in the consented scheme (see Figure D, Figure E, and Figure F on Page 11 of this document).
- 6.2 As shown in Figure A, Figure B, and Figure C (see Page 10), this floorspace was originally consented for use by Mental Health day services (1st floor) and a New Shoots Home Space (2nd floor). However, the consolidation and integration of these and other services has meant that this 532sqm within the new Greenwood Centre is surplus to requirements.
- 6.3 This 532sqm of floorspace is spread across all three storeys of the new Greenwood Centre, as identified in Figures D, E, and F. This floorspace is broken down into 344sqm on the 1st floor and 188sqm on the 2nd floor, with access to the space via a self-contained entrance lobby on the ground floor.
- 6.4 In order to find the best solution for this additional space within Greenwood Centre, Council officers have discussed extensively the best use for this space with key stakeholders, including current service users, prospective providers for the Centre for Independent Living, and other local organisations.
- 6.5 Under the current plans, there is significant community space available for hire in the Greenwood Centre, including high quality meeting rooms and event spaces. This means that the provision of further community space within the Centre might not be viable.
- 6.6 A more commercially successful approach is to explore a flexible use that would allow sympathetic businesses to lease B1 office space within the Centre.

Change of Use Proposal

- 6.7 In light of the above, this application proposes the change of use of this 532sqm of floorspace within the Greenwood Centre from D1 Community Use to flexible B1/D1 Commercial/Community Use.
- 6.8 Maintaining the flexibility of this floorspace will ensure that LB Camden retains options for the future use of Greenwood Centre, and can provide space for D1 uses within the 532sqm floorspace should demand for such services increase over the next ten years.
- 6.9 It is acknowledged that while the proposals retain the possibility for future use of the floorspace as D1 community use, this application constitutes a loss of D1 space, which is contrary to the wording of Camden planning policy.
- 6.10 Policy C2 of the Camden Local Plan resists the loss of D1 space unless proposals meet one of following tests: either (i) a replacement facility is provided that meets the needs of the local population or users, or (ii) the existing premises are no longer required or viable in their existing use and there are no other alternative community uses capable of meeting local needs.
- 6.11 This proposal will see a significant amount of D1 Use floorspace remain with the Greenwood Centre, and the uses proposed within the consented Centre will be provided at the same level of service and care either as part of the Greenwood Centre or at other facilities in the Borough.
- 6.12 On this basis, there is no impact on the community value of the Greenwood Centre of the collection of centres/ community services that it is replacing.
- 6.13 It is proposed to mitigate against this loss of D1 floorspace by requiring any B1 commercial tenant to provide opportunities for the services and users of the Greenwood Centre as part of their tenancy, such as employment.

Consented Greenwood Centre Floorplans



Figure A: Ground floor floorplan of consented Greenwood Centre



Figure B: 1st floor floorplan of consented Greenwood Centre



Figure C: 2nd floor floorplan of consented Greenwood Centre

Proposed Greenwood Centre Floorplans

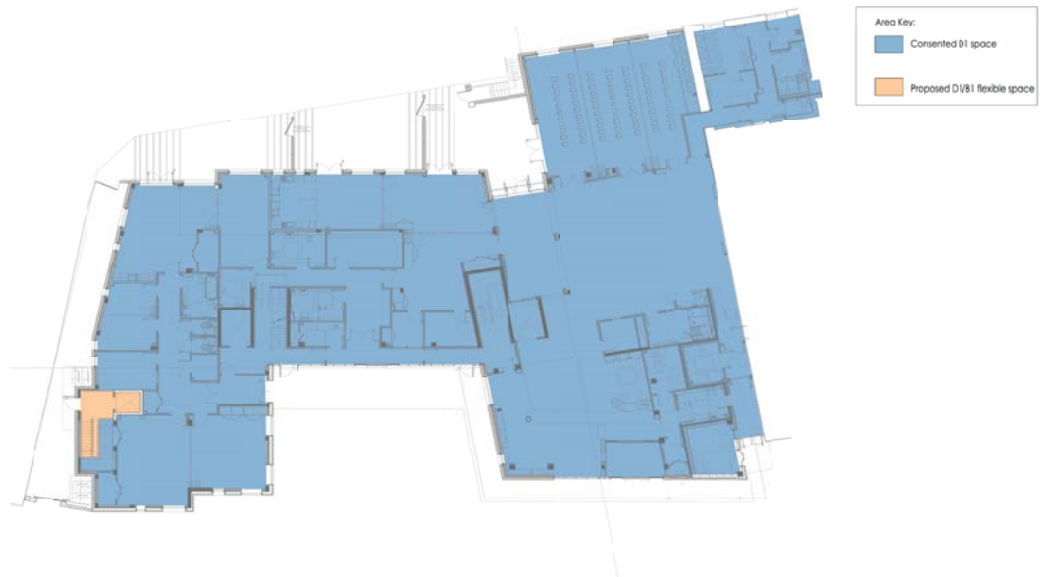


Figure D: Proposed Ground floor floorplan of Greenwood Centre



Figure E: Proposed 1st floor floorplan of Greenwood Centre



Figure F: Proposed 2nd floor floorplan of Greenwood Centre

The Commercial Space

- 6.14 The proposed commercial space in the Greenwood Centre (shown in Figures D, E, and F) will provide a community benefit for the users of the Centre while helping the Council achieve its economic objectives regarding the provision of employment floorspace.
- 6.15 In finding a commercial partner(s) for this floorspace, LB Camden is seeking to create a mutually beneficial and innovative partnership with a business or social enterprise tenant with a social purpose/vision/mission that complements the other uses of the Greenwood Centre, including the Centre for Independent Living.
- 6.16 The tenant(s) will be required to provide supportive apprenticeships/ training opportunities/ work experience placements for local people, particularly those users of the CIL and other services delivered by the Centre.
- 6.17 It is also anticipated that any commercial tenant will be able to make links with schools and other organisations supporting youth, voluntary, and community groups in the Borough, as well as supporting other Council objectives.
- 6.18 The provision of these opportunities for the Greenwood Centre by any commercial tenant would be protected by planning condition/shadow S106 legal agreement and tenancy agreement. A draft specification for a potential commercial tenant has been produced by LB Camden and is attached to this document as Appendix 7.
- 6.19 The commercial area will be accessed separately from the main entrance of the Greenwood Centre, with both the 344sqm on the 1st floor and the 188sqm on the 2nd floor access via an independent lift and stairs core accessed from Greenwood Place.
- 6.20 Toilet facilities and a kitchen space will be provided on both floors. The space will otherwise be completed to a shell and core specification and a rent-free period offered to the tenant to cover the costs of fit out. Cycle storage will also be available by the commercial unit entrance, behind a security gate.
- 6.21 The commercial space will provide opportunities to support SMEs from Camden's growth sectors of creative, science and tech, and professional and business services, in line with relevant LB Camden policy.
- 6.22 Furthermore, the additional income generated from the commercial space will allow LB Camden to offer subsidised rental rates to local community groups wishing to use the spaces and facilities within the Greenwood Centre. This will increase the accessibility of the new facility.

7 Planning Assessment

Planning Policy Context

- 7.1 The Development Plan for the site comprises the following documents:
- NPPF (2012)
 - London Plan [MALP] (2016)
 - Camden Local Plan (2017)
- 7.2 Other documents, which are material considerations, include London-wide Supplementary Planning Guidance and LB Camden Supplementary Planning Documents, prepared and adopted by the GLA and LB Camden, respectively.

Relevant Planning Policy

Provision of Community Facilities

- 7.3 London Plan [MALP] (2016) policy 3.16 states, “proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. The suitability of redundant social infrastructure premises for other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered.”
- 7.4 Policy C2 of the Camden Local Plan (adopted 2017) states that the Council will “ensure existing community facilities are retained, recognising their benefit to the community, including protected groups, unless one of the following tests is met: i) a replacement facility of a similar nature is provided that meets the needs of the local population or its current, or intended, users; or ii) the existing premises are no longer required or viable in their existing use and there is no alternative community use capable of meeting the needs of the local area. Where it has been demonstrated to the Council’s satisfaction there is no reasonable prospect of a community use, then our preferred alternative will be the maximum viable amount of affordable housing.”

Provision of Employment Floorspace

- 7.5 Policy E1 of the Camden Local Plan (2017) supports businesses of all sizes, in particular start-ups, small and medium-sized enterprises. It seeks to maintain a stock of premises that are suitable for a variety of business activities, for firms of differing sizes, and available on a range of terms and conditions for firms with differing resources. The supporting text of this policy identifies Kentish Town town centre as “having an important role for businesses that provide local services” [paragraph 5.27].
- 7.6 Policy E2 supports the provision of employment premises and sites in the borough. The supporting text of this policy encourages “the development of a broad economic base in the borough to help meet the varied employment needs, skills and qualifications of Camden’s workforce” [paragraph 5.35].

Planning Policy Assessment

- 7.7 This application seeks to change the use of 532sqm of floorspace within Greenwood Centre from Community floorspace (Use Class D1) to flexible Community/Office floorspace (Use Class D1/B1).
- 7.8 It is acknowledged that this application represents a loss of D1 floorspace contrary to the Council’s policy wording in Policy C2, which resists the loss of such floorspace unless proposals meet one of following tests: either (i) a replacement facility is provided that meets the needs of the local population or users, or (ii) the existing premises are no longer required or viable in their existing use and there are no other alternative community uses capable of meeting local needs.
- 7.9 In accordance with part (i) of Policy C2, the services provided within the consented Greenwood Centre have been re-provided in line with the evolving LB Camden adult social care strategy.
- 7.10 This re-provision is due to the consolidation and greater integration of those services included within the proposed Greenwood Centre, and the relocation of some services to other facilities within the Borough. Therefore, this change of use proposal does not impact on the community value of the Greenwood Centre.

- 7.11 The provision and quality of the services within the consented Greenwood Centre will not be affected by this change of use proposal. Therefore, the Greenwood Centre (along with those other Camden facilities to which services have relocated) will continue to meet the needs of the local population and the Centre's intended users.
- 7.12 In proposing flexible floorspace in the form of B1/D1 Commercial/Community floorspace, this application seeks to maintain a certain degree of flexibility within the Greenwood Centre. This will ensure that LB Camden retains the option to use this 532sqm of floorspace to provide D1 uses should there be demand for such services over the next ten years.
- 7.13 As outlined in Section 6 of this document, in order to further mitigate against this loss of D1 floorspace, LB Camden is seeking to enter into a mutually beneficial partnership with a business or social enterprise tenant. This tenant will be required to possess a social purpose/vision/mission that complements the existing uses of the Greenwood Centre, and be able to provide opportunities, such as employment, for users of the Centre.
- 7.14 It is proposed that the use of the D1/B1 floorspace within the Greenwood Centre by a business or enterprise that enhances the community output of the Centre would be protected by a planning condition (or shadow S106 legal obligation) stating 'Prospective tenants of the B1 office space must enter into an agreement with LB Camden in which they demonstrate that they are compatible with the existing community services provided within the Centre and will provide a strategy for positive engagement with those services and their users.'
- 7.15 The proposed commercial space would help achieve the economic objectives outlined in Camden Local Plan Policies E1 and E2, which support businesses of all sizes, particularly the small and medium-sized enterprises that would be suitable for tenancy in the Greenwood Centre commercial space, and the development of a broad economic base throughout the Borough to meet varied employment needs.
- 7.16 The proposed change of use responds positively to the LB Camden "Supporting People, Connecting Communities" Strategic Plan (see Appendix 1). This document states "the Council aims to stimulate innovation and support economic growth and will explore having some commercial space at the Greenwood Centre to enable local businesses to innovate and develop new forms of care and health technology" [Page 17].

Summary

8 Summary

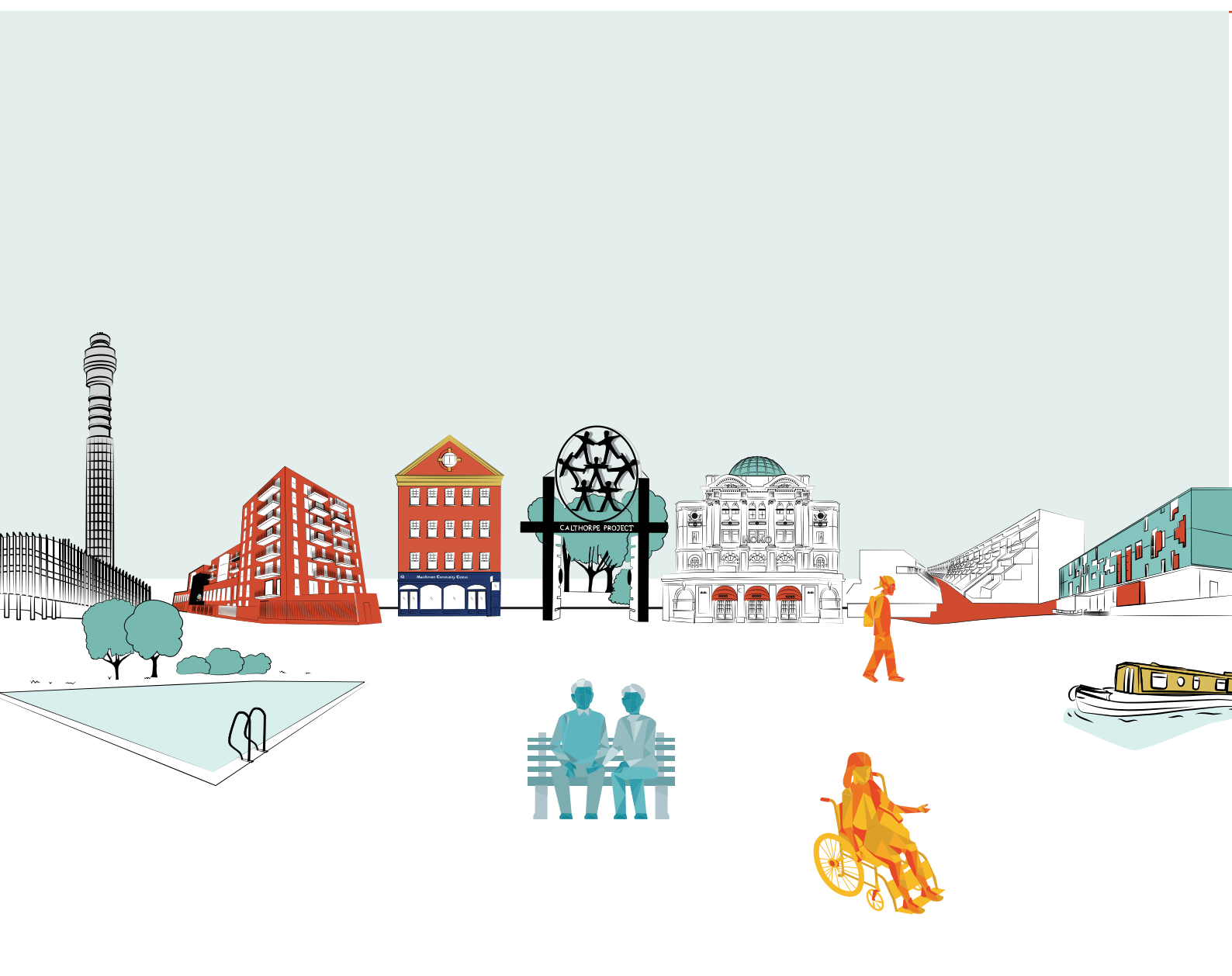
- 8.1 This application seeks permission for the change of use of 532sqm of floorspace within the consented Greenwood Centre from Community floorspace (Use Class D1) to flexible Commercial/Community floorspace (Use Class B1/D1).
- 8.2 This equates to 344sqm on the 1st floor and 188sqm on the 2nd floor, with access via a separate entrance lobby on the ground floor away from the main entrance to Greenwood Centre.
- 8.3 This proposed change of use responds to the evolution of LB Camden's adult social care strategy which has led to a greater integration and flexibility in how services are provided at the new Greenwood Centre.
- 8.4 The introduction of flexible commercial space into the Greenwood Centre will provide a commercially successful solution for the 532sqm of floorspace now surplus to the requirements of the services to be provided at Greenwood Centre due to this changing strategy, while still providing LB Camden with flexibility should demand for community services increase over the next ten years.
- 8.5 The consolidation of services in Greenwood Centre and the relocation of others to different facilities within the Borough means this change of use proposal will not affect the community value of the Centre, and Greenwood will continue to meet the needs of service users and the local population.
- 8.6 Any tenant of the proposed commercial floorspace will be required to complement the services provided within the Greenwood Centre, and provide opportunities for users, through employment possibilities. It is anticipated that this agreement be protected by planning condition and tenancy agreement.
- 8.7 The introduction of commercial floorspace will help the Council achieve the economic objectives of the Camden Local Plan by delivering new SME workspace while providing in income for the Greenwood Centre that will enable the Council to subsidise costs for other users of the Centre.
- 8.8 It is therefore concluded that this proposal will not impact on the community value of the Greenwood Centre or those services proposed within the consented scheme, and will provide new opportunities for adult social care provision within the Borough.

Appendix 1

LBC Supporting People
Strategic Plan 2017

Supporting people, connecting communities

Our plan for living and ageing well in Camden



“Working together, we’ll help you to remain independent, safe and part of your local community.”

National media coverage of the growing pressures and chronic underfunding of adult social care has highlighted that what we have is a broken system.

As funding reduced, many homecare services and care homes became reliant on zero hour contracts and the minimum wage. While social workers, spending more time on processes, ran the risk of losing sight of what was most important to the people needing help.

Humane and sustainable social care is central to the Council’s vision for Camden. We have invested in the London Living Wage and the Ethical Care Charter. We are re-commissioning homecare services so they work as valued partners in our local health and care neighbourhood teams, providing high quality care and support to residents, which promotes independence and enables them to play a full and active part in community life.

We want all our social workers, occupational therapists and support workers to work with people, as experts in their own lives, supporting them to reach their potential and focusing on what matters to them. To achieve this we need to change the way we work and build a new relationship between the Council and Camden residents. This change focuses on how we support people to be as independent as possible and regain control of their lives, and promote citizenship, valuing the contribution of older and disabled people.

This plan is not just about the support adult social care offers, it is about a whole-system approach, tackling the barriers people face to achieving health and wellbeing. This means the Council will work to find innovative housing solutions, to help people to be active and to be part of their local community.

We will work closely with our partners in the voluntary and community sectors and the NHS to achieve our ambition. We are committed to delivering the Local Care Strategy and Camden’s Health and Wellbeing Strategy.

Most importantly, we will continue to work with Camden residents, including people with care and support needs, their families and friends, to learn from their experiences and benefit from their ideas. Many Camden residents have provided us with very useful feedback and suggestions which have helped the development of this plan and we will continue this dialogue.

In Camden, we value the important role that all our carers play and we also recognise that care and health is an important and a growing industry that offers employment opportunities for local residents.

We will continue to campaign for more government funding for adult social care. And we will work to build on the strengths of our citizens and communities to make sure that age, disability or health conditions are not barriers to living a safe and thriving life in our borough.



Councillor Georgia Gould
Leader of Camden Council

Contents	page
1. Introduction - key principles	4
2. Why do we need to change the way we work?	5
3. Working with people to develop our plans	7
4. A new relationship between the Council, the community and Camden residents	8
5. How we will work together to deliver our ambition	14
6. How we will measure and monitor success	17

1. Introduction – key principles

We live in a rapidly changing world. People are living longer, often with complex health conditions, so the number of people requiring adult social care will continue to increase and the type of support they require will diversify. Technology continues to transform our everyday lives and, as society adapts, so do our expectations.

Adult social care is about enabling people to have the best possible lives. We want people to be as independent as possible, to have more choice and control over their support and to be central to any decision-making.

However, evidence suggests our current system draws people into statutory services rather than building independence and resilience. For example, our data shows that comparatively more people will receive long-term support in Camden and higher numbers of people are placed in residential or nursing care.

Our ambition is to support people to live healthy, active and independent lives for longer. We plan to focus on what is most important to the person, to recognise their strengths and their networks and to help people to stay connected in their communities.

Research¹ tells us that people want to be independent. To help us achieve this we will use community resources first when developing solutions with our residents. We expect citizens to play a larger role in helping both themselves and others in the future, with support from the Council and our partners where needed. As a whole system, we aim to reduce health inequalities and improve the lives of residents by building on individual skills, resources and informal networks of support.

We will apply a consistent approach through all stages of life, from young disabled people moving into adulthood to support at the end of life.

In December 2016, the Council's Cabinet agreed a key set of principles that underpin our new model:



We aim to work with people to help them find their own solutions and put them in the driving seat wherever possible.

GoodGym – a community of runners who combine getting fit with doing good, stopping off on runs to do physical tasks for community organisations and to support isolated older people with social visits and one-off tasks.

¹ Think Local, Act Personal – a Partnership established in 2011 aimed at supporting and promoting the continued transformation of health, care and support.



2. Why do we need to change the way we work?

It is the right thing to do. There is increasing national recognition that adult social care needs to work differently to meet the aspirations of residents. This means a return to our core professional values, recognising people as experts in their own situation and being more community-based, focusing on linking people into their local networks. This is a move from the current focus on a professional assessment of the person's needs and a response of providing formal, often long-term services, without considering alternatives, which may reduce dependency and lead to better quality of life.

The Care Act 2014 gave new statutory duties to local authorities to support people to maintain

their wellbeing and independence. The Act enshrines the principle of individual wellbeing, placing this at the heart of the care and support system. It promotes independence and cites the importance of partnership working, with a drive towards greater integration between different services to improve people's outcomes.

Feedback² from people who use Camden adult social care services have indicated that, whilst there are aspects of services that promote independence and choice that are valued, there is more work to do to improve the way we deliver care and support services, e.g. improving ease of access to information and advice, and better co-ordination of some services.

² Annual Survey 2016, Carers Survey 2016, plus feedback from focus groups

Changes in population and impact in Camden

There are key changes in Camden's population that will have an impact on the demand for adult services over the next 10 years.

People are living longer, often with multiple long-term health conditions and this means that the number of people requiring support will continue to increase and the type of support they require will become more complex.

The highest percentage growth to 2027 will be the over 75s. The number of people in this age group will increase by approximately 41% or, in other words, 5,100 more people aged over 75.

Most people with physical disabilities or limiting long-term health conditions in Camden are aged 55 plus. Whilst overall, people in Camden are living longer, on average the last 20 years of their life is spent in poor health, and there are huge inequalities in life expectancy in Camden.

The number of people with a learning disability, and the complexity of their needs, is increasing due, in part, to better health technologies leading to increasing life expectancy and the rising numbers of young people with complex needs surviving into adulthood. Each year about 20 young disabled people turn 18, including on average 6 to 8 with profound disabilities.

Just over a quarter of the 734 people³ known to Camden's Learning Disability Service are aged 20 to 29. They are also living longer and 11% are now over the age of 65 years. The events at Winterbourne View⁴ and the subsequent report into premature deaths of people with learning disabilities highlighted concerns about access to care and support for people with learning disabilities. They are three more times likely to die early compared with the general population and suffer disproportionately from specific health issues, including coronary heart disease, respiratory disease and epilepsy.

Population projections suggest that the number of adults with autism in Camden will increase year on year, to almost 2,500 by 2040. As awareness and recognition of autism is growing, so are the numbers of people being diagnosed and identified as having additional care and support needs.

Camden currently has the third highest prevalence of serious mental illness in the country and the seventh highest incidence of common mental health problems, such as anxiety and depression. The associated economic impacts of mental health conditions are estimated to be equivalent to £750 million a year in Camden.

As the population ages and health needs increase, a growing number of residents will become carers. It will become increasingly important to raise awareness of the needs of carers, and improve access to support and training for them, if we are to succeed in building on people's strengths.

The increasing diversity of Camden requires commissioners and providers to ensure provision of services are culturally sensitive and provide equity of access responsive to a changing population.

Financial context

By 2018/19, government cuts will mean Camden Council's funding will have more than halved compared to funding levels in 2010.

A fragile social care market and rising costs are adding to budget pressures nationally.

Furthermore, the social care workforce generally has been poorly paid and under-skilled, with a direct impact on the quality of care. The Council is committed to the Ethical Care Charter and the London Living Wage and this has had a positive impact, to some degree mitigating risks.

³ March 2017 data

⁴ Winterbourne View was a hospital in South Gloucestershire for people with learning disabilities and autism.

However, there remain significant challenges in securing the right workforce and sufficient local supply of provision to meet increasingly complex needs.

In recognition of these pressures, central government allowed councils to raise a social care precept of up to 6% via Council Tax over 3 years. The Council agreed to raise 3% this year and 3% in 2018/19. The 2015 Spending Review included a direct grant (known as iBCF) to local government from 2017/18 for 3 years for adult social care that will enable the Council to continue to actively support the whole system and further develop services that underpin hospital discharges and admission avoidance.

Evidence from national work across adult social care⁵ shows that councils which have delivered efficiency programmes based on the development of a new strengths-based 'contract with citizens and communities' have been more successful in delivering sustainable change that both improves outcomes for people and savings for the council.



"Changing the way that existing services are delivered will in most cases not be sufficient. There needs to be a fundamental change in the expectations of individuals, communities and service providers if the most is to be made of diminishing resources while securing public wellbeing."

3. Working with people to develop our plans

Through focus groups, workshops and conversations, we have worked with residents and service users, as well as a wide range of partner organisations, staff and Council services to understand how we need to change adult care services and the Council's broader approach⁶. We have analysed research, visited, and learnt from other local authorities who have already embarked on similar changes and are reporting success.

Most people we spoke to in Camden were enthusiastic about the idea of a strengths-based approach and supported the idea of the Council having a different relationship with residents. Residents and other stakeholders felt that practitioners having more time to spend with people would be valuable. They felt that this approach would improve people's confidence and self-esteem, that having more connections to the local community would reduce loneliness and that better links with other Council departments, such as leisure, housing and transport, are vital to support wellbeing.

In terms of challenges, there was a concern that informal carers and community organisations would need more support from the council if they were to take on greater responsibilities. It was felt that there was a risk of people feeling pressured in a time of crisis to come up with strengths, and then feeling as if they were failing if they could not identify any. Some service users feared that this could mean a reduction in their personal budgets that could have a negative impact, potentially creating a crisis or setback for them.

In delivering these plans, we will ensure a fair and consistent approach to supporting people. Social workers will work differently with people, drawing out their strengths. They will know more about the communities they are working in so they can help effectively link people to the

⁵ LGA Adult Social Care Efficiency Project Final report
LGA Learning disability services efficiency project final report

⁶ Cabinet Report 18th October 2017 provides full details of engagement that has taken place

support they need. We will work with voluntary and community sector partners to strengthen community capacity.

4. A new relationship between the Council, the community and Camden residents

Our **Supporting People, Connecting Communities** plan aims to create a 'new relationship' of shared responsibility between citizens, communities and the Council. It recognises what people have told us and responds to the changing context.

The 'new relationship' recognises how older and disabled residents can contribute to life in Camden and aims to build on individual and community strengths, foster resilience, reduce reliance on statutory services and focus on improving lives. We want Camden to be a place where all adults can benefit from every opportunity a dynamic borough like Camden has to offer.

We plan to embed a 'strengths-based' model, so that we help people build on their strengths and focus on the things that work to overcome the barriers preventing them reaching their potential. We will take a whole-life approach - consistent with the Council's Resilient Families work - to make sure this approach supports early planning for adulthood.

To be successful we need to achieve systemic change with support from the Council as a whole and our partners. **Supporting People, Connecting Communities** reflects a broader Council commitment to building the resilience of residents and communities. This includes working with voluntary and community partners to tackle social isolation, enabling support into employment, developing innovative housing options and building a sustainable health and care workforce with job opportunities for local residents.

Homeshare – where lodgers provide help around the house, as well as companionship, is a flexible solution that can benefit many people with support or housing needs. Homeshare builds relationships, often between two generations, recognising that people who take part have needs and something to give.

Our plan aligns with the Local Care Strategy, which aims to make care accessible, person-centred, co-ordinated, preventive and effective. It promotes self-care and a local neighbourhood model – a whole-system approach with GPs, social workers, homecare, nurses and the voluntary sector working together.

Moving forward the Council will increasingly be a facilitator, not a provider or purchaser of services, enabling people to live independent and fulfilling lives as active citizens within their local communities.



"A strengths-based approach to care, support and inclusion says 'let's look first at what people can do with their skills and their resources and what can the people around them do in their relationships and their communities'. People need to be seen as more than just their care needs – they need to be experts and in charge of their own lives."

Alex Fox, Chief Executive of the charity Shared Lives

Ms S is 70 years old, has a brain injury and finds it hard to get around due to mobility problems.

Traditionally, Ms S would have been assessed and provided with a homecare service to assist her with personal and domestic care. This support would have encouraged dependency and would not have improved Ms S's quality of life.

Using strengths-based practice the social worker discovered that Ms S loved shopping in second hand shops and flea markets but was unable to go alone. He found out that Ms S got on well with her next-door neighbour and over a cup of tea, the three of them agreed that the neighbour would be happy to go out with Ms S once a week to look at the shops and have lunch out. The social worker also referred Ms S to the care navigators at her GP practice to support her with arranging and escorting her to her hospital/medical appointments. The occupational therapist provided support so that Ms S could shower by herself and the social worker linked her in to Age UK's 'At Home' service so that she could use her attendance allowance to fund a carer to assist in cleaning her flat.

Ms S is currently managing well without any formal adult social care services, is maintaining her independence and is able to pursue her interests.

We aim to embed a strengths-based approach, so that:

we enable people to maximise independence - **help you to stay well and connected**

in times of crisis, we offer early help to regain independence - **help you when you need it**

we work closely with people to meet their long-term care and support needs – **ongoing support for when you need it**

when people are at risk of abuse or harm, we will **help you to stay safe**

Strengths-based approach

"Even in the most challenging and difficult of times, there are things we can do to give people strength and hope that things will get better. One of the ways we do that is by focusing on what matters to people, their talents, resources and their own unique perspective on life.

People are experts in their own lives and usually the best solutions come from their own experiences with support from others. It's a deliberately empowering approach, supporting individuals and families to be in control of life decisions, bolstered with the tools and support networks to succeed."

Lyn Romeo,
Chief Social Worker for Adults (England)



The new Centre for Independent Living at Greenwood Place.



At the centre of our plan is adult social care services working differently. We will make sure that all our practitioners are consistently working in a strengths-based way and that our systems and processes adapt to achieve this. This means our staff spending more time building relationships with people, focusing on what they want to achieve, their capacities and linking them into their local communities. We will consistently apply the national eligibility threshold and ensure the best use of resources, enabling people to have as much choice and control over their support as possible.

The new Centre for Independent Living (CIL), due to open at Greenwood Place, Kentish Town, in 2018 is an exciting development for Camden.

Co-designed with disabled people, it will be run by disabled people, putting them in the driving seat. The CIL will act as a community resource where people can get information, advice and support from their peers to help connect them with their local communities.

People with mental health conditions, those with learning disabilities and physical impairments will be able to come together in a vibrant place and participate in training, volunteering and paid employment opportunities so that they can benefit from

Camden's economic development. The CIL will offer support to people who fund their own care and people who want to use direct payments so that they have more control over their care and support. It will act as a voice for disabled people and play a vital role in connecting voluntary and commercial providers.

Help you to stay well and connected

We aim to help people to stay well and better connected in their communities, to tackle social isolation and to improve quality of life. We believe this will help us to prevent, delay and reduce the need for formal care and support services. This means tackling barriers to accessing community facilities, making information accessible and ensuring there is good advice on how to maintain good physical and mental health.

RecommendMe App – a free online way for the over 50s to find and be recommended activities and services. Part of the Ageing Better in Camden partnership, this digital platform can connect a user to relevant services, activities and peer groups. Personalised recommendations are developed for each user based on their interests, their physical, mental and social capacity, geographical location and the activities undertaken by their peer group.

Camden consists of many vibrant communities, with a proud history of active citizenship and a well-established voluntary and community sector. Our strategic neighbourhood partners provide a strong platform to support delivery of the strength-based approach and offer a range of activities - from health and exercise classes to gardening and IT activities - as well as formal and informal links with sections of the community which the Council might otherwise struggle to reach.

A weekly men's cooking club for budding chefs, supported by a network of volunteers. The cooking club, at Abbey Community Centre in Kilburn, is run by **North London Cares**, a community network set up to tackle isolation by running social activities that bring different generations together.

The Council's adult social care service will ensure that our staff have good networking skills and better understanding of local communities. We will listen hard, understand what matters to people and connect them with support that will enable them to get on with their chosen life.

Peer Mentoring, run by **VoiceAbility**, pairs people with mental health conditions who are further ahead with their recovery with people closer to the start of their recovery journey to support them to make positive steps forward. Both mentors and mentees say that it significantly improves their wellbeing and several mentors have used this as a springboard to employment.

The wider Council supports prevention and early intervention through, for example, commitments to:

- train and empower more of our employees so that they can 'make every contact count'⁷
- build community awareness and strengthen the key role communities have in contributing

to promoting healthy lifestyle choices, tackling issues of loneliness and isolation, prevention and potential harm (safeguarding) - for example, through a better understanding of mental health or dementia

- work together with the voluntary and community sector on 'Community Impacts' to build on existing good work and explore creative opportunities for the future, including on the four key priorities identified⁸
- support opportunities for social action and innovation, through schemes such as the RecommendMe app and GoodGym, and activities that bring different generations together
- build on the joint Housing and Adult Social Care Scrutiny Panel work and look to develop innovative housing options. This includes using our housing workforce to help reduce isolation and tackling under occupancy of housing with schemes like Homeshare (see page 9)
- promote active lives through developing a new sports and physical activity strategy in Camden, looking for broader opportunities to explore the role of libraries and the home library service and supporting access to the range of cultural opportunities in Camden
- create age and disability friendly environments: exploit opportunities through new developments, including the Council's Community Investment Programme, to deliver our strategy. For example, continue to design new accommodation to a lifetime standard, housing that is adapted as our residents get older and building ground-floor units that are disability-friendly.

The **Green Gym** - which Camden's parks team runs with **Conservation Volunteers** - brings people together in our green spaces to get active by carrying out conservation works.

⁷ Making Every Contact Count (MECC) is a whole system approach to reducing inequalities and promoting early intervention and prevention by capitalising on the thousands of conversations that staff are already having every day across the system. The MECC training equips staff with the skills, knowledge and confidence to raise issues appropriately, give advice and signpost to further support

⁸ Community Impact Priorities currently are Rough Sleeping, Mental Health, Youth Offending, Supporting People in the Community

Kilburn Older Voices Exchange – a group of older people, service users, family carers and volunteers, which aims to improve the quality of life for older people in Kilburn, West Hampstead and beyond. They are involved in a number of projects to promote wellbeing, e.g. successfully lobbying for increasing community seating in areas that enable people to have a rest on route to the shops, or stop for a chat.

Help when you need it

When there are times of crisis, we will work with people to help them to regain control of their life and put in place tailored foundations to help prevent another crisis. There will be other times when short-term support is needed - for example, to help people with learning disabilities or mental health needs into employment.

The short-term support we offer will include:

- an integrated and timely early help offer with health colleagues, such as reablement and therapies to support people to get back on their feet
- using the latest digital technologies to help people stay independent - for example, using smartphone-based applications, sensors in the home and technology that helps connect people who are lonely
- better identification and management of physical health issues for people with learning disabilities, including making sure that more of our residents with learning disabilities are known by GPs and have good health plans in place
- earlier access to help for people experiencing mental health conditions, including support for people with autism, and enhancing primary care mental health services
- support for people to remain active during the day, including into paid employment and training opportunities to help build resilience, making the most of third sector resources and links with employers to support people in their employment journey.

Mr and Mrs A are in their seventies. Their only son lives in Australia but keeps in regular contact by Skype.

Mrs A has chronic obstructive breathing disorder, rarely leaves her home and does not like her husband to go out without her due to anxiety about her health. Mr A currently manages all of the household tasks, provides support with personal care and takes his wife to all her medical appointments.

Mr A contacted adult social care in distress as he was in crisis and felt that he needed to stop all of his caring activities and move out. A social worker visited the same day and spoke to Mr and Mrs A. She established that Mr A wanted to continue living with and caring for his wife but was finding it very difficult not to have any time alone. He is a keen bowls player and really misses playing and socialising after a match. Mrs A said that she wanted someone with her all the time due to health worries. The social worker arranged to visit again over the following days to talk through options with Mrs A and keep her company, meaning Mr A could go out on his own and have a much-needed break.

The social worker found out that Mrs A would like to get out a bit more herself and would also like people to visit her. They discussed Mrs A's interest in art and, through an internet search, found there was a local art group that her husband could drop her off at. Mrs A mentioned that she had friends that she had lost touch with and could contact and also a niece who lived locally. She was also willing to trial assistive technology to see whether having this would help her feel sufficiently confident to be left alone.

The immediate response by the social worker to the crisis and the time she was able to spend with Mrs A meant that the traditional response of putting in ongoing respite care was not required and Mr and Mrs A were able to use their strengths and informal support networks to improve their quality of life.

Ongoing support for when you need it

We will work closely with people to meet their long-term care and support needs. Our aim is to identify what they want to achieve and explore what strengths, informal support networks they may already have, and what may exist within their local community that they would like to get involved with. We will establish what people's eligible needs are and how best to meet these - for example, encouraging more 'direct payments', independent living and 'shared lives' options.

We will develop an integrated approach for people with more complex needs – for example, creating multi-disciplinary teams that will bring together GPs, social workers, homecare workers, community nursing, therapists and palliative care services which will co-ordinate a better response.

We will develop the adult social care provider market through health and social care commissioning to:

- promote diversity and quality in the care and support market, including embedding quality assurance and good employment practices
- ensure there is a range of provider services, shaped by the demands of individuals, families and carers and self-funders, that offers value for money
- develop the personal assistant market
- achieve a more consistent pricing structure for residential and nursing home placements across the five North Central London councils (Camden, Islington, Haringey, Barnet, Enfield) through a shared pricing framework and e-procurement approach.

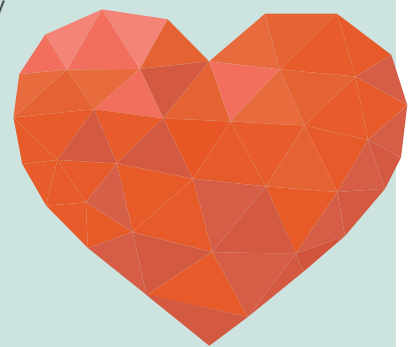
Mr M is in his nineties and has a heart condition, mobility issues (uses a walking aid), and is in the early stages of dementia.

He lives at home and spends time with his friends who bring food round and play cards with him. His son visits weekly to keep him company and support him with medical appointments and finances.

Using a traditional care management approach, Mr M would have been assessed for services and received formal care from an agency arranged by adult social care. He may also have been referred to a day centre to alleviate social isolation.

Using a strengths-based approach, Mr M's social worker established that Mr M would rather choose his own personal assistants and so arranged for him to receive direct payments, managed by his son. This meant that Mr M had more control over his care and could choose people with whom he could establish a good relationship. Occupational therapy and assistive technology input made the home as safe as possible, reducing the amount of care required and therefore increasing Mr M's independence.

As Mr M loves to get out and has an interest in history, the Community Connectors have linked him into the local historical society. Mr M's friends and family, adult social care and community organisations are all working together to make sure that Mr M is as independent as possible.



Help you to stay safe

As now, when people are at risk of abuse or harm, we will support them to help keep them safe. Our safeguarding partnership aims to mobilise the community to report possible abuse and help protect people by connecting them to their communities.

We will continue to work closely with the Council's Community Safety Partnership on issues around hate crime, mate crime, tackling scams and work with victims of domestic violence and abuse.

We aim to respond to safeguarding concerns so that people who have experienced harm and abuse are involved as much as they want to be and feel they are empowered and supported to get the outcome they want.

We will continue to offer support to help people retain their independence and exercise choice and control over the key decisions in their lives.

Mr B is a 47-year-old man who has a learning disability, enjoys living alone and is very house-proud.

He was visited by someone offering to pave over his front garden, handed over £4,000 in cash the next week and never saw them again. His social worker raised this as a safeguarding concern with Mr B's consent and encouraged Mr B to call the police, which he did. The social worker made sure that Mr B was involved in all discussions and that what he wanted was central to decision-making. Mr B decided that he wanted to stay living at home and not move into a 'safer' environment such as supported living but he also did not want to lose any more money.

With Mr B's agreement a range of protective actions were taken - for example, a smoke alarm, door chain and spy hole were installed and valuables were treated with

'smart water'. Mr B was involved in all aspects of the safeguarding decision-making and achieved what he wanted, which was to feel safe, less at risk of financial exploitation and be able to stay at home. Mr B said that it was important that he was able to talk things through with the social worker.

5. How we will work together to deliver our ambition

Our plans build on existing partnerships with the voluntary and community sector and the joint work of the Local Care Strategy. Together with NHS Camden Clinical Commissioning Group (CCG), we have agreed a series of key activities that will deliver the ambition set out here and in the Local Care Strategy – based around the following work programmes.

Strengths-based practice

We will be working with teams to embed strengths-based practice across our social care workforce using a specific '3 conversations' model, developed by Partners 4 Change⁹. We will test this approach through a number of innovation sites starting in November 2017 and aim to implement it fully by November 2018.

This model focuses on working with people on what matters to them, what needs to change for them to live independently and regain control of their life, and how we can help them to make the most important things happen.

Supporting people at home

As part of the Local Care Strategy, this theme focuses on enabling people to remain at home for longer, reducing admissions to hospital or care homes, and helping people return home quickly. We aim to develop integrated teams that bring together health, social care and community resources at a neighbourhood level. Homecare will operate in neighbourhoods with an outcomes focus and there will be more use of technology to enable social contact and

⁹ 'Partners 4 Change' offer a relationship of support, challenge, coaching and mentoring – Partners4change.co.uk

to help people to live more independently at home.

Mental health services are also developing neighbourhood hubs with enhanced primary care support so that people can access skilled support earlier to address their mental and physical health needs before they escalate.

We will develop floating support for people with learning disabilities so it is more flexible to changing needs, is sufficiently specialist to support those with more complex needs, and more effective in helping people to develop their confidence and independent living skills.

We aim to support carers to sustain their caring role, ensuring that effective and accessible services are in place.

Supporting people in the community

As part of the Local Care Strategy, this theme aims to support residents to be more connected in their local communities by widening access to mainstream and universal employment, education and leisure opportunities.

This includes redesigning day services and the significant development of Camden's first Centre for Independent Living, run by disabled people and based at the new Greenwood Centre. The Centre for Independent Living will strengthen, including through co-location and integration, links between employment and support services for disabled people and we will develop a new carers' hub.

We will also continue to develop information and advice, building on Camden Care Choices, review advocacy and interpreting provision and work with local residents to improve understanding about how to improve the accessibility and reach of services – including a focus on building a dementia-friendly Camden.

In mental health, we will continue to shape the Resilience Network, which will be central to ensuring that people with a range of mental health needs access employment and training opportunities, build connections with their communities and have the chance to contribute.

Camden Care Choices - a powerful online resource for residents, carers, professionals and anyone else looking for information about social care in Camden. It includes a directory of services and activities, alongside information on resources in the community and equipment available to help people stay independent at home. The site is designed to be accessible and viewable on a range of devices. We are developing the site further to ensure it links to other sources of information on health and social care more effectively. Camden Care Choices fully supports the strengths-based approach by providing up to date information on community resources.

camdencarechoices.camden.gov.uk

Housing and accommodation

This theme will adopt a multi-agency approach to assess the current and future needs of the people of Camden. We aim to develop innovative housing options to meet those future needs and draw upon the learning from the Housing and Adult Social Care Scrutiny Panel¹⁰.

We will:

- introduce a discretionary Disabled Facilities Grant policy to aid a more flexible approach
- promote independence and choice by developing a range of new supported living opportunities for residents in the borough, using the latest technologies, and reducing the use of out-of-borough residential care placements

¹⁰ Housing and Adult Social Care Scrutiny Panel – The panel was established by the Housing Scrutiny Committee in recognition that Camden's population is ageing - to explore what needs to be done to support Camden's population in terms of their housing needs – with the aim of ensuring that people can remain independent, healthy, well-supported and in their homes for as long as possible.

- make better use of the range of existing housing options to help people remain independent in their own homes for longer
- ensure residents with health and social care needs who do not need specialist housing are able to access independent housing options within the borough
- make best use of opportunities for new developments through our regeneration and planning policies and to provide new accommodation options in the borough
- explore further the opportunities through Shared Lives schemes to enable people with learning disabilities or mental health needs to live in family environments, or for older people to access alternatives to traditional models of respite provision
- explore ways to help older tenants remain in their own home (provided they are not under-occupying significantly) e.g. through adaptations or alternatives such as the Homeshare scheme (lodgers provide help around the house but also companionship) and drawing on networks of neighbours to help.

Digital innovation

We aim to harness the latest digital and 'assistive technologies' to transform care services and to help people to stay independent for as long as possible.

We will review our current technology provision across health and social care to inform our future digital strategy with the aim of achieving a whole systems approach to innovation.

For example:

- innovative technologies to support carers
- apply new solutions, such as using smartphone-based applications
- use technology as a way of connecting people who may otherwise be at risk of social isolation

- use technology to enable people to self-monitor their own health
- use care technology within homes to enable people to live independently, where suitable, as an alternative to direct care
- enable people to interact with our services through digital channels
- further develop integrated electronic records
- support our plans to improve access to information, e.g. developing online care accounts available through the Camden Account
- maximise the opportunities enabled by partnership working with neighbouring boroughs through our ICT shared service arrangements.

Building a confident workforce

For a good quality, sustainable health and care system, we need to attract and retain staff with the right values, skills and expertise. Using a strengths-based approach requires confident practitioners who are able to build strong relationships with people they work with, and who understand the local area and the range of communities within it.

Hopscotch Asian Women's Centre

provides a range of services and activities including: a homecare service to black, asian and minority ethnic (BAME) communities, recruiting and training staff from local communities who speak the same community languages and providing culturally appropriate care; individually tailored and culturally sensitive employability support for disadvantaged BAME women.

We are committed to having a well-trained workforce who have the opportunity to access a range of attractive career pathways and we will provide opportunities for learning and development for staff throughout their careers.

For example, through excellent supervision, ensuring access to regular research and reflective practice sessions, provision of a comprehensive training programme and shadowing and mentoring opportunities.

Camden has invested in our health and social care provider market through a commitment to pay the London Living Wage and implement the Ethical Home Care Charter. We will continue to work with local businesses to promote good working practices.

The health and care sector plays an important role in Camden's economy and we want to ensure it continues to grow and offer good career opportunities for local residents.

The Council aims to stimulate innovation and support economic growth and will explore having some commercial space at the Greenwood Centre to enable local businesses to innovate and develop new forms of care and health technology.

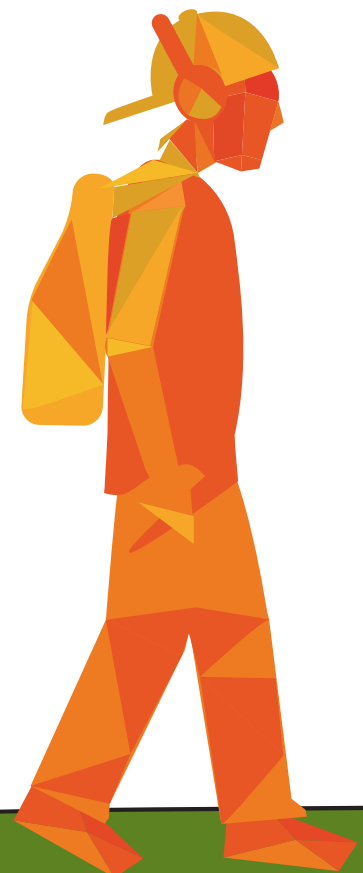
The strengths-based approach applies beyond the role of the Council's adult social care service, and we aim to work with partners to create a shared culture of building strengths and resilience.

6. How we will measure and monitor success

We will measure our progress through developing an Outcomes Framework (Appendix A, see pages 18 to 19) with performance measures aligned to this strategic plan. We expect this framework to be further informed by our transformation work and we will therefore review and update it to reflect this.

During January to March 2018, we will further develop the Adult Social Care Transformation Programme, which is overseen by the Adult Social Care Transformation Board.

We will monitor progress through staff and resident feedback and engagement opportunities provided by, for example, the Citizens' Assembly, Ageing Better in Camden, the new Centre for Independent Living, Camden's Disability Oversight Panel, Planning Together and VoiceAbility.



Overall purpose	“Working together, we’ll help you to remain independent, safe and part of your local community.”
	Seeing people as experts in their own lives, we aim to prevent, reduce and delay the need for formal services and maximise independence by focusing on the potential of individuals and their local communities.

Strategic goals	Outcome	Measure
Help you to stay well and connected	Residents are able to access information, advice, guidance, basic equipment or suggestions of local activities and community services, healthcare, housing and transport to maintain their independence, improve their wellbeing and live more healthy, active lives.	
	To improve access to information and advice, ensuring it is as accessible as possible; improve suggestions to community-based prevention and support.	<ul style="list-style-type: none"> Proportion of contacts signposted to other providers Proportion of contacts signposted to other providers who return within 6 months of contact Visits to Camden Care Choices (web pages) Number of pieces of equipment issued by the first contact team. For development: <ul style="list-style-type: none"> Proportion of people satisfied with the outcome at First Contact The effectiveness of Camden Care Choices The effectiveness of use of equipment in meeting outcomes.
	To improve early identification and management of health issues for people with learning disabilities.	<ul style="list-style-type: none"> Proportion of people with learning disabilities registered with a Camden GP who have received a learning disability health check Proportion of the above who have received a learning disability health check and have been provided with a health action plan.
Help when you need it	Residents regain their independence and continue to live independently, with foundations in place to help prevent a crisis, maximising strengths and local networks of support, as well as maintaining their role within their local community.	
	To ensure wherever possible that people access reablement or enablement services following hospital admission – to reduce delayed transfers of care and avoid admissions to residential or nursing care.	<ul style="list-style-type: none"> Delayed transfers of care from hospital per 100,000 population Delayed transfers of care from hospital which are attributable to adult social care per 100,000 population Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/ rehabilitation service Proportion of new older people (aged 65 and over) discharged from hospital to residential and nursing care, as opposed to long-term community care. For development: <ul style="list-style-type: none"> Proportion of people in receipt of short-term services satisfied with the outcomes, and/or the quality of services.
	To support people to remain active during the day, provide support into paid employment and identify training opportunities to help build resilience.	<ul style="list-style-type: none"> Proportion of adults with learning disabilities in paid employment Proportion of adults in contact with secondary mental health services in paid employment.
	To support people with learning disabilities to develop new skills and become more independent.	For development: <ul style="list-style-type: none"> Number of people with learning disabilities accessing short-term floating support with a skills development outcome.
	People with learning disabilities have access to healthcare interventions when they need them.	<ul style="list-style-type: none"> The wait from referral to Camden Learning Disability Service healthcare treatment is less than 18 weeks.

Our plan for living and ageing well in Camden

Strategic goals	Outcome	Measure
Ongoing support for those who need it	Outcome: Residents with ongoing support needs live as independently as possible with individually-tailored solutions that promote their strengths and maximise community assets.	
	To increase the use of assistive technology.	For development: <ul style="list-style-type: none"> To measure the extent and effectiveness of use of assistive technology.
	To promote choice and control through increased take-up of direct payments for those residents with ongoing support needs.	<ul style="list-style-type: none"> Proportion of people using social care support who receive direct payments.
	To promote independence by developing new supported living opportunities for residents in the borough and reduce admissions to residential care.	<ul style="list-style-type: none"> Permanent admissions of older people (aged 65 and over) to residential and nursing care homes, per 100,000 population.
	Relative reduction in the number of residents needing long-term ongoing services.	<ul style="list-style-type: none"> Number of people who receive long-term ongoing services Proportion of people who use services who find it easy to find information about services.
	To improve the proportion of people who use services who have control over their daily life.	<ul style="list-style-type: none"> Proportion of people who use services who have control over their daily life. For development: <ul style="list-style-type: none"> Proportion of people who were asked during their assessment about the outcomes they wanted and those outcomes were fully met.
	To ensure people experience the best outcomes through the most cost-effective support.	<ul style="list-style-type: none"> Proportion of adults with a primary support reason of learning disability support who live in their own home or with their family Proportion of adults in contact with secondary mental health services living independently, with or without support Proportion of people receiving residential and nursing care against those receiving long-term care at home Proportion of people receiving long-term support who have had annual review.
To support carers to sustain their caring role.	<ul style="list-style-type: none"> Overall satisfaction of carers with social services. 	
Help adults stay safe	Outcome: Residents who have experienced harm or abuse are empowered and supported to achieve the desired outcomes and have control over key decisions.	
	Safeguarding practice is person-centred and focused on the outcomes that the person wants to achieve.	<ul style="list-style-type: none"> For concluded safeguarding enquiries where outcomes were expressed - the proportion where outcomes were fully-achieved Proportion of people who use services who feel safe.
Use of resources	Outcome: Effective use of resources is evident and quality is maintained	
	To ensure there is a range of provider services, shaped by the demands of individuals, families and carers (and self-funders), that offer good quality and value for money.	<ul style="list-style-type: none"> Take-up of the Care Certificate Proportion of regulated services (residential, nursing care and homecare) used by the Council which are rated good or above. For development: <ul style="list-style-type: none"> Evidence of shift of balance of spend.
To develop a confident workforce and improve staff recruitment and retention rates to permanent posts.	<ul style="list-style-type: none"> The proportion of agency staff against permanent workforce. For development: <ul style="list-style-type: none"> Measure of reflective / strengths-based practice. 	



**Supporting people,
connecting communities**

Camden Council
Town Hall, Judd Street
London WC1H 9JE

Phone: 020 7974 4444

Email: jodi.pilling@camden.gov.uk

camden.gov.uk/ascplan

camdencaarechoices.camden.gov.uk

Appendix 2

LBC Cabinet Report -
Supporting People in the
Community Commissioning
Plan

LONDON BOROUGH OF CAMDEN		WARDS: All Wards
REPORT TITLE Supporting People in the Community Commissioning Plan (SP/2017/08)		
REPORT OF: Executive Director, Supporting People		
FOR SUBMISSION TO Leader of the Council		DATE 21/06/2017
SUMMARY OF REPORT <p>This report recommends the transformation of day services following consideration of issues raised in the public consultation on the Supporting People in the Community Commissioning Plan, which ran from 16th January to 9th April 2017. Proposals support the Camden Plan objectives to build community resilience, reduce inequality and invest in local communities. There were 97 responses, a petition to 'save the Netherwood Day Centre', and a deputation to Health and Adult Social Care Scrutiny Committee. This report sets out a summary and addresses issues raised, including travel times and the rate for direct payments. The Council has amended its plans based on this feedback and proposes to raise the hourly rate for direct payments to £12.50 per hour and undertake a comprehensive review of travel arrangements for accessing day services. It is recommended to create a hub for older people on the site of Kingsgate Resource Centre and a hub for disabled people at the Greenwood centre. This will generate a saving of £582,000 per annum from 2018/19, including savings of £82,000 for the Better Care Fund. In December 2016, the Cabinet delegated this decision to the Cabinet Member for Young People, Adults and Health; however, the Leader of the Council has decided to take it herself under the powers granted to her in the Council's constitution.</p> <p>Local Government Act 1972 – Access to Information No documents that require listing were used in the preparation of this report.</p> <p>Contact Officer:</p> <p style="padding-left: 200px;">Richard Lewin Director of Integrated Commissioning</p> <p>Address 5 Pancras Square, London NC1 4AG Tel. No: (020) 7974 4136 Email Richard.lewin@camden.gov.uk</p>		
WHAT DECISIONS ARE BEING ASKED FOR? <p>The Leader of the Council, after considering the results of the consultation and the Equalities Impact Assessment, and having due regard to the equalities duties of the Local Authority, is asked to agree the following recommendations. The Leader is asked to agree that she will take the decisions herself as Leader of the Council:</p> <ol style="list-style-type: none"> 1. To create an older people's hub at Kingsgate Resource Centre, replacing Raglan, Netherwood and Charlie Ratchford and Kingsgate and a disabled people's hub people at the Greenwood centre, replacing Mayford and Peperfield 2. To raise the hourly rate for direct payments from £12 to £12.50. 		



Signed: Martin Pratt
Date: 13/06/2017

1. WHAT IS THIS REPORT ABOUT?

- 1.1 Supporting residents to have access to and engage with their local community is a key priority for the Council. A review of our day services was undertaken to ascertain whether our provision was effectively meeting the needs of Camden residents. The review showed that attendance at day services had reduced significantly, particularly at older people's services, with an average attendance of 40% across the centres. The figures for learning disability services have not fallen at the same rate, with an average attendance of 80%.
- 1.2 In December 2016, a commissioning plan was submitted to the Cabinet setting out proposals for the transformation of our day services in line with the principles contained within the adult social care transformation plan. To ensure we are offering effective, value for money services, officers put forward four proposals for the future provision of day services:
- **Option 1:** The proposal to develop an older people's hub at Kingsgate and a mental health and learning disability hub at Greenwood.
 - **Option 2:** The proposal to develop a hub for people with profound and multiple learning disabilities at Netherwood and develop an older people, mental health and learning disability hub at Greenwood.
 - **Option 3:** The proposal to locate all services at Greenwood.
 - **Option 4:** The proposal to decommission Council run and block contracted services.
- 1.3 The preferred proposal was option one. Permission was sought to undertake a period of consultation on these proposals, which was approved by Cabinet. The consultation period lasted for 13 weeks, from the 16th January until the 9th April 2017.

2. WHY IS THIS REPORT NECESSARY?

- 2.1 This reports details the outcome of the consultation process and the recommendations for service delivery.
- 2.2 Prior to the start of the consultation period officers undertook a period of engagement, with six briefing sessions held to raise awareness of the consultation. These briefing sessions were attended by 246 people including people who currently access services, carers and members of the voluntary and community sector (VCS).
- 2.3 The consultation period ran for a period of 13 weeks, from the 16th January until the 9th April. 14 consultation meetings were held during this period attended by approximately 200 people.
- 2.4 The feedback from the consultation meetings tended to have a strong focus on keeping all of the current centres open. A petition to 'save the Netherwood Day Centre' was launched at the start of the consultation period. The petition was signed by 1,196 people. We received 97 formal responses to the consultation. Highlights of the responses include:

- 23% of respondents agreed with the proposal and 67% of respondents disagreed with the proposal to develop two specialist centres within the borough.
- 22% of respondents agreed with the proposal and 31% of respondents disagreed with the proposal to relocate Peperfield and Mayford Day Centres to the new Greenwood Centre
- 20% of respondents were concerned that the proposals would increase travel time for people accessing day services
- 25% of respondents wanted to keep all of the current centres open and 14% specifically wanted to keep Netherwood open

2.5 A number of key themes emerged from the responses. The Council is proposing a number of changes based on these key themes:

- Concerns over transport, notably the increased amount of time to travel to services and the proposed increase in cost of using transport as proposed in the changes to our contribution policy consultation to be considered by the Cabinet on 14 June. In response, we will undertake a review of the current transport routes to ensure any adverse effects on journey times are mitigated and the recommendation to the Cabinet is not to introduce a flat rate transport charge but to instead move the funding of transport to form part of an individual's personal budget. This would mean including transport costs as part of the financial assessment that takes into account affordability;
- Disruption to services provided, resulting in a reduced quality of service for people. To mitigate any impact of changes we will develop a personalised transition plan for each person accessing services, to ensure their needs can continue to be met effectively during the transition period.
- Concerns were raised about the direct payments rate in Camden being insufficient to allow people sufficient choice in the activities they choose to do, cover all employer responsibilities and support the London Living Wage. To reflect these concerns the Council has decided to increase the direct payment rate from "12 an hour to £12.50 an hour to ensure that individuals have the ability to access wider community support and pay personal assistants at the level of the London Living Wage;
- Increase revenue for the Council to ensure there is sufficient funding to keep services operational. The Council is raising Council tax by 3% in 2017/18 and plans to raise it by a further 3% in 2018/19, through the social care precept to raise additional funds and is consulting on changes to our contributions policy. The government has also announced an additional grant to local authorities to support adult social care budgets. This is a one-off grant worth £5.8m to Camden in 2017/18. The proposals on contributions will be reviewed as part of the report to the Cabinet on 14th June 2017 and any feedback received from the supporting people in the community consultation will be used to inform that decision. However, despite the increases in revenue to the Council, the pressure on social care budgets still means that the Council has to make further savings in these budgets of £10m by 2018/19;
- Concerns over the loss of a purpose built resource for people living with dementia, specifically the Netherwood centre, including a concern over lack of outdoor space. We will provide a state of the art dementia centre of excellence, co-designed with people with dementia, carers and staff, including the development of a dementia garden at Kingsgate Resource Centre. The

capital costs for providing these improvements have been identified. There was also strong opposition to any disposal of the Netherwood centre and as a result of these concerns the Council is planning to keep the site in community use;

- Concerns that the Council referral route for day services was inefficient and meant people were unaware of services and therefore unable to access services appropriately, has led to a significant decrease in attendances. Reports from operational teams are that Raglan and Netherwood are discussed with service users and their families as part of wider support planning. Managers confirm that placements have been agreed through our Quality Assurance panel which ratifies and confirms placements. In addition, and, given the concerns raised by residents we will undertake a review of our process for referring people to day services and the information we provide.

A full summary of the responses will be available to the Leader of the Council and can be found in Appendix A.

2.6 As part of the consultation process residents were encouraged to provide alternative options. One proposal, to merge Raglan and Netherwood services at Netherwood has been considered by officers as an additional option. Three other proposals suggested will not be considered for the reasons below:

2.6.1 Retain Raglan and close Netherwood: The decision to close Raglan was approved by the Cabinet in April 2012, with agreement to sell the building to help fund the Greenwood development. Not selling the site would affect the viability of the Greenwood development.

2.6.2 Don't refurbish Kingsgate, build new: There is insufficient money in the capital budget to build a new day service on the Kingsgate site. The building underwent an extensive refurbishment in 2009 and is of a high standard.

2.6.3 Operate two older people's services, one at Kingsgate and one at Charlie Ratchford to alleviate concerns over travel and location. The financial modelling shows annual savings would be reduced by £195,000, which would not meet the council's medium term financial strategy target of £500,000.

2.7 The outcome of the consultation was presented to the Health and Adult Social Care Scrutiny Committee on 8th May. The full minutes can be found at Appendix C.

3. OPTIONS

3.1 The four proposals outlined in the cabinet paper of December 2016 have been re-evaluated in light of the consultation responses. A fifth proposal emerged through the consultation process and has been reviewed.

3.2 **Option One** – Develop an older people's hub at Kingsgate and a mental health and learning disability hub at Greenwood.

3.2.1 It is proposed to locate the four older people's day centres, services that are currently run in-house or via Camden and Islington Foundation Trust, at Kingsgate to offer consistent, specialist support for older people. The

Kingsgate building has capacity for 70 people and can accommodate current and future demand. This proposal will require investment to refurbish and improve the site in line with Department of Health recommendations for dementia friendly buildings. This will ensure the Kingsgate centre develops its existing support for people with dementia and becomes a dementia centre for excellence. This will enable people living with dementia to continue to be supported by the same service as their condition progresses, instead of the current model where people with advanced dementia may need to move to a different centre. The draft vision for the new centre, subject to co-design with users, carers and staff is set out at Appendix D.

- 3.2.2 The Mayford and Peperfield service currently operates across two sites. The proposal to locate these services alongside New Shoots at the new Greenwood site will combine the expertise of the services to deliver better outcomes for people who use services. The facilities at Greenwood will include a state-of-the-art sensory room, for the benefit of people who use the service. The central location of Greenwood makes it more accessible for residents wanting to use the service.
- 3.2.3 We will review all of the buildings vacated to determine the most effective use for them, with a focus on retaining them for future community use.
- 3.2.4 This proposal will generate £582,000 in efficiencies, with a saving of £500,000 delivered against the council's Medium Term Financial Plan and savings of £82,000 accruing to the Better Care Fund.
- 3.2.4 For the above reasons it is recommended that this proposal is adopted.
- 3.3 **Option Two** – Develop a hub for people with profound and multiple learning disabilities at Netherwood and develop an older people, mental health and learning disability hub at Greenwood.
 - 3.3.1 The proposal would enable us to offer a specialist service able to effectively meet a wide range of needs. By co-locating the service with mental health and learning disability services it would encourage collaboration between services, preventing segregation based on support needs. The running costs of operating from one site would help to achieve additional savings. Locating the proposed service at Greenwood would mean that we would have three older people's day services in close proximity to each other, one operated by the Council and two by the voluntary sector, making access difficult for people not living centrally within Camden.
 - 3.3.2 The proposal to operate a service for people with profound and multiple learning disabilities from Netherwood would allow for the development of an additional learning disabilities hub in the borough. However, the cost of adapting the building to make it fit-for-purpose would be significant and we would be unable to meet our MTFs savings target.
 - 3.3.3 For the above reasons it is not recommended that this proposal is adopted.
- 3.4 **Option Three** – Locate all services at Greenwood.

- 3.4.1 The proposal to locate all of our services at the Greenwood centre would allow us to develop an inclusive, accessible hub which could effectively deliver services to people with a wide range of support needs.
- 3.4.2 This proposal goes against the already agreed vision for the Greenwood centre, where it will be a community hub providing innovative services for local people. There would be insufficient space for community use if all of our day services were located at Greenwood. Locating a large number of day services here would go against the strong messages we have received during this and previous consultations, where residents told us that they do not want people with support needs segregated from the wider community. This option would prevent us from meeting our MTFs target.
- 3.4.3 For the above reasons it is not recommended that this proposal is adopted.

3.5 **Option Four** – Decommission all Council run and block contracted services.

- 3.5.1 The proposal to decommission all services would lead to a significant saving for the Council, as Council run services are more expensive to operate than those run by the VCS. While the voluntary sector excels at providing services for people with low to moderate needs, there is currently insufficient capacity and expertise in the voluntary sector to effectively support people with a high level of need. To meet people's needs alternative services would need to be commissioned or services would need to be purchased in other boroughs, increasing travel time for Camden residents and potentially leading to increased cost for services.
- 3.5.2 For the above reasons it is not recommended that this proposal is adopted.

3.6 **Option Five** – Develop a frailty and stroke hub at Kingsgate, a hub for people living with dementia at Netherwood and a learning disability hub at Greenwood.

- 3.6.1 Netherwood is designed as a dementia-friendly building, allowing people to walk through the building freely and have easy access to outside space. The proposal to retain the Netherwood site would prevent the need to undertake works at Kingsgate to make it dementia-friendly. The close location of the sites would allow for one manager to oversee both services and for joint activities to take place. People accessing Raglan already attend Netherwood once a week and are familiar with the environment, which would make the transition to a new service easier.
- 3.6.2 The anticipated annual savings of this model were estimated as £448,000 with savings of £366,000 to the Council and £82,000 to the Better Care Fund, which would not meet the council's MTFs target of £500,000. Further potential management savings were identified that could be applied to all options.
- 3.6.3 For the reasons above it is not recommended that this proposal is adopted.

4. **WHAT ARE THE REASONS FOR THE RECOMMENDED DECISIONS?**

- 4.1 After assessing the service delivery, financial and equalities implications, option one is the recommended option. There will be scope in both proposed hubs to provide services in buildings designed to meet people's needs and provide a positive experience of using the services. The proposals will include mobility aids and changing facilities in both hubs, as well as providing a dementia-friendly environment in the older people's hub, taking account of finishes, signage and colour, to aid orientation.
- 4.2 It is proposed that staff teams will comprise team members from existing services to provide consistency and familiarity, there would be opportunities in a bigger team for staff to support and cover for each other, as well as offering a person-centred service. The proposals would provide opportunities for people with differing levels of need and different conditions to socialise and come together over shared interests, rather than just because of diagnoses.
- 4.3 The recommended option would contribute savings of £500,000 as part of the adult social care savings programme with £82,000 of savings to the Better Care Fund. Any shortfall in this target from adopting one of the other models would need to be met from savings in another area.

5. WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?

- 5.1 The main impacts of the proposed decision will be for people currently accessing services and their carers.
- 5.2 If the proposals are agreed then people accessing services may encounter difficulties during the transition to the new service model. A transition plan for each person will be developed to minimise the impact of this change. The proposed change may result in increases in travel time. To mitigate the effect of these proposals all current transport routes will be reviewed.
- 5.3 The preferred proposal will merge together staff teams operating across four services for older people and three for people with learning disabilities. The transition to a new staff team may have a negative impact on service delivery, resulting in a less effective experience for people using services. To mitigate this risk, a transition plan will need to be put in place for the new staff team, to ensure they are familiar with the new service delivery model and can effectively meet the needs and outcomes of people who use services.
- 5.4 An Equalities Impact Assessment (EIA) has been carried out and it is clear that the proposals, if agreed, will have an impact on protected groups, notably people with disabilities and older people. This will include different impacts for those people already using the service and the wider population, including people with future support needs. The EIA is attached as appendix B.
- 5.5 The EIA identified that 64% of people using the services are white, 21% are black, 8% are Chinese, 2% are of mixed heritage and 5% have unknown ethnicity. 33% of people who access services are aged under 65 and 67% of people who access services are aged over 65.

- 5.6 The EIA has identified issues with accessibility to the buildings and location of the buildings. A mitigation strategy for these concerns is set out in the EIA.
- 5.7 The EIA has identified positive opportunities to promote equality, with the proposals aiming to develop accessible communities for all residents.

6. WHAT ACTIONS WILL BE TAKEN AND WHEN FOLLOWING THE DECISION AND HOW WILL THIS BE MONITORED?

- 6.1 An action plan will be developed to support the proposed move from the current services to the new arrangements. If option one is approved, it is proposed that work will commence to co-produce plans for the refurbishment of Kingsgate and the internal features of Greenwood. It is important that the people who have a stake in the service feel comfortable in using it and that it reflects the environment they wish for. In parallel, the requirements for refurbishing Kingsgate will be included in the annual first capital review process which prioritises the use of the Council's capital resources.
- 6.2 It is proposed that there would be formal consultation with staff of all of the older people's services, from both Camden and Islington Foundation Trust and the Council, to harmonise the jobs and develop the staffing structure for the older people's hub. Staff in the learning disabilities services are proposed to move with the services, while management arrangements will be reviewed.

7. LINKS TO THE CAMDEN PLAN OBJECTIVES

- 7.1 The recommendations in this report are closely aligned to the objectives of the Camden Plan. By working in effective partnership with the voluntary sector we can develop new solutions reduce inequality. By developing our services into high quality, sustainable community resources we are investing in our communities to help develop sustainable neighbourhoods. The financial efficiencies we are generating from the proposals ensure we are delivering value for money services by getting it right first time.

8. CONSULTATION

- 8.1 A consultation on the proposals has been undertaken lasting 13 weeks from 16th January to 9th April 2017. There were a total of 97 responses to the consultation. A full summary of the consultation can be found as Appendix A.

9. LEGAL IMPLICATIONS (comments of the Borough Solicitor)

- 9.1 The recommendations in this report are in accord with the Local Authority's general responsibilities under the Care Act 2014 that is: promotion of wellbeing; preventing, reducing or delaying care needs; market shaping and commissioning of adults care and support. Under the Care Act the local Authority is under a duty to meet needs. The Care and Support Statutory Guidance, states that that the principle of meeting care and support needs should be considered by the local authority when it undertakes its strategic functions. In addition there is an expectation that the local authority will influence and be a driver of change for the area, to ensure a sustainable and diverse range of care and support providers, and constantly seeking to

improve quality and choice, and providing cost-effective outcomes that promote the wellbeing of service-users.

- 9.2 The Leader must carefully consider the results of the consultation and take it into account within her overall consideration of the recommendations. In particular it is important that officers have taken the results into account when formulating their recommendations and, for example, considered any alternative proposals that may have been suggested. The Leader should also content herself that it was a reasonable, proportionate and effective exercise which meets the basic requirements of good consultation being that it was clear, had enough time allowed to ensure adequate participation and that the results have and will be fully taken into account.
- 9.3 In coming to any decision the Leader must comply with her duties under the Equality Act 2010, in particular the public sector equality duty under section 149. In summary these legal obligations require the Council, when exercising its functions, to have 'due regard' to the need:
1. Eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act;
 2. Advance equality of opportunity between people who share a relevant protected characteristic and those who don't;
 3. Foster good relations between people who share a relevant protected characteristic and those who don't (which involves having due regard, in particular, to the need to tackle prejudice and promote understanding).

Under the Duty, the relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion, sex, and sexual orientation. In respect of the first aim only i.e. reducing discrimination, etc the protected characteristic of marriage and civil partnership is also relevant. Having due regard to the need to 'advance equality of opportunity' between those who share a protected characteristic and those who do not includes having due regard, in particular, to: the need to remove or minimize disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; the need to take steps to meet the needs of persons who share a protected characteristic where those needs are different from the needs of persons who do not share that characteristic, and encourage those who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. Further, section 149 provides that the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities. Compliance with the duties in section 149 may involve treating some persons more favourably than others, but that is not to be taken as permitting conduct that would otherwise be prohibited under the Act (which includes breach of an equality clause or rule, or of a non-discrimination rule).

The potential equality impact of the proposed changes have been assessed within the EIA at Appendix B. A summary of the position is set out in paragraph 5.6 of this report. A careful consideration of this assessment is one

of the key ways in which Members can show “due regard” to the relevant matters. The Leader must therefore carefully consider the EIA.

Where it is apparent from the analysis of the information that any of the proposed recommendations, should they be agreed, would have an adverse impact on those with protected characteristics, then any adjustments that would avoid or reduce that effect (mitigating steps) should be identified and careful consideration then given to whether and if so how they can be implemented. The Leader should be aware that the section 149 duty is not to achieve the objectives or take the steps set out in section 149. Rather, the section 149 duty on the authority is to bring these objectives relating to discrimination into proper consideration when carrying out its public functions. There must be a proper appreciation of the potential impact of the decision on the equality objectives set out in section 149 and of the desirability of promoting them. “Due regard” means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. Provided due regard is had in this way, including considering mitigation measures as described above, it is for the authority to decide, taking into account all relevant factors (which may, depending on the circumstances, include the requirement upon the Council to operate within its budget) how much weight to give to the equality implications of the decision.

10. RESOURCE IMPLICATIONS (finance comments of the Executive Director Corporate Services)

- 10.1 The existing services as currently configured have a health and care services service running cost of £2.498m and a property running cost of £0.648m giving a total cost of £3.146m. The recommended option is to transfer services currently based in Raglan, Netherwood and Charlie Ratchford to a single site at Kingsgate and to transfer services currently based at Mayford and Peperfield to the new Greenwood site are estimated to release ongoing property savings of £0.196m and staffing and other running cost savings of £0.386m in a full year. As the existing dementia services currently based at Raglan and Netherwood are currently within the Better Care Fund a proportion of the savings released by this proposal, currently estimated at £0.082m would become available for reinvestment in integrated services with the Camden Clinical Commissioning Group. The capital impact of refurbishing Kingsgate will be included as part of the annual reprioritisation of the Council’s capital resources through the First Capital Review process.

11. APPENDICES

- Appendix A: Analysis of responses to the consultation.
- Appendix B: Equality Impact Assessment
- Appendix C: Adult Social Care scrutiny committee minutes, 8th May 2017.
- Appendix D: Vision for Kingsgate Dementia Centre of Excellence

REPORT ENDS

Appendix 3

LBC Call In Request -
Supporting People in the
Community Commissioning
Plan

REQUEST FOR CALL IN

DECISION TAKEN BY: THE LEADER

DATE: 29 JUNE 2017

ITEM TO BE CALLED IN: Supporting People in the Community Commissioning Plan (SP/2017/08)

Reasons for Call In

We believe that the decision to approve the adoption of the Council's Supporting People in the Community Commissioning Plan (SP/2017/08) is wrong and that it is outside of the policy framework of the Council.

The Camden plan says that "*our focus is very much on how we deliver our services with an understanding of the needs of our customers at the heart of any changes*". In response to the consultation earlier this year, 67% of respondents disagreed with the proposals to develop two specialist centres. Many were concerned about the loss of a purpose-built dementia service for people living with dementia – at a time of financial constraint it does not make financial sense to close a service that is purpose-built and much-loved, when we will have to spend an enormous amount of money on capital costs to develop an appropriate resource just around the corner.

While the review of Camden's process for referring people to day care services is welcome, by not making sure that referral pathways and the ways in which placements are ratified and confirmed are working effectively and efficiently currently, we cannot be sure that these services are not in demand and best placed to meet the needs of our residents. The decision may well be based on data that does not represent the actual needs of our customers and as such, the *Supporting People in the Community Commissioning Plan (SP/2017/08)* does not accord with our stated focus and is therefore outside of the policy framework.

Proposed Alternative Course of Action

- a) The Heath and Adult Social Care Scrutiny Committee should consider the report and make an alternative recommendation. Our recommendation is to: Delay the decision on the Commissioning Plan and:
 - i. Carry out a proper investigation into the referral pathways and procedures currently in place to ensure that they are effective, efficient and fit-for-purpose;
 - ii. Establish a residents' panel that has representatives drawn from our different communities and other stakeholders to consider dementia care and the different models that are recommended for this in the UK and abroad; report back with recommendations about which of these would be most effective for the different people living in our community.

b) Once the Cabinet has considered the responses to (i) and (ii), then make a decision.

Documentation Required by the Scrutiny Committee

- Report considered by the Cabinet on 21st June 2017
- Deputations submitted at that meeting

Signed:

Councillor Claire-Louise Leyland

Councillor Leila Roy

Councillor Jonny Bucknell

Councillor Gio Spinella

Date: 29/06/2017

Appendix 4

LBC Call in Report -
Supporting People in the
Community Commissioning
Plan

LONDON BOROUGH OF CAMDEN	WARDS: All
REPORT TITLE: Call in - Supporting People in the Community Commissioning Plan	
REPORT OF: Executive Director Supporting People	
FOR SUBMISSION TO: Health and Adult Social Care Scrutiny Committee	DATE: 11 th July 2017
<p>SUMMARY OF REPORT</p> <p>At a meeting on 21st June 2017 the Leader of the Council considered a report on the transformation of day services and approved the report's recommendations to:</p> <ol style="list-style-type: none"> 1. Create an older people's hub on the site of Kingsgate Resource Centre, replacing Raglan, Netherwood, Charlie Ratchford and Kingsgate, and a disabled people's hub people at the Greenwood centre, replacing Mayford and Peperfield 2. Raise the hourly rate for direct payments from £12 to £12.50. <p>On 29th June 2017, Councillors Claire-Louise Leyland, Jonny Bucknell, Leila Roy and Gio Spinella, called in this decision. A copy of the call-in notice is attached as Appendix 1. This report sets out the grounds for the call-in and officers' advice to the Scrutiny Committee regarding them.</p> <p>Local Government Act 1972 – Access to Information No documents that require listing have been used in the preparation of this report.</p> <p>Contact Officer: Richard Lewin, Director of Integrated Commissioning 5 Pancras Square, London, N1C 4AG Telephone: 020 7974 1452 E-mail: richard.lewin@camden.gov.uk</p> <p>RECOMMENDATION(S): That the Health and Adult Social Care Scrutiny Committee approve the original decision of the Leader to approve the creation of an older people's hub at Kingsgate, a disabled people's hub at Greenwood and raise the hourly rate of direct payments from £12 to £12.50 an hour.</p>	

Signed:



Date: 07/07/2017

1 Purpose of Report and Reason for Urgency

- 1.1 On 21st June 2017, the Leader considered a report, reference (SP/2017/08), setting out the recommendations for transformation of day services in Camden following consideration of issues raised in the public consultation on the Supporting People in the Community Commissioning Plan, which ran from 16th January to 9th April 2017. The recommended options were to:
- Create an older people's hub at Kingsgate Resource Centre, replacing Raglan, Netherwood, Charlie Ratchford and Kingsgate, and a disabled people's hub people at the Greenwood centre, replacing Mayford and Peperfield
 - Raise the rate of direct payments from £12 to £12.50 an hour
- 1.2 The Supporting People in the Community Plan recommended options to meet the required budget reduction of £0.5m as agreed in the Council's Medium Term Financial Strategy (MTFS) for Adult Social Care.
- 1.3 The recommendations in the report support the Camden Plan objectives to build community resilience, reduce inequality and invest in local communities. The recommended options were approved by the Leader on 21st June 2017.
- 1.4 On 29th June 2017, Councillors Claire-Louise Leyland, Jonny Bucknell, Leila Roy and Gio Spinella, called in this decision. A copy of the call-in notice is attached as Appendix 1. This report sets out the grounds for the call-in and officers' advice to the Committee regarding them.
- 1.5 The effect of the call-in means that the transformation of day services cannot be enacted until the Scrutiny Committee has met to decide what action to take. As this will have a significant impact on the ability to generate the required savings, causing additional pressures on the adult social care budgets, an urgent meeting of the scrutiny committee was requested.

2 The Actions Available to Health and Adult Social Care Scrutiny Committee

- 2.1 The actions available to the Committee are as follows:
- a) to approve the original decision of the Leader, in which case the decision shall take effect on the date of the meeting;
 - b) to recommend to the Leader a different decision, which does not accord with its original decision;
 - c) to refer the decision to the Council for debate; or
 - d) to decide to look at the decision in more depth.
- 2.2 Any of the above decisions will be decided by a simple majority of those Members present and voting, if a vote is called for. Where a scrutiny committee decides to look at the decision in more depth, the committee must complete this exercise within a period to be set by the committee when it takes that decision. The period shall be no longer than 10 working days,

unless a longer period is agreed with the Chair of the committee and the Leader. If the scrutiny committee does not meet by the set date or meets but does not look at the decision and decide what to do, the called-in decision shall come into effect on that date. When the scrutiny committee does meet, it may decide to do one of a) to c) above, but not d).

- 2.3 Where the scrutiny committee refers the decision to Council, the decision shall be considered at the next available meeting of the Council, with the consent of the Leader, as the decision was taken by her, and the chair of the committee. Where the decision has become urgent and cannot wait until the next available Council meeting, then an extraordinary meeting of the Council shall be called within 10 working days of the decision of the scrutiny committee meeting.

3 The Call In Notice

- 3.1 The full call-in notice is attached as Appendix 1 of this report. The reason for the call-in notice (as specified in the call-in notice) stated that: "We believe that the decision to approve the adoption of the Council's Supporting People in the Community Commissioning Plan (SP/2017/08) is wrong and that it is outside of the policy framework of the Council."
- 3.2 The Camden plan says that "*our focus is very much on how we deliver our services with an understanding of the needs of our customers at the heart of any changes*". The notice highlights how 67% of respondents to the consultation disagreed with the proposal to develop two specialist centres. The note states that many people were concerned about losing a purpose built specialist centre for people living with dementia, stating "at a time of financial constraint it does not make financial sense to close a service that is purpose-built and much-loved, when we will have to spend an enormous amount of money on capital costs to develop an appropriate resource just around the corner."
- 3.3 The call-in notice welcomed the review of referral processes for accessing day services in Camden, but felt that if the current processes were not working efficiently that we could not be sure that current services are not best placed to meet current demand. The notice states "the decision may well be based on data that does not represent the actual needs of our customers and as such, the Supporting People in the Community Commissioning Plan (SP/2017/08) does not accord with our stated focus and is therefore outside of the policy framework."
- 3.4 The call-in notice proposed the following alternative course of action:
- a) Delay the decision on the Commissioning Plan and:
 - i. Carry out a proper investigation into the referral pathways and procedures currently in place to ensure that they are effective, efficient and fit-for-purpose;

- ii. Establish a residents' panel that has representatives drawn from our different communities and other stakeholders to consider dementia care and the different models that are recommended for this in the UK and abroad; report back with recommendations about which of these would be most effective for the different people living in our community.

b) Once the Cabinet has considered the responses to (i) and (ii), then make a decision.

4 Officers' Response to the Call-In Notice

4.1 Officers' response to the call-in notice is set out in relation to the themes of the notice, as follows:

Understanding the needs of our customers and public consultation on the proposals

4.2 Cabinet agreed in December 2016 to consult on the proposed changes to day services. These proposals followed an assessment of the need for day services informed by trends in Camden regarding service uptake, national evidence of a decline in demand and intelligence from assessment and operational services.

4.3 A recent Age UK report confirmed the number of older people using day care centres nationally fell by 49% between 2005/6 and 2012/13 (source: Care in Crisis Report, 2014). Within Camden, our services have been following a similar trend:

Year	13/14	14/15	15/16	16/17
Number of People	893	851	782	693
Number of new starters	214	190	147	109

4.4 The consultation period ran for a period of 13 weeks, from the 16th January until the 9th April. A total of 14 consultation meetings were held during this period attended by approximately 200 people. Prior to the start of the consultation period officers undertook a period of engagement, with a total of six briefing sessions held to raise awareness of the consultation. These briefing sessions were attended by 246 people including people who currently access services, carers and members of the voluntary and community sector (VCS). This was to ensure that we involved as many people as possible in shaping the changes to make sure our plans effectively represent local needs.

- 4.5 The feedback from the consultation meetings tended to have a strong focus on keeping all of the current centres open. A petition to save the Netherwood centre was launched at the start of the consultation period. The petition was signed by 1,196 people. We received a total of 97 formal responses to the consultation. Highlights of the responses include:
- 23% of respondents agreed with the proposal and 67% of respondents disagreed with the proposal to develop two specialist centres within the borough.
 - 22% of respondents agreed with the proposal and 31% of respondents disagreed with the proposal to relocate Peperfield and Mayford Day Centres to the new Greenwood Centre
 - 20% of respondents were concerned that the proposals would increase travel time for people accessing day services
 - 25% of respondents wanted to keep all of the current centres open and 14% specifically wanted to keep Netherwood open
- 4.6 Throughout the consultation a number of key themes emerged. In response to these themes the following amendments were made to the proposals:
- Concerns over transport, notably the increased amount of time to travel to services. In response, we will undertake a review of the current transport routes to ensure any adverse effects on journey times are mitigated;
 - Disruption to services provided, resulting in a reduced quality of service for people. To mitigate any impact of changes we will develop a personalised transition plan for each person accessing services, to ensure their needs can continue to be met effectively during the transition period.
 - Concerns were raised about the direct payments rate in Camden being insufficient to allow people sufficient choice in the activities they choose to do, cover all employer responsibilities and support the London Living Wage. To reflect these concerns the Council has decided to increase the direct payment rate to ensure that individuals have the ability to access wider community support and pay personal assistants at the level of the London Living Wage;
 - Increase revenue for the Council to ensure there is sufficient funding to keep services operational. The Council is raising Council tax by 3% in 2017/18 and plans to raise it by a further 3% in 2018/19, through the social care precept. The government has also announced an additional grant to local authorities to support adult social care budgets. This is a one-off grant worth £5.8m to Camden in 2017/18. However, despite the increases in funding to the Council, the pressure on social care budgets still means that the Council has to make further on-going revenue savings in these budgets of £10m by 2018/19;
- 4.7 The actions taken show that the Council has listened to feedback throughout the consultation process and taken positive action, such as raising the rate of direct payments, as a direct result of this feedback.

Loss of a purpose built dementia service

4.8 The current model of providing day services for older people on 4 different sites and offering support for people to attend 3 voluntary sector services is not cost effective, does not deliver the best possible outcomes and represents poor value. By remodelling we can offer a high quality, cost effective service that will be sustainable. The table below shows current costs of the services against the cost of the recommended option:

Name of Centre	Staffing costs	Building costs	Variable costs e.g. electricity, gas	Capacity	Average Attendance	Cost per person per day (based on average attendance)
Kingsgate (current)*	£339,876	£96,264	£60,344	40	25	£76.38
Charlie Ratchford	£339,876	£91,287	£60,344	40	25	£75.62
Netherwood	£275,054	£58,583	£31,526	25	8	£175.56
Raglan**	£379,420	£46,664	£59,756	25	8	£166.84
Totals	£1,334,224	£292,798	£211,970	N/A	N/A	N/A
Kingsgate (Proposed)	£957,796	£96,264	£120,100	70	65	£69.47

*Current staffing model at Kingsgate has capacity for 40 people to attend, building has sufficient capacity for 70 people to attend

**Raglan operates a seven day a week service so cost per day is spread across seven days instead of five days

4.9 For people with dementia, the current model to provide support at different services for different levels of need, is ineffective. It does not offer a consistent, personalised service that can respond to people's changing physical and mental health needs and it is not inclusive. People with mild and moderate level dementia are referred to the council services, those with moderate dementia to voluntary sector provision and those with severe dementia to the specialist services at Raglan and Netherwood. This model does not work for most people as it does not take account of people's individual needs or fluctuations in their conditions, let alone their interests, social networks and preferences. The proposed service would give people opportunities to share activities and space with like-minded people, with the benefit of support from a large well-trained staff team.

4.10 Day services are increasingly there to support people with more complex needs and we aim to support people with lower levels of need in local community settings to reduce isolation. Under the current arrangements people with severe dementia are already supported in each of the current services. Many people, along with their family carers, choose to stay with their original services rather than to move on to services at Raglan or

Netherwood. This is particularly as they want to maintain connection with their friends, at whatever level is meaningful to them, when their condition progresses. People with dementia and their carers want to feel supported and comfortable with staff who have known them for some time and are able to continue to provide consistent and person-centred support to them. By developing our new model on the Kingsgate site, we will operate a responsive, flexible service that is focussed on people who have higher needs and cannot be supported to participate in their local communities. We will enable people to continue attending the same centre while being able to adapt to their changing needs and provide a service tailored to the person.

- 4.11 In bringing together these services, we aim to build the best of what is currently on offer at each of the individual services under one roof. Service users and family carers will be confident that the quality of care will be excellent, and as needs may increase, people will be able to continue to access the staff and facilities they are familiar with. Whilst the direction of travel is outlined in our vision, the details are not finalised. We have committed to provide opportunities for people who use services and their family carers to input into the detailed design of the new service through co-production.
- 4.12 The estimated capital cost for developing the Kingsgate centre is £500,000. By completing this building work we will be able to ensure that more people benefit from a dementia-friendly environment and realise an annual recurrent saving of £500,000 against the Adult Social Care budget from 2018/19 onwards. Making this capital investment will allow us to realise significant revenue savings for the Council and deliver an improved service for older people, including those living with dementia. The refurbishment will ensure that in future the building is able to respond to physical and mental health needs of individuals with complex needs. It will include upgrading personal care facilities and installation of tracking hoists, as well as creating a sensory room. All of the works will be done in line with the Department of Health guidelines on Dementia-friendly services and the highest standards for disabled access facilities.
- 4.13 The changes to day services support our wider vision of supporting people in the community. The recommended option means that a planned day centre facility in the new Charlie Ratchford Extra Care development would not be built, thereby releasing the space for use as a community resource, including a carer's hub. We will review all of the additional buildings vacated to determine the most effective use for them, with a focus, in response to concerns raised during the consultation, on retaining them for future community use where possible.

Referral process for services

- 4.14 The current system to refer people to day services is not flawed. When people are assessed for adult social care services they may be allocated a personal budget and referred to services which can best meet their needs. Day services are one of a wide range of services and opportunities that

people consider as part of their support plan within allocated resources. The wider availability of personal budgets means that people have greater choice and control over the support they access, leading to a reduced number of people choosing to access day services.

4.15 Reports from operational teams show that Raglan and Netherwood are discussed with service users and their families as part of wider support planning. Managers have confirmed that placements have continued to be agreed through our Quality Assurance Panel, which considers proposed support plans. In 2016 there were 56 day centre placements for older people authorised, of which

- 10 people went to Raglan
- 13 people went to Kingsgate
- 13 people went to Charlie Ratchford
- 3 people went to Netherwood
- 14 people went to Great Croft
- 10 people went to Henderson Court
- 3 people went to Millman Street

4.16 There have been significant efforts to raise the number of referrals for day services. Officers across the Council and NHS have promoted the services in a variety of settings, including GP surgeries, social work teams, the Memory Service, community centres and through the Camden Care Choices website. However, despite these efforts the number of new referrals has remained low. The offer has extended to other local authorities and contact with neighbouring authorities has confirmed they too have declining need.

4.17 As part of our Adult Social Care Transformation programme, we are reviewing all our assessment and referral process to ensure people are able to access the right support in a timely way, helping to keep them healthy and independent. We will be piloting new ways of working from the autumn. In response to specific points raised in the consultation, we are looking to develop a 'trusted reviewer' role as part of our new day service model, so that people who are using day services can get a quicker response to any change in needs from people who know them best, rather than having to refer back to the assessment services.

Wider context and dementia services in Camden

4.18 There were 2792 people aged over 65 supported by Adult Social Care in 2016/16 – this number is expected to rise to 3366 by 2025, an increase of 21%. At the same time, funding for services is reducing – due to decreases in the central government grant Camden need to save an additional £10m on Adult Social Care budgets by 2018/19. To effectively manage this increase in demand within a reduced financial envelope we need to change the way we work and the review of day services forms part of our adult social care transformation programme.

- 4.19 Providing services for people living with dementia is a key priority for the Council. Together with the CCG we have invested additional resources into services for people living with dementia. Our memory service has received additional funding to provide clinical support for people living with dementia from the point of diagnosis onwards. This service allows us to respond quickly to changing needs and provides a point of contact for people with dementia and their carers to discuss any concerns. All of our services for older people need to be able to respond well to the needs of people with dementia and we commission a wide range of services to meet these needs.
- 4.20 We are developing our Dementia Action Alliance (DAA) to create a dementia-friendly Camden. The alliance works with local organisations to create a personalised dementia action plan to help them become dementia friendly. There are currently 22 members of the Camden DAA, covering a wide range of organisations including museums, banks and leisure centres. By working with a wide range of organisations we aim to improve the quality of life for people living with dementia in Camden.

5 Comments on proposed alternative actions available to the Committee

- 5.1 The call-in notice proposes a number of alternative actions which are discussed in detail below:
- a) Delay the decision on the Commissioning Plan and:
 - i.) Carry out a proper investigation into the referral pathways and procedures currently in place to ensure that they are effective, efficient and fit-for-purpose;
 - ii.) Establish a residents' panel that has representatives drawn from our different communities and other stakeholders to consider dementia care and the different models that are recommended for this in the UK and abroad; report back with recommendations about which of these would be most effective for the different people living in our community.
- 5.2 Section 4 of this report highlights a range of issues and risks that are associated with the alternative actions proposed in the call-in notice. The current referral pathways and procedures for accessing day services are fit-for-purpose, as evidenced by the number of successful applications to attend day services.
- 5.3 An extensive public consultation was undertaken as part of the review of day services, with 97 total responses received. The consultation feedback has shaped and improved the original proposals made to Cabinet on 14th December 2016. Commissioners have considered alternative models and national experience, for example, 3 day services run by the Alzheimer's Society in Surrey have now closed due to low attendance. Nationally, Alzheimer's Society have moved away from providing a day centre model to focus on more inclusive approaches.

b) Once the Cabinet has considered the responses to (i) or (ii) then make a decision

- 5.4 Additional phases in this project, which have not been scoped in, would put the new service delivery at risk. Delays to implementation will mean that we will not be able to meet the Medium Term Financial Strategy savings target of £500,000 in the 2018/19 financial year, causing additional pressure on the adult social care budget.

Conclusions

- 5.5 By proactively remodelling day services we can ensure that they effectively meet people's needs while remaining financially viable, safeguarding services for future use. Any further consultative exercise at this point would risk repeat of consultation already undertaken, lead to significant delays and result in an inability to meet the Medium Term Financial Strategy savings, creating additional pressure on Adult Social Care Budgets.
- 5.6 It is therefore recommended that the Health and Adult Social Care Scrutiny Committee confirms the original decision of the Leader to approve the creation of an older people's hub at Kingsgate, a disabled people's hub at Greenwood and to raise the hourly rate for direct payments from £12 to £12.50.

6 Finance Comments of the Executive Director Corporate Services

- 6.1 The existing services as currently configured have a health and care services service running cost of £2.498m and a property running cost of £0.648m giving a total cost of £3.146m. The recommended option is to transfer services currently based in Raglan, Netherwood and Charlie Ratchford to a single site at Kingsgate and to transfer services currently based at Mayford and Peperfield to the new Greenwood site are estimated to release ongoing property savings of £0.196m and staffing and other running cost savings of £0.386m in a full year. As the existing dementia services currently based at Raglan and Netherwood are currently within the Better Care Fund a proportion of the savings released by this proposal, currently estimated at £0.082m would become available for reinvestment in integrated services with the Camden Clinical Commissioning Group. The capital impact of refurbishing Kingsgate will be included as part of the annual reprioritisation of the Council's capital resources through the First Capital Review process. The increase in the direct payment rate is planned to be funded from the enhanced Better Care Fund (£5.8m) in 2017/18 and will be part of future budget setting.

7 Legal Comments of the Borough Solicitor

- 7.1 "The Borough Solicitors comments are the same as in the report to the Leader of the Council on the 23 June at 2017 being for the Local Authority being under an obligation to comply with its general obligations under the Care Act 2014 that is: the promotion of wellbeing; preventing, reducing or delaying care needs; market shaping and commissioning of adults care and support.

7.2 The decision-maker must consider the results of the consultation and take it into account within the overall consideration of the recommendations. In particular it is important that officers have taken the results into account when formulating their recommendations, and, for example, considered any alternative proposals that may have been suggested. The decision-maker should also be content that it was a reasonable, proportionate and effective exercise which meets the basic requirements of good consultation being that it was clear, had enough time allowed to ensure adequate participation and that the results have and will be fully taken into account.

7.3 In coming to any decision the decision-maker must comply with the duties under the Equality Act 2010, in particular the public sector equality duty under section 149. In summary these legal obligations require the Council, when exercising its functions, to have 'due regard' to the need:

Eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act;

Advance equality of opportunity between people who share a relevant protected characteristic and those who don't;

Foster good relations between people who share a relevant protected characteristic and those who don't (which involves having due regard, in particular, to the need to tackle prejudice and promote understanding).

7.4 Under the Duty, the relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion, sex, and sexual orientation. In respect of the first aim only i.e. reducing discrimination, etc the protected characteristic of marriage and civil partnership is also relevant. Having due regard to the need to 'advance equality of opportunity' between those who share a protected characteristic and those who do not includes having due regard, in particular, to: the need to remove or minimize disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; the need to take steps to meet the needs of persons who share a protected characteristic where those needs are different from the needs of persons who do not share that characteristic, and encourage those who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. Further, section 149 provides that the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities. Compliance with the duties in section 149 may involve treating some persons more favourably than others, but that is not to be taken as permitting conduct that would otherwise be prohibited under the Act (which includes breach of an equality clause or rule, or of a non-discrimination rule).

7.5 The potential equality impact of the proposed changes have been assessed within the EIA. A summary of the position was set out in paragraph 5.6 of the original report. A careful consideration of this assessment is one of the key

ways in which Members can show “due regard” to the relevant matters. The Members must therefore carefully consider the EIA.

- 7.6 Where it is apparent from the analysis of the information that any of the proposed recommendations, should they be agreed, would have an adverse impact on those with protected characteristics, then any adjustments that would avoid or reduce that effect (mitigating steps) should be identified and careful consideration then given to whether and if so how they can be implemented. The Members should be aware that the section 149 duty is not to achieve the objectives or take the steps set out in section 149. Rather, the section 149 duty on the authority is to bring these objectives relating to discrimination into proper consideration when carrying out its public functions. There must be a proper appreciation of the potential impact of the decision on the equality objectives set out in section 149 and of the desirability of promoting them. “Due regard” means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. Provided due regard is had in this way, including considering mitigation measures as described above, it is for the authority to decide, taking into account all relevant factors (which may, depending on the circumstances, include the requirement upon the Council to operate within its budget) how much weight to give to the equality implications of the decision.

8 **Appendices**

Appendix 1: Call In Notice for Supporting People in the Community Commissioning Plan

Appendix 2: Supporting People in the Community Commissioning Plan

REPORT ENDS

Appendix 5

LBC Cabinet Report

Greenwood Strategy 2012-04-18

LONDON BOROUGH OF CAMDEN	WARD: ALL
REPORT TITLE: Greenwood Place Proposal: Report, as part of the Community Investment Programme, on the consultation to build a new community resource centre HASC/2012/04	
REPORT OF: Director of Housing and Adult Social Care	
FOR SUBMISSION TO: HASC SCRUTINY CABINET	DATE: DATE: 11TH APRIL 2012 DATE: 18TH APRIL 2012
<p>SUMMARY OF REPORT</p> <p>The Council has undertaken a comprehensive consultation process (which was conducted for three months) on the proposed development of Greenwood Place. The purpose of this report is to present the results of the consultation and the equalities impact assessment, it outlines the key impacts identified by people through the process and presents a response to the key issues raised, proposing mitigation where appropriate.</p> <p>As a result of consultation the preferred development option (Option3):</p> <ul style="list-style-type: none"> • excludes the re-provision of the Netherwood Day Centre, • includes additional dedicated accommodation for people with learning disabilities who need a building based service and • includes eight rental housing units made available for people with social care needs <p>LOCAL GOVERNMENT ACT 1972 – ACCESS TO INFORMATION</p> <p>No items that are required to be listed were used in the preparation of this report</p> <p>CONTACT OFFICER: Paul Kelly Implementation Manager (Personalisation ASC) Adult Social Care Housing and Adult Social Care London Borough of Camden</p> <p>Telephone: 020 7974 2880 Web: camden.gov.uk</p>	

RECOMMENDATIONS:

The Housing and Adult Social Care Scrutiny Committee is asked to consider the report and forward any comments to Cabinet.

Cabinet is asked to:

- 1 Note and have due regard to the Council's general equalities duties to persons with 'protected characteristics' by considering the conclusions of the equalities impact assessment attached in appendix 3, the results of the Greenwood consultation attached in Appendix 2 and the mitigation measures, opportunities to advance equalities and to foster good community relations as proposed in this report.
- 2 Agree the recommended option (Option 3) and the business case for the proposed comprehensive development of Greenwood Place which will, within the new building, include new, dedicated and purpose built facilities for:
 - people with dementia currently using the Raglan Centre;
 - people with mental health problems using the Highgate Centre
 - younger people with profound and multiple learning disabilities and autism;
 - people with learning disabilities currently using the New Shoots service who want to continue to use a building based service;
 - a new Centre for Independent Living that will be accessible for all Camden disabled people including people with low and moderate needs; and
 - eight affordable rental housing units for people with social care needs within the residential element of the scheme.
- 3 Approve the proposed closure and relocation of services to the new building of:
 - Highgate Day Centre for people with mental health problems
 - Raglan Day Centre for people with dementia
- 4 Delegate authority to the Director of Housing and Adult Social Care to, once they are satisfied that appropriate alternative day opportunities have been identified for eligible current users of the service, take all necessary steps to close 96-98 Shoot Up Hill
- 5 Authorise the Director of Finance, in consultation with the Cabinet Member for Adult Social Care and Health, the Head of Property Services and the Borough Solicitor, to take all steps necessary, including but not limited to agreeing the contract award strategy and awarding the contract for the construction of the development, to agree terms and implement acquisitions and disposals related to the delivery of this project.

SIGNED:



Rhys Makinson, Acting Director, Housing

DATE: 4th April 2012

1 Introduction

- 1.1 This report details the results of the consultation process and the equalities impact assessment in respect of the proposed Greenwood Place development.
- 1.2 The existing buildings and services referred to in the original proposal included:
 - Highgate Day Centre - for adults with mental health problems
 - 96-98 Shoot Up Hill (New Shoots) - for adults with learning disabilities
 - Netherwood Day Centre – for older people with dementia
 - Raglan Day Centre - for older people with dementia
 - The Greenwood Building – currently providing services for people with learning disabilities
- 1.3 During the course of the consultation process officers listened to the views expressed by service users and key impacts were identified. These views and those presented at 14th March HASC special scrutiny (appendix 4) have informed the proposed final recommendations.
- 1.4 The proposal to develop the site at Greenwood Place (appendix 1) is part of the Council's Community Investment Programme (CIP). A CIP update and next steps report is also on the agenda for this Cabinet meeting.

2 The vision for Greenwood Place

- 2.1 The proposal for Greenwood Place offers an unprecedented opportunity to provide a new and flexible development to secure the future of day opportunity and support services for some of the borough's most vulnerable residents. At a time of exceptional financial pressures and when day services are being closed across the country this proposal represents a commitment to invest in new and existing services in Camden.
- 2.2 Adult Social Care support is changing significantly to deliver personalised and safe services. The "personalisation" of care is a national policy that means that eligible service users can choose how to spend their personal budget to achieve outcomes they want for themselves.
- 2.3 The model currently being used by the Council to provide Adult Social Care day opportunities is through numerous buildings, each with limited capacity to adapt to change in order to meet the demands of service users. The current model will not be sustainable as people choose to have their needs met in a multiplicity of different ways. Our existing range of building based provision will be unsustainable in the years ahead due to high fixed costs and the threat of fluctuating demand.
- 2.4 The Council's current medium term financial strategy focuses Adult Social Care services on provision for those in greatest need – those with

critical and substantial care needs. For day services this will mean a greater emphasis on developing modern flexible facilities that can provide high levels of accessibility with the ability to meet significant levels of personal care.

- 2.5 The Greenwood Place proposal presents an innovative solution for investment in our physical and social infrastructure. At the heart of the proposal is the community and individuals taking control of their lives and exercising choice over the support and services they want.
- 2.6 The proposal includes the development of Camden's first Centre for Independent Living (CIL) promoting inclusive and independent lives for disabled and vulnerable people enabling them to reach their full potential utilising their assets and capabilities. This proposed centre will establish a fundamental ethos of peer support and user led decision making, building the capacity of disabled people to take charge of services and facilities. People with learning disabilities will need to be central to the proposed development of the CIL.
- 2.7 Camden's proposal goes beyond the service offer normally provided by CILs elsewhere and includes opportunities for social enterprise and access to work and training.
- 2.8 The proposed new community building would form part of a wider mixed use development that includes a building that is privately owned and the Highgate day centre, where it is proposed to create new housing and opportunities for employment. The proposed redevelopment encompasses the entire site and this is critical to the operation of the new community building, particularly in improving access arrangements.

3 The Consultation

- 3.1 The Greenwood consultation took place between 5th September and 9th December 2011. During this 12 week period people were able to contribute their views using a self-completion questionnaire, by attending meetings or providing a submission.
- 3.2 A consultation document was distributed at the beginning of the 12 weeks and made available throughout the consultation. All consultation material was made available in alternative formats, including easy read, large print, Braille and sign language. Meetings were made fully accessible using speech to text, sign language, tactile aids and advocacy support was arranged where appropriate.
- 3.3 To capture the information needed to properly inform a decision by Cabinet, the consultation process was broken down into two distinct sections:
 - Impact – on users & carers personally and more widely
 - The design and use of the building
- 3.4 Views from residents and visitors in and around Kentish Town were collected through a separate but parallel process. This included the following meetings:
 - Kentish Town Area Action Group,

- Place Shaping,
 - Public Realm and an
 - online survey.
- 3.5 The full Consultation Report produced in response to the consultation (appendix 2) identified a number of key themes and issues as summarised in the next section.

4 Commentary on the consultation - Key findings impacts and response

4.1 Locating people with different needs on one site

- 4.2 There were concerns that placing people with different disabilities in one location would be problematic. During the consultation service users highlighted that if cabinet agreed the proposal, it was important for there to be a dedicated space for each client group within the proposed CIL, which would allow the services to retain their own individual identity and culture. Architects have demonstrated that this is possible on site and as a result of the views expressed, the proposals have been adjusted to reflect this requirement.
- 4.3 The proposal provides that specialist staff working in existing centres would continue to provide the same high levels of care and support delivered from new, dedicated space designed to high standards of accessibility.
- 4.4 Throughout the consultation it was emphasised that the proposal is not to provide a “one size fits all approach”, but to deliver a range of accommodation designed specifically to meet the needs of the service users. The amended proposal reflects this and ensures people have choice in using the flexible and communal space within any new centre.
- 4.5 Throughout the consultation service users stated that they wanted and needed their own dedicated entrances. The architects were able to show how this could be achieved on the site, including separate entrances for dementia and mental health services. The architects also presented ideas about how controlled access points could deliver safe and secure dedicated space whilst allowing people to access the community space in the rest of the building.
- 4.6 The proposed Centre for Independent Living crosses all disability groups, providing advice, advocacy, support and services, and this has widespread support. The aim of this proposed centre is that it would be an important force in promoting the interests and visibility of people with disabilities, addressing issues of stigma and access. A central aim of the proposal is promoting independence and social inclusion across and between disability groups, and with the wider community.

4.7 Sharing facilities

- 4.8 Some people were concerned that the proposal would reduce the borough's ability to meet demand for day opportunities into the future and that smaller separate centres were best. This included meeting demand from projected increases in people with dementia and people with more challenging and severe learning disabilities.
- 4.9 It is envisaged that by combining resources, services could be delivered more efficiently and flexibly. The aim of the proposal is to deliver new and additional capacity for services for young people with profound and multiple learning disabilities who currently have to use services outside the borough.
- 4.10 Some of the existing buildings need improvement and modernisation to make them fit for the future. The proposal presents an opportunity for providing sustainable high quality facilities for the 21st Century through a modern, purpose built development that can deliver more efficiently and effectively a wider range of services for people.
- 4.11 Some service users suggested that the size of the site meant there would be an opportunity through this proposal for a range of new activities and social opportunities to be provided in a purpose built space. HASC Scrutiny members asked that gardens and outdoor spaces be a part of the proposals. The architects have demonstrated that a variety of outside space and gardens could be facilitated on site and this would be the intention if the proposal is agreed.
- 4.12 Opportunities for training and employment featured strongly in discussions with a number of groups. Training rooms for IT or catering would benefit a wide range of people with different needs. The delivery of social enterprise offering work based training and employment could also provide benefits across groups.
- 4.13 If the proposal is agreed then the feedback received from people on what they would like to see delivered will be used to shape the range of facilities and services provided on the site.

4.14 The suitability of the location

- 4.15 The search for a location for the CIL has proved extremely difficult and in over 14 years it has been impossible to find a suitable site.
- 4.16 In the consultation some felt that locating the proposed building at the back of the site was a problem as this would give the impression that disabled people were being hidden from view. There were also concerns that the part of the site where the community facility would be located was industrial in nature and not ideal for community provision. However, some thought it would be an advantage to be at the back of the site as it would offer safe, unhurried arrival space.

- 4.17 The architects suggested a transformative approach to the site could be taken to achieve a much improved public realm. They also put forward a suggestion as to how the proposed centre could be linked visually and physically with the main road by placing part of the CIL on the corner of the proposed development at the front of the site and through creating a pedestrianized access route through to the centre entrance from the main road.
- 4.18 By taking a whole site approach, the intention of the proposal is to improve the built environment, regenerating the area, delivering a better look and feel to the public realm, making this an accessible and attractive space for all who use this part of Kentish Town.
- 4.19 Kentish Town is in a relatively central Camden location with nearby access to tube, overground and bus routes. It is on one of the main road routes running vertically through the borough.
- 4.20 Three of the five existing buildings are already either on the site or within a short distance and are accessible to current users with dementia, learning disabilities and mental health problems.
- 4.21 The architects have made recommendations on the proposal that include a pedestrian only walkway to the proposed site entrance from Highgate Road, road access and traffic calming improvements. A full transport study will be undertaken if the Cabinet agree the proposal. If agreed the design team will liaise with TfL and Highways to ensure that such a significant development is supported through improvements to public transport access where possible including Kentish Town station. HASC Scrutiny members made a similar resolution and asked that the study include the assessment of routes to ensure they were suitable and fully accessible.

4.22 Anxiety about change and losing current building based provision

- 4.23 Any change in location for day service users can be disruptive and that some groups of people are more affected by change than others. Throughout the consultation people stressed the importance of friendships and being able to socialise with friends in a comfortable and familiar environment. If the Cabinet agrees the proposal, then to mitigate against these issues, the process will be managed sensitively, assessing the needs of each individual and carrying out risk assessments. Should the proposal go ahead a programme of transitional support would be put in place to support the maintenance and development of friendship groups and existing communities of users and carers.
- 4.24 People told us that they valued highly the staff that provided care in the centres. Vulnerable people who need specialist care will continue to receive the same high standards as currently provided. The proposals would secure the provision of specialist care in space dedicated for each of the key client groups and service user groups would have direct involvement in the design and look of the building and the interiors.

- 4.25 People who use the New Shoots service delivered from the Shoot Up Hill building were clear that they value having a “base” and that for some with more profound and challenging disabilities, their ability to use community based options was currently limited. Provision for a centrally located base for people who need a building based service has been included within the amended proposal which could be used by those currently using New Shoots who require this type of provision.
- 4.26 The proposal in respect of Shoot Up Hill has been amended so that it will not be closed until current service users who are eligible for a day opportunity service are found suitable alternative provision either at Greenwood Place or with other community or specialist services.
- 4.27 Within the constraints of the site it has proved difficult to provide equivalent facilities to those at Netherwood, in particular a combined dementia service delivered on a single floor (preferably at ground floor level). The proposal has been amended after considering the responses to the consultation. The amended proposal includes provision for a new purpose built facility at ground floor level, for people with dementia who currently use Raglan day centre.
- 4.28 People who currently use the Greenwood Centre were concerned about the impact on them. The Council currently commissions a number of services from the Camden Society. These include *Mailout* - employment and training opportunities; *Choices* – a service for older people with learning disabilities; and *Helter Skelter*, a holiday scheme for children and young people with learning disabilities. The *Helter Skelter* scheme is currently being re-commissioned and provision is not tied to the Greenwood Centre. We will know more about arrangements for this service later in the year.
- 4.29 Should the decision be made to redevelop the Greenwood site then the existing Greenwood Place Centre will be closed. The council intends to relocate the *Mail Out* service to alternative premises in the short term with a long term plan of either continuing to run it from an alternative site, or incorporating it into the new arrangements at Greenwood, if the project was agreed. The council is exploring the possibility of incorporating *Choices* older people’s service within generic older people’s day opportunity provision should the proposal be agreed. Advocacy projects would need to be relocated in the short term but would be a key part of a centre for independent living should the proposal go ahead.
- 4.30 There are a variety of informal groups that run from Greenwood though very popular and well-loved are not commissioned by Camden. If the proposal was agreed the Councils Property services team will support Camden Society in finding alternative premises for services commissioned by Camden. The Council is already providing People’s Fund money for Camden Society to develop a new model of leisure support, using volunteers to help people undertake activities in a variety of community settings.

4.31 If the proposal was agreed and the Centre for independent Living went ahead, people with learning disabilities could be at the centre of developing the service model and the types of services and activities that could be provided. The CIL would be for all disabled people in the borough, there would be no need for people to qualify under adult social care assessment criteria and people with low and moderate needs would be welcome to use the centre.

4.32 Concerns about how the building and facilities would work and be managed

4.33 Some people asked who would run the new building should it go ahead. Some wanted the council to run it and others wanted service users and carers to take the lead. There was some anxiety about these issues expressed in the consultation.

4.34 The proposal was clear that no decisions had been made and that this was an open process and ideas for the delivery and management of the CIL were encouraged including user led options. The intention is that the CIL and services at Greenwood maximise opportunities to reach out into the community through contact with other groups such as tenant and resident associations and community centres.

5 Alternative proposals submitted

5.1 Three alternative proposals were submitted in the consultation period. All three were submitted on 9th December the closing date for the consultation. Further clarification on these proposals was requested and responses received on 16th March for the proposal by carers at Netherwood and on 18th March for the Peoples Centre proposal. The original proposals and the clarifications received are available for Cabinet members to view.

5.2 These included a partnership proposal between the Camden Society, DISC and Camden People First to provide CIL and day opportunities for people with learning disabilities on the Greenwood site.

5.3 This proposal recognised the potential for the site to deliver a new building that would provide day opportunities which could function alongside a newly built Centre for Independent Living. It also recognised the significant financial challenges in building such a new facility. To generate the capital required to fund the scheme the financial case is based on the assumption that the development will include housing above the site. A section 106 between UCLH and the council would need to be changed so that a previous obligation to provide a facility is amended to fund development costs.

5.4 Planners have said that the proposed development of a residential scheme on that part of the site would contravene adopted Council planning policy and the Local Development Framework. Any restrictions in developing residential accommodation on this part of the site would

have a direct impact on the financial viability of the proposal as it currently stands.

- 5.5 The proposal is limited to the back portion of the site and therefore does not address directly the need for the whole site to be improved. For instance the improvement of access routes and public realm needed to deliver the comprehensive regeneration of the site and make this a welcoming and accessible facility.
- 5.6 The Camden Society / DISC proposal is to develop the site to provide services for people with learning disabilities with a range of needs including those not currently eligible for council funded care. The Council has signalled that in order to secure value for money it must prioritise those with substantial and critical needs.
- 5.7 There was also a proposal to enhance services at Netherwood in partnership with carers – This proposal which explores opening the service up to the community and exploiting income generating opportunities, was submitted by a carer at Netherwood. The proposal was submitted in outline without financial details.
- 5.8 Clarification on the proposals has been received with further details on ideas to open up the building at evenings and weekend. Some indication of potential income generation was also provided as were suggestions for the use of volunteers to provide befriending services. There were also some useful suggestions about how the service could educate, inform and generally raise awareness of dementia amongst the public. Further work will be undertaken with carers at Netherwood to explore these ideas.
- 5.9 Opening the centre up to the general public would allow the Council the opportunity to fulfil its general equalities duties in that this proposal would foster good community relations as it would be a way of breaking down stigma and is something to be pursued regardless of whether the Greenwood proposal is agreed. It would be also interesting to think about events involving people with dementia and the general public, along the lines of the Time to Change campaign around mental health – getting people together, breaking down barriers, encouraging conversation etc. HASC Scrutiny wanted to see an approach that would make connections with the wider community.
- 5.10 Both dementia centres use students and could make better use of volunteers. This is an area that the service is currently looking at developing further. The Council and the Camden and Islington Foundation Trust (CIFT) would also be interested in hearing more about their ideas for “training the carers of the future” proactively supporting carers and awareness-raising.
- 5.11 HASC scrutiny members requested that the Council and CIFT explore the potential for marketing services at Netherwood to neighbouring boroughs as a way of improving the sustainability of services. Commissioners have actively promoted opportunities with Brent, Barnet and Westminster. As personal budgets embed across London then

opportunities for marketing to self funders and those with personal budgets will be pursued.

- 5.12 There was also a proposal to develop New Shoots as a non-profit making social enterprise, (the Peoples Centre) providing day centre facilities for people with learning disabilities and after school facilities for children. A group of carers at New Shoots asked to present their proposal to Members as part of the consultation process. Opportunities were arranged for these carers to meet the Leader and Lead member for Adult Social Care and Health and a separate meeting was also arranged. They were invited to present details about their proposal during the consultation but declined the opportunity.
- 5.13 Subsequently they clarified that they had formed a management committee that included carers, service users, architects, a head teacher and others with management committee experience. They report that they are in the process of recruiting members with legal and finance backgrounds and the intention is to form a multi-stakeholder co-operative and would welcome involvement from the wider community. They state that their ethos and staffing needs will be substantially different to those at present. Their proposal also states that they will “encourage everyone to reach their full potential and aim to become a centre of excellence” and that they will “develop a support service that is fit for the future”. They recognised the limitations the current building imposed and outlined ideas for phasing improvements as and when funding became available. The Peoples Centre did not provide any cost or income data, which has meant that officers have had difficulties in assessing the viability of their proposal.
- 5.14 The proposal raises a number of issues and these are considered in the sections that follow.
- 5.15 Removing the capital contribution from the Shoot Up Hill disposal would impact directly on the provision of other elements of the Greenwood proposal.
- 5.16 Shoot Up Hill is not a purpose built building and the accommodation is based on a conversion of two houses. There are a number of constraints arising from its original design, construction, configuration and current internal layout that create a number of major problems in meeting operational and service user requirements. These constraints and the costs associated with remedying them are significant and go beyond the property revenue (day to day maintenance) costs and lifecycle (asset replacement) costs that have been considered in the business case.
- 5.17 Doors and corridors are not to current wheel chair accessible standards thereby limiting access and circulation within the building. Doors can be widened but increasing the width of corridors and providing turning circles as part of the internal circulation is a technically complex exercise that may require reconfiguration of the property including movement of walls (some of which may be load bearing).

- 5.18 Room sizes are constrained and should be bigger to allow for additional space for activities. This would require structural surveys and possibly movement of load bearing walls (including the use of steelwork support)
- 5.19 Concerns around fire safety have limited the use of certain parts of the upper floor. This is because there is only one lift meaning that only one wheel chair user at a time can use this part of the building. Adding a second lift would be major undertaking requiring the expansion of the current lift core or the construction of another. This would require major reconfiguration of the building including extensive structural work (sub and superstructure).
- 5.20 The ideal solution for facilitating mobility within the building is the use of ceiling hoists. These are difficult and costly to retro fit due to the load bearing capacity of existing internal load bearing walls and floor/ ceiling/ roof joists. These would need to be supported /strengthened or replaced to accommodate the additional load bearing requirement of ceiling hoists. This would require structural survey work and extensive structural work to enable this adaptation.
- 5.21 There is demonstrable need for new, dedicated, in borough provision for people with high levels of need including people with Profound and Multiple Learning Disabilities and Autistic Spectrum Disorder. There is a need for day opportunities for between 16 and 24 people over the next 3-5 years that includes children and young people coming through transition. The benefit of pooling resources at Greenwood could mean that this provision is deliverable at no additional cost.
- 5.22 The Peoples Centre has confirmed that their proposal is based on a significant transfer of Council assets to a new organisation – e.g. the building at 96-8 Shoot Up Hill, equipment used by the service. They request that the Council continue to provide transport / minibuses.
- 5.23 The Peoples Centre proposal also assumes that the Council will continue to maintain and improve the building in the short to medium term. These factors will continue to impact on the sustainability of the service, one of the primary reasons for the Greenwood proposal.
- 5.24 The proposal from the Peoples Centre for a self financing not for profit social enterprise at Shoot Up Hill would have an impact on the in-house staff group currently providing the New Shoot service. Transfer of Undertakings Regulations (TUPE) may apply and a full assessment would need to be undertaken.
- 5.25 If the proposal is considered further, the Council would need to explore the potential implications for staff, and will need to consult with staff and their representatives on the potential impact. It would need to ensure that the interests of Camden and its employees are managed appropriately. Any potential changes made would be made in accordance with the principles of the Organisational Change Policy and Procedure and relevant legislation.

- 5.26 It should also be noted that if the New Shoots service were to be re-commissioned then any contract to deliver services would need to be advertised and procured through a competitive tendering process.
- 5.27 The number and significance of the issues considered above suggest that the Peoples Centre proposal does not demonstrate a viable alternative to the recommended option. Pursuing this proposal would not meet commissioning priorities for learning disability services in Camden. It would also result in a lost opportunity to address future service risks and the lack of accessibility associated with the current building.

6 Additional submissions and other views and issues raised

- 6.1 A number of additional submissions were made by organisations which were either supportive or expressed concern and which related to issues addressed elsewhere in the Report. These included submissions from the following:
- Elfrida Rathbone
 - Transition Kentish Town
 - Shoot Up Hill Speaking Up Group
 - Camden People First
 - Carers from Centre 404
 - Age UK Camden
 - DISC
- 6.2 There were also views expressed that the site could be developed more intensively to address other needs and requirements. There were views that the proposed housing on the site should include social housing and accommodation for disabled people.

7 Summary of the Equalities Impacts

- 7.1 The full EIA (see appendix 3) identified a number of concerns and possible risks many of which were also identified through the consultation. The analysis in section 4 responds directly to findings of both the EIA and consultation, and details the mitigating action proposed. The key areas addressed by the amended proposal were; accessibility of the site and within the building; the location within Kentish Town; the volume of people using the building and the impact on specialist services; losing existing building based provision and the impact on change for vulnerable people. The EIA also identified a number of positive impacts and these are set out in the paragraphs that follow.
- 7.2 The clear vision for Greenwood is that people with disabilities participate in, and contribute to, local community life this will allow the Council to address discrimination and promote equality of opportunity. This can best be achieved by making use of mainstream community provision as far as possible. The aim for services will be to ensure that

wherever possible people are seen as possessing assets and abilities and are enabled to have access to social, leisure, employment and training opportunities – both within the centre and outside of the centre.

- 7.3 The Centre for Independent Living and the ethos for the services at Greenwood Place will be to facilitate employment support, training, personal development and explore opportunities to develop social enterprises. We would also expect the CIL to help build a network of disabled people with knowledge and capacity to represent disabled people at a local level to promote and champion the issues they themselves identify. If agreed then the Council will continue to actively involve service users and carers at each stage of the development.
- 7.4 The Greenwood proposal is intended to promote and improve relations with the wider community, enabling people with disabilities, mental health problems and dementia to have a more positive profile within the community.
- 7.5 It is proposed that Greenwood will provide a place for people, both with and without disabilities, to meet socially in an informal, friendly and accessible environment. Ideas for facilities that could be included at Greenwood include a café or juice bar on the site open to all, and high quality social and leisure facilities that can be used by both disabled and non-disabled groups.
- 7.6 Greenwood Place provides an opportunity to ensure that services are more representative of the local community encouraging more women, minorities and people of all ages to take up day opportunities. Experience in Camden for mental health services has shown that opportunities that promote employment and training encourage greater participation from younger people and some minority ethnic groups. Younger people with disabilities have also told us they want accessible modern facilities that deliver choice.
- 7.7 The ability to provide targeted activities using facilities that are less stigmatising will encourage participation by people we know current services are less successful in reaching. Camden will ensure that monitoring arrangements are put in place to ensure that services promote equality of opportunity, address issues of discrimination and seek to foster good relations with the wider community.

8 Feasibility, option development and amended preferred option for recommendation

- 8.1 The development options were assessed from a service, urban planning and financial perspective.

8.2 Option 1 - The original proposal

- 8.3 This is the option that formed the basis of the consultation. It includes provision for people currently using Highgate, Raglan and Netherwood and the provision of new services for the CIL and people with profound and multiple learning disabilities and autistic spectrum disability (PMLD/ASD). This assumed that people currently using New Shoots

would utilise community based alternatives or would use the flexible space provided at Greenwood.

8.4 The results of the consultation and initial design work has indicated that there are impacts for people using Shoot Up Hill and Netherwood Day centres that need to be addressed. These are outlined in section 4.

8.5 Option 2 - Do nothing

8.6 There are a number of key implications for this option that are detailed below.

8.7 The borough loses a unique opportunity to deliver a vision for services that supports people to have choice and control over the services they need. Including:

- an enhanced Centre for Independent Living that provides high quality facilities and flexible space for use by people with social care needs across the borough
- the provision of new services for people with profound and multiple learning disabilities and autism
- essential investment to modernise existing day services for people in Camden

8.8 Services remain in their current locations in buildings that are in some cases:

- inefficient to run and expensive to manage and maintain with high on-going property revenue costs impacting on the Council's General Fund
- not fit for purpose or fully suited to the current requirements of service users and service providers
- not flexible enough to meet future needs of service users and providers

8.9 The borough loses the opportunity to generate efficiency savings gained primarily from moving all of the services to one location. These saving arise from:

- sharing property infrastructure, utilities and services
- operating from a modern building with low maintenance costs
- operating from a building designed and constructed using material and techniques that reduce costs through high levels of energy efficiency

8.10 The borough loses the opportunity to:

- release capital receipts to support the objectives of the CIP programme, specifically securing improved community provision for vulnerable people in Camden
- enable development of an important site using council owned assets to invest in and improve local facilities and public realm
- find an alternative solution for UCLH to deliver a longstanding planning obligation to provide a CIL within the project for the foreseeable future

8.11 By retaining sites as they are the borough also loses the chance to realise a Life Cycle Cost (Asset Replacement) saving. This is because the existing service buildings (with old components, materials and structure based on less efficient design) will have a much higher asset

replacement cost throughout their respective lifecycles than the modern purpose built structure they could be consolidated into.

8.12 Option 3 - The Preferred Option: Amended proposal reflecting the results of the consultation and Equality Impact Assessment

8.13 Having analysed in detail the feedback from the consultation and the EIA a proposed amended option has been developed with the architects that responds directly to key impacts identified through the consultation. Three changes have been incorporated into the amended option (compared with option 1):

1. Excluding Netherwood Day Centre
2. Additional, dedicated accommodation is included for people with learning disabilities currently attending the New Shoots service who are unable to have their needs fully met through community based options. Closure of 96-98 Shoot Up Hill would be delayed until the eligible needs of all the current users of the service have been met and appropriate alternatives put in place
3. As part of the proposed residential development on the Highgate site eight rental housing units are made available for people with social care needs

THE GREENWOOD PLACE AMENDED PROPOSAL (OPTION 3)

THE KEY ELEMENTS

New and improved, purpose built day centre facilities (c 2,700m² plus up to 1,000m² of garden and other open space) designed to high standards of accessibility for:

- people with dementia currently using the Raglan Day Centre
- people with mental health problems currently using the Highgate Centre
- people with learning disabilities who use New Shoots who want to continue to use a building based service

Within the proposed Greenwood Place development these services will remain separate, dedicated facilities that will secure sustainable and improved specialist provision within Camden.

In addition the proposal presents a valuable opportunity for essential new provision within Camden:

- New and additional, dedicated services within Camden, for young people with profound and multiple learning disabilities and autistic spectrum disorder – some of our most vulnerable people who currently have to travel out of borough for these services
- A new Centre for Independent Living which can offer support and services to all disabled residents in Camden including people with low and moderate needs
- Eight units of accommodation for people with adult social care needs
- Community Space at the front of the development as an addition to the service facilities.

9 Project Funding

9.1 Cost Analysis Comparison - An independent validation of the assumptions in the business case has been carried out by the Council's external cost consultants. An overview of the considerations for each option is set out below.

	Option 1	Option 2	Option 3
Capital Receipts			
New Build Flats Highgate	£13,000,000	£0	£13,000,000
S106 monies to fund Centre for Independent Living ¹	£2,000,000	£0	£2,000,000
Existing sites(Raglan etc)	£3,900,000	£0	£2,250,000
Total Receipts	£18,900,000	£0	£17,250,000
Development Costs			
Greenwood	£8,110,000		£7,850,000
Highgate	£8,000,000		£8,000,000
Total Costs	£16,110,000		£15,850,000
Net Position	£2,790,000	<i>See para 9.3</i>	£1,400,000

9.2 Option 1 sets out the scenario where the Council develops the original proposal that formed the basis of the consultation exercise. This is financially the best option but does not reflect the outcome of the consultation findings or service development needs. The Council receives capital receipts from the disposal of all the sites and benefits from the lower revenue and lifecycle costs that arise from the use of a newer purpose built building

9.3 Option 2 sets out the scenario where the Council does nothing. The financial implication of this is that while there are no development costs or receipts, the Council has the on-going liability for all the lifecycle and property revenue costs incurred as a result of retaining the existing facilities. There will be significant cost to maintain as well as update properties to comply with current standards.

9.4 Option 3 sets out an amended proposal in response to service, consultation and EIA impacts. The Council benefits from lower lifecycle and property revenue costs when compared to the do nothing option but because a smaller building is being built some benefits of economies of scale are lost and thus these costs are higher than they are for Option 1. With this option the Council will also retain the on-going revenue and lifecycle liability of Netherwood. Lifecycle costs for Netherwood are approximately £800,000 (over a 25 year lifecycle period).

9.5 The gross development value of £13m is based on local evidence of values achieved and also on advice from the Council's external consultants.

¹ This is related to a longstanding obligation on UCLH to provide a Centre for Independent Living and the opportunity to transfer this into a financial contribution towards this project. This kind of change to a legal agreement would need to be approved by Development Control Committee and the final sum will depend on agreeing equivalent build costs.

- 9.6 The scheme delivers receipts of approximately £2.25m from the sale of Raglan and Shoot Up Hill. The sales values for Raglan and Shoot Up Hill are based on residential use. The total receipt is £17.25m. Build costs of £15.85m are included for the new Greenwood facility and the residential/community development on the site of the Highgate Centre, which would need to be supplemented by s106 monies to help deliver the Centre for Independent Living element.
- 9.7 The procurement approach of Council acting as developer for the combined sites enables the borough to retain developer's profit from the sale of the private units.
- 9.8 **Life cycle costs** - Property life cycle costs represent the costs associated with the general upkeep of the fabric of the building such as decoration, repairs and services. An indicative assessment of the life cycle costs for the new Greenwood building has been undertaken and compared to the forecast life cycle cost expenditure profile for the existing day centres. The results are shown in the following table based on a 25 year life cycle:

Property Lifecycle Costs (Asset Renewal)

Existing Centres	Costs(over 25 years)	
	Existing	Proposal
Highgate	£931,500	
Raglan	£943,130	
Netherwood	£800,190	£800,000
Shoot Up Hill	£619,970	
Greenwood	£963,310	
Total Lifecycle Costs		
New Greenwood Centre		£930,000
Total lifecycle costs	£4,260,000	£1,730,000
Total Lifecycle Cost Savings		-2,530,000

- 9.9 Significant life cycle costs savings (in the region of £2.5m) could be realised through the development of the new Greenwood building, on the basis that this would be a more modern and sustainable property in comparison with the existing day centres.

10 Procurement Strategy

- 10.1 It is proposed that the Council acts as developer for the delivery of the built scheme. A procurement on this basis would result in a saving of a proportion of the profit which would otherwise accrue to an external developer (average developer's profit is in the region of 17% on costs). This would enable the construction within the scheme of up to eight affordable housing units for rent for people with social care needs and associated community/retail space on the road frontage of the scheme.

- 10.2 This approach also allows the Council to control the phasing of the development enabling occupiers of the Highgate Centre to remain in their current accommodation until the new facilities are ready for them to move into. In addition the Council acting as developer facilitates better design solutions to achieve the place-shaping objectives for the wider area.
- 10.3 Disposals of properties related to the project would be implemented through the Council's existing contract with external providers as previously approved by Cabinet.
- 10.4 If the proposal is agreed it is proposed that the scheme be procured through a 'design and build' contract whereby the design approved at Planning is passed to the selected contractor for development through to completion, with approval of the detail of the approach delegated to the Director of Finance and also subject to the approval of the Council's Strategic Procurement Board (SPB).
- 10.5 The contractor would be selected either through a primary OJEU competition, or called off through a mini competition from a national construction framework, as agreed by SPB. The Council would procure a Lead advisor to support the procurement of the contractor and provide Employer's Representative and professional technical advisory services during construction. The design of the development and road infrastructure (excluding any reconfiguration of the storage facility) is to be developed with community stakeholders.

10.6 Indicative Timetable:

Community Design Period	May 2012
Submit Planning Application	Feb 2013
Planning Consent Granted	April 2013
Procurement of Project Team	October 2013
Start on Site	January 2014
Completion of New Greenwood Centre	Sept 2015
Practical Completion (Highgate Phase 2 & AA storage)	August 2017

- 10.7 This timetable is indicative at this stage and may be changed subject to market conditions and other constraints and dependencies (planning process etc). It will be reviewed on an on-going basis and all material changes communicated to relevant stakeholders.
- 10.8 The report recommendation seeks approval to vary the precise nature of the procurement process to reflect any changes in circumstances such as market conditions and that the decision be delegated to the Director of Finance in accordance with recommendation 5.
- 10.9 A commissioning and procurement strategy will need to be developed to reflect the service outcomes to be delivered from the proposed Greenwood building. This strategy will be in line with Contract Standing Orders and Public Procurement Regulations, and importantly will lead to a procurement or series of procurement procedures that are

accessible and open. The learning from the consultation phase proposal will be used to inform this strategy in addition to further market engagement.

11 Project Risks

11.1 The table below provides a summary of the main risks and mitigations.

Risks		Description	Mitigation
Financial Risks	Build Costs	Increase in build costs by the start on site date. If the borough acts as developer it has more exposure to this risk.	Appointment of QS/Cost Consultant. Regular review of build costs and development appraisal. Factoring in of significant contingency to hedge against build cost increases and other inflationary pressures. Benchmarked build cost rates are adjusted with an inflationary uplift to reflect projected costs based on the approximate contract commencement date
	Developer Risk / Sales Risk	Fall in sales values. If the borough acts as developer it carries all of the risk attached to the disposal of the built units	Appointment of Valuation /Development Consultants. On-going review and use of valuation advice in Development Appraisal applying only current values. Sensitivity analysis to determine impact on viability if sales values and GDV fall below certain levels. Use of contingency in Development Appraisal to reflect risk and values are based on lower quartile market evidence
Planning Risk		Failure to obtain planning permission	Reference to the LDF as a framework for design development. Regular and on-going discussions with Planners to ensure design quality and policy compliance
Environmental Risk(Health and Safety)		Impact on local environment and community	Development of a construction strategy for the construction phase and where appropriate temporarily relocating current occupiers. Use of Considerate Contractors Scheme as a condition of contract. Appointment of CDM Coordinator and the development of pre contract and construction phase health and safety plan. Environmental Impact Assessment will be part of the Planning Application process.
Performance Management Risk		Ensuring the project consultant team delivers required outputs	Robust procurement process. Clear, detailed briefing. Clearly set out project and corporate objectives. Robust performance management, appraisal and review in place to monitor quality

		of output
Legal Risk	Judicial Review	Ensure borough follows due process and meets all its statutory obligations. On-going advice and liaison with legal team to ensure compliance
Land Matters	Unable to agree terms with adjoining land owner.	On-going negotiations, discussions and liaison with land owners. Development of design options that deliver substantial improvements in site layout and access which will be of benefit to all stakeholders. Having agreed principles, Officers are progressing discussions to agree Heads of Terms
UCLH s106 obligation	Failure to secure payment of s106 contribution from UCLH	On-going engagement and discussion requiring UCLH to meet legal obligation and agree an appropriate sum and payments through negotiation. Project reserve is in place in project business model to minimise the Council's exposure to this risk

12 Director of Finance Comments

12.1 The report outlines a reconfiguration of services based at the Greenwood site. The financial data set out in Section 9 is based on a number of assumptions around the cost of construction and on future capital receipts which could change as economic and market factors develop. The assumptions used in the business case have been tested with the Council's external cost consultants.

12.2 The table at 9.1 shows the capital costs and funding of the various options, paragraph 9.8 also shows the lifecycle costs (repairs /maintenance/ services) over 25 years. Redeveloping the Greenwood Centre, disposing of other centres and amalgamating services in a new purpose built modern building produces significant savings in lifecycle costs. These are summarised below:

	Option 1	Option 2	Option 3
Capital Receipts	£000s	£000s	£000s
New Build Flats Highgate	(13,000)	0	(13,000)
S106 monies to fund Centre for Independent Living	(2,000)	0	(2,000)
Existing sites(Raglan, etc)	(3,900)	0	(2,250)
Total Receipts	(18,900)	0	(17,250)
Development Costs			
Greenwood	8,110		7,850
Highgate	8,000		8,000
Total Costs	16,110		15,850
Net Capital Position	(2,790)	See para 9.3	(1,400)
Revenue Costs			
Property Revenue Costs (per annum)	185	227	201
Lifecycle costs (over 25 years)	1,035	4,260	1,730

- 12.3 The preferred option (option 3) which entails the redevelopment of the Greenwood site and selling the sites at Raglan Street., Shoot Up Hill and Highgate Day Centre differs from the original proposal in that (a) Netherwood Centre is retained, and (b) there will be 8 rented units for people with Adult Social Care needs on the Highgate site. This has affected the costs and associated capital receipts of the scheme.
- 12.4 The Council acting as developer means that the profit which would have accrued to an external developer is retained thereby enhancing the benefits of this option.
- 12.5 The revenue savings arising from the project are estimated at £37K p.a. This arises from a combination of a £26k reduction in property running costs and a net £11k arising from a reduction in the need to purchase external care and additional costs from managing the shared space in the new Greenwood Centre.
- 12.6 The Council's current savings programme includes savings of £138k per annum resulting from the amalgamation of Raglan and Netherwood Day Centres. It is anticipated that further efficiency savings associated with the Greenwood redevelopment will be achievable to meet this target and these will be quantified when the operational service design has been further developed.

13 Borough Solicitor Comments

- 13.1 There are a number of issues which Cabinet Members must take into account in coming to any decision with regard to the proposed Greenwood Place development including, an assessment of local need, the results of the consultation, our equality duties, the Council's legal responsibilities in respect of planning for the future provision of services to adults with community care needs and the overall legal obligation upon the Council to operate within a balanced budget.
- 13.2 The Cabinet needs to carefully consider the results of the consultation and take it into account within its overall consideration of the recommendations. In particular it is important that officers have taken the results into account when formulating their recommendations and for example considered any alternative proposals that may have been suggested. Members should also content themselves that it was a reasonable, proportionate and effective exercise which meets the basic requirements of good consultations being that it was clear, had enough time allowed to ensure adequate participation and that the results have and will be fully taken into account.
- 13.3 In addition the impact upon equalities needs to be considered and due regard given to it.
- 13.4 The obligations upon the Council are summarised at:

<http://www.camden.gov.uk/ccm/content/community-and-living/your-local-community/equalities/equality-impact-assessment-.en?page=4>

13.5 In addition, the Equality and Human Rights Commission has produced on Local Authorities' general equality duty; The Essential Guide to the Public Sector Equality Duty. The link for which is:

http://www.equalityhumanrights.com/uploaded_files/EqualityAct/PSED/essential_guide_guidance.pdf

13.6 and these need to be considered in light of the Equality Impact Assessments at appendix 3, which is summarised in para 7 of the report.

13.7 In summary the legal obligations upon us in regard to equalities requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

13.8 A 'protected characteristic' is defined in the Act as:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;(including ethnic or national origins, colour or nationality)
- religion or belief;
- sex;
- sexual orientation.

13.9 Marriage and civil partnership are also a protected characteristic for the purposes of the duty to eliminate discrimination.

13.10 Having due regard to the need to 'advance equality of opportunity' between those who share a protected characteristic and those who do not includes having due regard to the need to remove or minimize disadvantages suffered by them. Due regard must also be had to the need to take steps to meet the needs of such persons where those needs are different from persons who do not have that characteristic, and encourage those who have a protected characteristic to participate in public life.

13.11 The steps involved in meeting the needs of disabled persons include steps to take account of the persons' disabilities. Having due regard to 'fostering good relations' involves having due regard to the need to tackle prejudice and promote understanding. It should be noted that complying with the duty may involve treating some people better than others, as far as that is allowed by discrimination law.

13.12 Camden's duty under Section 149 of the Act is to have 'due regard' to the matters set out in relation to equalities when considering and making decisions on the proposed Greenwood Place development. Accordingly due regard to the need to eliminate discrimination, advance equality, and foster good relations must form an integral part

of the decision making process. Members must consciously consider the effect that implementing a particular policy will have in relation to equality before making a decision.

- 13.13 There is no prescribed manner in which the equality duty must be exercised. However Camden must have an adequate evidence base for its decision making. This can be achieved by means including engagement with the public and interest groups, and by gathering details and statistics on users of the different services and how the services are used. The potential equality impact of the proposed changes to the different services have been assessed, and that assessment is found at Appendix 3 and a summary of the position is set out in paragraph 7 of this report. A careful consideration of this assessment is one of the key ways in which Members can show “due regard” to the relevant matters.
- 13.14 Where it is apparent from the analysis of the information that any of the proposed recommendations should they be agreed would have an adverse effect on equality then adjustments should be made to avoid that effect (mitigation). The steps proposed to be taken are set out in paragraph 7 of the report. Members should be aware that the duty is not to achieve the objectives or take the steps set out in s.149. Rather, the duty on public authorities is to bring these objectives relating to discrimination into consideration when carrying out its public functions (which includes the functions relating to the proposed Greenwood place development). “Due regard” means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. There must be a proper regard for the goals set out in s.149. Set against this are issues around the requirement upon the Council to operate within a set budget and the mitigation measures which have been proposed.
- 13.15 In summary therefore Members must take into account the results of the consultation and their equality duties.

Appendix 6

LBC Cabinet Report

Greenwood Strategy

Consented 2012-04-18

LONDON BOROUGH OF CAMDEN	WARD: ALL
REPORT TITLE: Greenwood Place Proposal: Report, as part of the Community Investment Programme, on the consultation to build a new community resource centre HASC/2012/04	
REPORT OF: Acting Director, Adult Social Care	
FOR SUBMISSION TO: HOUSING & ADULT SOCIAL CARE SCRUTINY COMMITTEE CABINET	DATE: 11TH APRIL 2012 18TH APRIL 2012
<p>SUMMARY OF REPORT</p> <p>The Council has undertaken a comprehensive consultation process (which was conducted for three months) on the proposed development of Greenwood Place. The purpose of this report is to present the results of the consultation and the equalities impact assessment, it outlines the key impacts identified by people through the process and presents a response to the key issues raised, proposing mitigation where appropriate.</p> <p>As a result of consultation the preferred development option (Option3):</p> <ul style="list-style-type: none"> • excludes the re-provision of the Netherwood Day Centre, • includes additional dedicated accommodation for people with learning disabilities who need a building based service and • includes eight rental housing units made available for people with social care needs <p>LOCAL GOVERNMENT ACT 1972 – ACCESS TO INFORMATION</p> <p>No items that are required to be listed were used in the preparation of this report</p> <p>CONTACT OFFICER: Paul Kelly Implementation Manager (Personalisation ASC) Adult Social Care Housing and Adult Social Care London Borough of Camden</p> <p>Telephone: 020 7974 2880 Web: camden.gov.uk</p>	

RECOMMENDATIONS:

The Housing and Adult Social Care Scrutiny Committee is asked to consider the report and forward any comments to Cabinet.

Cabinet is asked to:

- 1 Note and have due regard to the Council's general equalities duties to persons with 'protected characteristics' by considering the conclusions of the equalities impact assessment attached in appendix 3, the results of the Greenwood consultation attached in Appendix 2 and the mitigation measures, opportunities to advance equalities and to foster good community relations as proposed in this report.
- 2 Agree the recommended option (Option 3) and the business case for the proposed comprehensive development of Greenwood Place which will, within the new building, include new, dedicated and purpose built facilities for:
 - people with dementia currently using the Raglan Centre;
 - people with mental health problems using the Highgate Centre
 - younger people with profound and multiple learning disabilities and autism;
 - people with learning disabilities currently using the New Shoots service who want to continue to use a building based service;
 - a new Centre for Independent Living that will be accessible for all Camden disabled people including people with low and moderate needs; and
 - eight affordable rental housing units for people with social care needs within the residential element of the scheme.
- 3 Approve the proposed closure and relocation of services to the new building of:
 - Highgate Day Centre for people with mental health problems
 - Raglan Day Centre for people with dementia
- 4 Delegate authority to the Director of Housing and Adult Social Care to, once they are satisfied that appropriate alternative day opportunities have been identified for eligible current users of the service, take all necessary steps to close 96-98 Shoot Up Hill
- 5 Authorise the Director of Finance, in consultation with the Cabinet Member for Adult Social Care and Health, the Head of Property Services and the Borough Solicitor, to take all steps necessary, including but not limited to agreeing the contract award strategy and awarding the contract for the construction of the development, to agree terms and implement acquisitions and disposals related to the delivery of this project.



SIGNED:

Rhys Makinson, Acting Director, Housing

DATE: 4th April 2012

1 Introduction

- 1.1 This report details the results of the consultation process and the equalities impact assessment in respect of the proposed Greenwood Place development.
- 1.2 The existing buildings and services referred to in the original proposal included:
 - Highgate Day Centre - for adults with mental health problems
 - 96-98 Shoot Up Hill (New Shoots) - for adults with learning disabilities
 - Netherwood Day Centre – for older people with dementia
 - Raglan Day Centre - for older people with dementia
 - The Greenwood Building – currently providing services for people with learning disabilities
- 1.3 During the course of the consultation process officers listened to the views expressed by service users and key impacts were identified. These views and those presented at 14th March HASC special scrutiny (appendix 4) have informed the proposed final recommendations.
- 1.4 The proposal to develop the site at Greenwood Place (appendix 1) is part of the Council's Community Investment Programme (CIP). A CIP update and next steps report is also on the agenda for this Cabinet meeting.

2 The vision for Greenwood Place

- 2.1 The proposal for Greenwood Place offers an unprecedented opportunity to provide a new and flexible development to secure the future of day opportunity and support services for some of the borough's most vulnerable residents. At a time of exceptional financial pressures and when day services are being closed across the country this proposal represents a commitment to invest in new and existing services in Camden.
- 2.2 Adult Social Care support is changing significantly to deliver personalised and safe services. The "personalisation" of care is a national policy that means that eligible service users can choose how to spend their personal budget to achieve outcomes they want for themselves.
- 2.3 The model currently being used by the Council to provide Adult Social Care day opportunities is through numerous buildings, each with limited capacity to adapt to change in order to meet the demands of service users. The current model will not be sustainable as people choose to have their needs met in a multiplicity of different ways. Our existing range of building based provision will be unsustainable in the years ahead due to high fixed costs and the threat of fluctuating demand.
- 2.4 The Council's current medium term financial strategy focuses Adult Social Care services on provision for those in greatest need – those with

critical and substantial care needs. For day services this will mean a greater emphasis on developing modern flexible facilities that can provide high levels of accessibility with the ability to meet significant levels of personal care.

- 2.5 The Greenwood Place proposal presents an innovative solution for investment in our physical and social infrastructure. At the heart of the proposal is the community and individuals taking control of their lives and exercising choice over the support and services they want.
- 2.6 The proposal includes the development of Camden's first Centre for Independent Living (CIL) promoting inclusive and independent lives for disabled and vulnerable people enabling them to reach their full potential utilising their assets and capabilities. This proposed centre will establish a fundamental ethos of peer support and user led decision making, building the capacity of disabled people to take charge of services and facilities. People with learning disabilities will need to be central to the proposed development of the CIL.
- 2.7 Camden's proposal goes beyond the service offer normally provided by CILs elsewhere and includes opportunities for social enterprise and access to work and training.
- 2.8 The proposed new community building would form part of a wider mixed use development that includes a building that is privately owned and the Highgate day centre, where it is proposed to create new housing and opportunities for employment. The proposed redevelopment encompasses the entire site and this is critical to the operation of the new community building, particularly in improving access arrangements.

3 The Consultation

- 3.1 The Greenwood consultation took place between 5th September and 9th December 2011. During this 12 week period people were able to contribute their views using a self-completion questionnaire, by attending meetings or providing a submission.
- 3.2 A consultation document was distributed at the beginning of the 12 weeks and made available throughout the consultation. All consultation material was made available in alternative formats, including easy read, large print, Braille and sign language. Meetings were made fully accessible using speech to text, sign language, tactile aids and advocacy support was arranged where appropriate.
- 3.3 To capture the information needed to properly inform a decision by Cabinet, the consultation process was broken down into two distinct sections:
 - Impact – on users & carers personally and more widely
 - The design and use of the building
- 3.4 Views from residents and visitors in and around Kentish Town were collected through a separate but parallel process. This included the following meetings:
 - Kentish Town Area Action Group,

- Place Shaping,
 - Public Realm and an
 - online survey.
- 3.5 The full Consultation Report produced in response to the consultation (appendix 2) identified a number of key themes and issues as summarised in the next section.

4 Commentary on the consultation - Key findings impacts and response

4.1 Locating people with different needs on one site

- 4.2 There were concerns that placing people with different disabilities in one location would be problematic. During the consultation service users highlighted that if cabinet agreed the proposal, it was important for there to be a dedicated space for each client group within the proposed CIL, which would allow the services to retain their own individual identity and culture. Architects have demonstrated that this is possible on site and as a result of the views expressed, the proposals have been adjusted to reflect this requirement.
- 4.3 The proposal provides that specialist staff working in existing centres would continue to provide the same high levels of care and support delivered from new, dedicated space designed to high standards of accessibility.
- 4.4 Throughout the consultation it was emphasised that the proposal is not to provide a “one size fits all approach”, but to deliver a range of accommodation designed specifically to meet the needs of the service users. The amended proposal reflects this and ensures people have choice in using the flexible and communal space within any new centre.
- 4.5 Throughout the consultation service users stated that they wanted and needed their own dedicated entrances. The architects were able to show how this could be achieved on the site, including separate entrances for dementia and mental health services. The architects also presented ideas about how controlled access points could deliver safe and secure dedicated space whilst allowing people to access the community space in the rest of the building.
- 4.6 The proposed Centre for Independent Living crosses all disability groups, providing advice, advocacy, support and services, and this has widespread support. The aim of this proposed centre is that it would be an important force in promoting the interests and visibility of people with disabilities, addressing issues of stigma and access. A central aim of the proposal is promoting independence and social inclusion across and between disability groups, and with the wider community.

4.7 Sharing facilities

- 4.8 Some people were concerned that the proposal would reduce the borough's ability to meet demand for day opportunities into the future and that smaller separate centres were best. This included meeting demand from projected increases in people with dementia and people with more challenging and severe learning disabilities.
- 4.9 It is envisaged that by combining resources, services could be delivered more efficiently and flexibly. The aim of the proposal is to deliver new and additional capacity for services for young people with profound and multiple learning disabilities who currently have to use services outside the borough.
- 4.10 Some of the existing buildings need improvement and modernisation to make them fit for the future. The proposal presents an opportunity for providing sustainable high quality facilities for the 21st Century through a modern, purpose built development that can deliver more efficiently and effectively a wider range of services for people.
- 4.11 Some service users suggested that the size of the site meant there would be an opportunity through this proposal for a range of new activities and social opportunities to be provided in a purpose built space. HASC Scrutiny members asked that gardens and outdoor spaces be a part of the proposals. The architects have demonstrated that a variety of outside space and gardens could be facilitated on site and this would be the intention if the proposal is agreed.
- 4.12 Opportunities for training and employment featured strongly in discussions with a number of groups. Training rooms for IT or catering would benefit a wide range of people with different needs. The delivery of social enterprise offering work based training and employment could also provide benefits across groups.
- 4.13 If the proposal is agreed then the feedback received from people on what they would like to see delivered will be used to shape the range of facilities and services provided on the site.

4.14 The suitability of the location

- 4.15 The search for a location for the CIL has proved extremely difficult and in over 14 years it has been impossible to find a suitable site.
- 4.16 In the consultation some felt that locating the proposed building at the back of the site was a problem as this would give the impression that disabled people were being hidden from view. There were also concerns that the part of the site where the community facility would be located was industrial in nature and not ideal for community provision. However, some thought it would be an advantage to be at the back of the site as it would offer safe, unhurried arrival space.

- 4.17 The architects suggested a transformative approach to the site could be taken to achieve a much improved public realm. They also put forward a suggestion as to how the proposed centre could be linked visually and physically with the main road by placing part of the CIL on the corner of the proposed development at the front of the site and through creating a pedestrianized access route through to the centre entrance from the main road.
- 4.18 By taking a whole site approach, the intention of the proposal is to improve the built environment, regenerating the area, delivering a better look and feel to the public realm, making this an accessible and attractive space for all who use this part of Kentish Town.
- 4.19 Kentish Town is in a relatively central Camden location with nearby access to tube, overground and bus routes. It is on one of the main road routes running vertically through the borough.
- 4.20 Three of the five existing buildings are already either on the site or within a short distance and are accessible to current users with dementia, learning disabilities and mental health problems.
- 4.21 The architects have made recommendations on the proposal that include a pedestrian only walkway to the proposed site entrance from Highgate Road, road access and traffic calming improvements. A full transport study will be undertaken if the Cabinet agree the proposal. If agreed the design team will liaise with TfL and Highways to ensure that such a significant development is supported through improvements to public transport access where possible including Kentish Town station. HASC Scrutiny members made a similar resolution and asked that the study include the assessment of routes to ensure they were suitable and fully accessible.

4.22 Anxiety about change and losing current building based provision

- 4.23 Any change in location for day service users can be disruptive and that some groups of people are more affected by change than others. Throughout the consultation people stressed the importance of friendships and being able to socialise with friends in a comfortable and familiar environment. If the Cabinet agrees the proposal, then to mitigate against these issues, the process will be managed sensitively, assessing the needs of each individual and carrying out risk assessments. Should the proposal go ahead a programme of transitional support would be put in place to support the maintenance and development of friendship groups and existing communities of users and carers.
- 4.24 People told us that they valued highly the staff that provided care in the centres. Vulnerable people who need specialist care will continue to receive the same high standards as currently provided. The proposals would secure the provision of specialist care in space dedicated for each of the key client groups and service user groups would have direct involvement in the design and look of the building and the interiors.

- 4.25 People who use the New Shoots service delivered from the Shoot Up Hill building were clear that they value having a “base” and that for some with more profound and challenging disabilities, their ability to use community based options was currently limited. Provision for a centrally located base for people who need a building based service has been included within the amended proposal which could be used by those currently using New Shoots who require this type of provision.
- 4.26 The proposal in respect of Shoot Up Hill has been amended so that it will not be closed until current service users who are eligible for a day opportunity service are found suitable alternative provision either at Greenwood Place or with other community or specialist services.
- 4.27 Within the constraints of the site it has proved difficult to provide equivalent facilities to those at Netherwood, in particular a combined dementia service delivered on a single floor (preferably at ground floor level). The proposal has been amended after considering the responses to the consultation. The amended proposal includes provision for a new purpose built facility at ground floor level, for people with dementia who currently use Raglan day centre.
- 4.28 People who currently use the Greenwood Centre were concerned about the impact on them. The Council currently commissions a number of services from the Camden Society. These include *Mailout* - employment and training opportunities; *Choices* – a service for older people with learning disabilities; and *Helter Skelter*, a holiday scheme for children and young people with learning disabilities. The *Helter Skelter* scheme is currently being re-commissioned and provision is not tied to the Greenwood Centre. We will know more about arrangements for this service later in the year.
- 4.29 Should the decision be made to redevelop the Greenwood site then the existing Greenwood Place Centre will be closed. The council intends to relocate the *Mail Out* service to alternative premises in the short term with a long term plan of either continuing to run it from an alternative site, or incorporating it into the new arrangements at Greenwood, if the project was agreed. The council is exploring the possibility of incorporating *Choices* older people’s service within generic older people’s day opportunity provision should the proposal be agreed. Advocacy projects would need to be relocated in the short term but would be a key part of a centre for independent living should the proposal go ahead.
- 4.30 There are a variety of informal groups that run from Greenwood though very popular and well-loved are not commissioned by Camden. If the proposal was agreed the Councils Property services team will support Camden Society in finding alternative premises for services commissioned by Camden. The Council is already providing People’s Fund money for Camden Society to develop a new model of leisure support, using volunteers to help people undertake activities in a variety of community settings.

4.31 If the proposal was agreed and the Centre for independent Living went ahead, people with learning disabilities could be at the centre of developing the service model and the types of services and activities that could be provided. The CIL would be for all disabled people in the borough, there would be no need for people to qualify under adult social care assessment criteria and people with low and moderate needs would be welcome to use the centre.

4.32 Concerns about how the building and facilities would work and be managed

4.33 Some people asked who would run the new building should it go ahead. Some wanted the council to run it and others wanted service users and carers to take the lead. There was some anxiety about these issues expressed in the consultation.

4.34 The proposal was clear that no decisions had been made and that this was an open process and ideas for the delivery and management of the CIL were encouraged including user led options. The intention is that the CIL and services at Greenwood maximise opportunities to reach out into the community through contact with other groups such as tenant and resident associations and community centres.

5 Alternative proposals submitted

5.1 Three alternative proposals were submitted in the consultation period. All three were submitted on 9th December the closing date for the consultation. Further clarification on these proposals was requested and responses received on 16th March for the proposal by carers at Netherwood and on 18th March for the Peoples Centre proposal. The original proposals and the clarifications received are available for Cabinet members to view.

5.2 These included a partnership proposal between the Camden Society, DISC and Camden People First to provide CIL and day opportunities for people with learning disabilities on the Greenwood site.

5.3 This proposal recognised the potential for the site to deliver a new building that would provide day opportunities which could function alongside a newly built Centre for Independent Living. It also recognised the significant financial challenges in building such a new facility. To generate the capital required to fund the scheme the financial case is based on the assumption that the development will include housing above the site. A section 106 between UCLH and the council would need to be changed so that a previous obligation to provide a facility is amended to fund development costs.

5.4 Planners have said that the proposed development of a residential scheme on that part of the site would contravene adopted Council planning policy and the Local Development Framework. Any restrictions in developing residential accommodation on this part of the site would

have a direct impact on the financial viability of the proposal as it currently stands.

- 5.5 The proposal is limited to the back portion of the site and therefore does not address directly the need for the whole site to be improved. For instance the improvement of access routes and public realm needed to deliver the comprehensive regeneration of the site and make this a welcoming and accessible facility.
- 5.6 The Camden Society / DISC proposal is to develop the site to provide services for people with learning disabilities with a range of needs including those not currently eligible for council funded care. The Council has signalled that in order to secure value for money it must prioritise those with substantial and critical needs.
- 5.7 There was also a proposal to enhance services at Netherwood in partnership with carers – This proposal which explores opening the service up to the community and exploiting income generating opportunities, was submitted by a carer at Netherwood. The proposal was submitted in outline without financial details.
- 5.8 Clarification on the proposals has been received with further details on ideas to open up the building at evenings and weekend. Some indication of potential income generation was also provided as were suggestions for the use of volunteers to provide befriending services. There were also some useful suggestions about how the service could educate, inform and generally raise awareness of dementia amongst the public. Further work will be undertaken with carers at Netherwood to explore these ideas.
- 5.9 Opening the centre up to the general public would allow the Council the opportunity to fulfil its general equalities duties in that this proposal would foster good community relations as it would be a way of breaking down stigma and is something to be pursued regardless of whether the Greenwood proposal is agreed. It would be also interesting to think about events involving people with dementia and the general public, along the lines of the Time to Change campaign around mental health – getting people together, breaking down barriers, encouraging conversation etc. HASC Scrutiny wanted to see an approach that would make connections with the wider community.
- 5.10 Both dementia centres use students and could make better use of volunteers. This is an area that the service is currently looking at developing further. The Council and the Camden and Islington Foundation Trust (CIFT) would also be interested in hearing more about their ideas for “training the carers of the future” proactively supporting carers and awareness-raising.
- 5.11 HASC scrutiny members requested that the Council and CIFT explore the potential for marketing services at Netherwood to neighbouring boroughs as a way of improving the sustainability of services. Commissioners have actively promoted opportunities with Brent, Barnet and Westminster. As personal budgets embed across London then

opportunities for marketing to self funders and those with personal budgets will be pursued.

- 5.12 There was also a proposal to develop New Shoots as a non-profit making social enterprise, (the Peoples Centre) providing day centre facilities for people with learning disabilities and after school facilities for children. A group of carers at New Shoots asked to present their proposal to Members as part of the consultation process. Opportunities were arranged for these carers to meet the Leader and Lead member for Adult Social Care and Health and a separate meeting was also arranged. They were invited to present details about their proposal during the consultation but declined the opportunity.
- 5.13 Subsequently they clarified that they had formed a management committee that included carers, service users, architects, a head teacher and others with management committee experience. They report that they are in the process of recruiting members with legal and finance backgrounds and the intention is to form a multi-stakeholder co-operative and would welcome involvement from the wider community. They state that their ethos and staffing needs will be substantially different to those at present. Their proposal also states that they will “encourage everyone to reach their full potential and aim to become a centre of excellence” and that they will “develop a support service that is fit for the future”. They recognised the limitations the current building imposed and outlined ideas for phasing improvements as and when funding became available. The Peoples Centre did not provide any cost or income data, which has meant that officers have had difficulties in assessing the viability of their proposal.
- 5.14 The proposal raises a number of issues and these are considered in the sections that follow.
- 5.15 Removing the capital contribution from the Shoot Up Hill disposal would impact directly on the provision of other elements of the Greenwood proposal.
- 5.16 Shoot Up Hill is not a purpose built building and the accommodation is based on a conversion of two houses. There are a number of constraints arising from its original design, construction, configuration and current internal layout that create a number of major problems in meeting operational and service user requirements. These constraints and the costs associated with remedying them are significant and go beyond the property revenue (day to day maintenance) costs and lifecycle (asset replacement) costs that have been considered in the business case.
- 5.17 Doors and corridors are not to current wheel chair accessible standards thereby limiting access and circulation within the building. Doors can be widened but increasing the width of corridors and providing turning circles as part of the internal circulation is a technically complex exercise that may require reconfiguration of the property including movement of walls (some of which may be load bearing).

- 5.18 Room sizes are constrained and should be bigger to allow for additional space for activities. This would require structural surveys and possibly movement of load bearing walls (including the use of steelwork support)
- 5.19 Concerns around fire safety have limited the use of certain parts of the upper floor. This is because there is only one lift meaning that only one wheel chair user at a time can use this part of the building. Adding a second lift would be major undertaking requiring the expansion of the current lift core or the construction of another. This would require major reconfiguration of the building including extensive structural work (sub and superstructure).
- 5.20 The ideal solution for facilitating mobility within the building is the use of ceiling hoists. These are difficult and costly to retro fit due to the load bearing capacity of existing internal load bearing walls and floor/ ceiling/ roof joists. These would need to be supported /strengthened or replaced to accommodate the additional load bearing requirement of ceiling hoists. This would require structural survey work and extensive structural work to enable this adaptation.
- 5.21 There is demonstrable need for new, dedicated, in borough provision for people with high levels of need including people with Profound and Multiple Learning Disabilities and Autistic Spectrum Disorder. There is a need for day opportunities for between 16 and 24 people over the next 3-5 years that includes children and young people coming through transition. The benefit of pooling resources at Greenwood could mean that this provision is deliverable at no additional cost.
- 5.22 The Peoples Centre has confirmed that their proposal is based on a significant transfer of Council assets to a new organisation – e.g. the building at 96-8 Shoot Up Hill, equipment used by the service. They request that the Council continue to provide transport / minibuses.
- 5.23 The Peoples Centre proposal also assumes that the Council will continue to maintain and improve the building in the short to medium term. These factors will continue to impact on the sustainability of the service, one of the primary reasons for the Greenwood proposal.
- 5.24 The proposal from the Peoples Centre for a self financing not for profit social enterprise at Shoot Up Hill would have an impact on the in-house staff group currently providing the New Shoot service. Transfer of Undertakings Regulations (TUPE) may apply and a full assessment would need to be undertaken.
- 5.25 If the proposal is considered further, the Council would need to explore the potential implications for staff, and will need to consult with staff and their representatives on the potential impact. It would need to ensure that the interests of Camden and its employees are managed appropriately. Any potential changes made would be made in accordance with the principles of the Organisational Change Policy and Procedure and relevant legislation.

- 5.26 It should also be noted that if the New Shoots service were to be re-commissioned then any contract to deliver services would need to be advertised and procured through a competitive tendering process.
- 5.27 The number and significance of the issues considered above suggest that the Peoples Centre proposal does not demonstrate a viable alternative to the recommended option. Pursuing this proposal would not meet commissioning priorities for learning disability services in Camden. It would also result in a lost opportunity to address future service risks and the lack of accessibility associated with the current building.

6 Additional submissions and other views and issues raised

- 6.1 A number of additional submissions were made by organisations which were either supportive or expressed concern and which related to issues addressed elsewhere in the Report. These included submissions from the following:
- Elfrida Rathbone
 - Transition Kentish Town
 - Shoot Up Hill Speaking Up Group
 - Camden People First
 - Carers from Centre 404
 - Age UK Camden
 - DISC
- 6.2 There were also views expressed that the site could be developed more intensively to address other needs and requirements. There were views that the proposed housing on the site should include social housing and accommodation for disabled people.

7 Summary of the Equalities Impacts

- 7.1 The full EIA (see appendix 3) identified a number of concerns and possible risks many of which were also identified through the consultation. The analysis in section 4 responds directly to findings of both the EIA and consultation, and details the mitigating action proposed. The key areas addressed by the amended proposal were; accessibility of the site and within the building; the location within Kentish Town; the volume of people using the building and the impact on specialist services; losing existing building based provision and the impact on change for vulnerable people. The EIA also identified a number of positive impacts and these are set out in the paragraphs that follow.
- 7.2 The clear vision for Greenwood is that people with disabilities participate in, and contribute to, local community life this will allow the Council to address discrimination and promote equality of opportunity. This can best be achieved by making use of mainstream community provision as far as possible. The aim for services will be to ensure that

wherever possible people are seen as possessing assets and abilities and are enabled to have access to social, leisure, employment and training opportunities – both within the centre and outside of the centre.

- 7.3 The Centre for Independent Living and the ethos for the services at Greenwood Place will be to facilitate employment support, training, personal development and explore opportunities to develop social enterprises. We would also expect the CIL to help build a network of disabled people with knowledge and capacity to represent disabled people at a local level to promote and champion the issues they themselves identify. If agreed then the Council will continue to actively involve service users and carers at each stage of the development.
- 7.4 The Greenwood proposal is intended to promote and improve relations with the wider community, enabling people with disabilities, mental health problems and dementia to have a more positive profile within the community.
- 7.5 It is proposed that Greenwood will provide a place for people, both with and without disabilities, to meet socially in an informal, friendly and accessible environment. Ideas for facilities that could be included at Greenwood include a café or juice bar on the site open to all, and high quality social and leisure facilities that can be used by both disabled and non-disabled groups.
- 7.6 Greenwood Place provides an opportunity to ensure that services are more representative of the local community encouraging more women, minorities and people of all ages to take up day opportunities. Experience in Camden for mental health services has shown that opportunities that promote employment and training encourage greater participation from younger people and some minority ethnic groups. Younger people with disabilities have also told us they want accessible modern facilities that deliver choice.
- 7.7 The ability to provide targeted activities using facilities that are less stigmatising will encourage participation by people we know current services are less successful in reaching. Camden will ensure that monitoring arrangements are put in place to ensure that services promote equality of opportunity, address issues of discrimination and seek to foster good relations with the wider community.

8 Feasibility, option development and amended preferred option for recommendation

- 8.1 The development options were assessed from a service, urban planning and financial perspective.

8.2 Option 1 - The original proposal

- 8.3 This is the option that formed the basis of the consultation. It includes provision for people currently using Highgate, Raglan and Netherwood and the provision of new services for the CIL and people with profound and multiple learning disabilities and autistic spectrum disability (PMLD/ASD). This assumed that people currently using New Shoots

would utilise community based alternatives or would use the flexible space provided at Greenwood.

8.4 The results of the consultation and initial design work has indicated that there are impacts for people using Shoot Up Hill and Netherwood Day centres that need to be addressed. These are outlined in section 4.

8.5 Option 2 - Do nothing

8.6 There are a number of key implications for this option that are detailed below.

8.7 The borough loses a unique opportunity to deliver a vision for services that supports people to have choice and control over the services they need. Including:

- an enhanced Centre for Independent Living that provides high quality facilities and flexible space for use by people with social care needs across the borough
- the provision of new services for people with profound and multiple learning disabilities and autism
- essential investment to modernise existing day services for people in Camden

8.8 Services remain in their current locations in buildings that are in some cases:

- inefficient to run and expensive to manage and maintain with high on-going property revenue costs impacting on the Council's General Fund
- not fit for purpose or fully suited to the current requirements of service users and service providers
- not flexible enough to meet future needs of service users and providers

8.9 The borough loses the opportunity to generate efficiency savings gained primarily from moving all of the services to one location. These saving arise from:

- sharing property infrastructure, utilities and services
- operating from a modern building with low maintenance costs
- operating from a building designed and constructed using material and techniques that reduce costs through high levels of energy efficiency

8.10 The borough loses the opportunity to:

- release capital receipts to support the objectives of the CIP programme, specifically securing improved community provision for vulnerable people in Camden
- enable development of an important site using council owned assets to invest in and improve local facilities and public realm
- find an alternative solution for UCLH to deliver a longstanding planning obligation to provide a CIL within the project for the foreseeable future

8.11 By retaining sites as they are the borough also loses the chance to realise a Life Cycle Cost (Asset Replacement) saving. This is because the existing service buildings (with old components, materials and structure based on less efficient design) will have a much higher asset

replacement cost throughout their respective lifecycles than the modern purpose built structure they could be consolidated into.

8.12 Option 3 - The Preferred Option: Amended proposal reflecting the results of the consultation and Equality Impact Assessment

8.13 Having analysed in detail the feedback from the consultation and the EIA a proposed amended option has been developed with the architects that responds directly to key impacts identified through the consultation. Three changes have been incorporated into the amended option (compared with option 1):

1. Excluding Netherwood Day Centre
2. Additional, dedicated accommodation is included for people with learning disabilities currently attending the New Shoots service who are unable to have their needs fully met through community based options. Closure of 96-98 Shoot Up Hill would be delayed until the eligible needs of all the current users of the service have been met and appropriate alternatives put in place
3. As part of the proposed residential development on the Highgate site eight rental housing units are made available for people with social care needs

THE GREENWOOD PLACE AMENDED PROPOSAL (OPTION 3)

THE KEY ELEMENTS

New and improved, purpose built day centre facilities (c 2,700m² plus up to 1,000m² of garden and other open space) designed to high standards of accessibility for:

- people with dementia currently using the Raglan Day Centre
- people with mental health problems currently using the Highgate Centre
- people with learning disabilities who use New Shoots who want to continue to use a building based service

Within the proposed Greenwood Place development these services will remain separate, dedicated facilities that will secure sustainable and improved specialist provision within Camden.

In addition the proposal presents a valuable opportunity for essential new provision within Camden:

- New and additional, dedicated services within Camden, for young people with profound and multiple learning disabilities and autistic spectrum disorder – some of our most vulnerable people who currently have to travel out of borough for these services
- A new Centre for Independent Living which can offer support and services to all disabled residents in Camden including people with low and moderate needs
- Eight units of accommodation for people with adult social care needs
- Community Space at the front of the development as an addition to the service facilities.

9 Project Funding

9.1 Cost Analysis Comparison - An independent validation of the assumptions in the business case has been carried out by the Council's external cost consultants. An overview of the considerations for each option is set out below.

	Option 1	Option 2	Option 3
Capital Receipts			
New Build Flats Highgate	£13,000,000	£0	£13,000,000
S106 monies to fund Centre for Independent Living ¹	£2,000,000	£0	£2,000,000
Existing sites(Raglan etc)	£3,900,000	£0	£2,250,000
Total Receipts	£18,900,000	£0	£17,250,000
Development Costs			
Greenwood	£8,110,000		£7,850,000
Highgate	£8,000,000		£8,000,000
Total Costs	£16,110,000		£15,850,000
Net Position	£2,790,000	<i>See para 9.3</i>	£1,400,000

9.2 Option 1 sets out the scenario where the Council develops the original proposal that formed the basis of the consultation exercise. This is financially the best option but does not reflect the outcome of the consultation findings or service development needs. The Council receives capital receipts from the disposal of all the sites and benefits from the lower revenue and lifecycle costs that arise from the use of a newer purpose built building

9.3 Option 2 sets out the scenario where the Council does nothing. The financial implication of this is that while there are no development costs or receipts, the Council has the on-going liability for all the lifecycle and property revenue costs incurred as a result of retaining the existing facilities. There will be significant cost to maintain as well as update properties to comply with current standards.

9.4 Option 3 sets out an amended proposal in response to service, consultation and EIA impacts. The Council benefits from lower lifecycle and property revenue costs when compared to the do nothing option but because a smaller building is being built some benefits of economies of scale are lost and thus these costs are higher than they are for Option 1. With this option the Council will also retain the on-going revenue and lifecycle liability of Netherwood. Lifecycle costs for Netherwood are approximately £800,000 (over a 25 year lifecycle period).

9.5 The gross development value of £13m is based on local evidence of values achieved and also on advice from the Council's external consultants.

¹ This is related to a longstanding obligation on UCLH to provide a Centre for Independent Living and the opportunity to transfer this into a financial contribution towards this project. This kind of change to a legal agreement would need to be approved by Development Control Committee and the final sum will depend on agreeing equivalent build costs.

- 9.6 The scheme delivers receipts of approximately £2.25m from the sale of Raglan and Shoot Up Hill. The sales values for Raglan and Shoot Up Hill are based on residential use. The total receipt is £17.25m. Build costs of £15.85m are included for the new Greenwood facility and the residential/community development on the site of the Highgate Centre, which would need to be supplemented by s106 monies to help deliver the Centre for Independent Living element.
- 9.7 The procurement approach of Council acting as developer for the combined sites enables the borough to retain developer's profit from the sale of the private units.
- 9.8 **Life cycle costs** - Property life cycle costs represent the costs associated with the general upkeep of the fabric of the building such as decoration, repairs and services. An indicative assessment of the life cycle costs for the new Greenwood building has been undertaken and compared to the forecast life cycle cost expenditure profile for the existing day centres. The results are shown in the following table based on a 25 year life cycle:

Property Lifecycle Costs (Asset Renewal)

Existing Centres	Costs(over 25 years)	
	Existing	Proposal
Highgate	£931,500	
Raglan	£943,130	
Netherwood	£800,190	£800,000
Shoot Up Hill	£619,970	
Greenwood	£963,310	
Total Lifecycle Costs		
New Greenwood Centre		£930,000
Total lifecycle costs	£4,260,000	£1,730,000
Total Lifecycle Cost Savings		-2,530,000

- 9.9 Significant life cycle costs savings (in the region of £2.5m) could be realised through the development of the new Greenwood building, on the basis that this would be a more modern and sustainable property in comparison with the existing day centres.

10 Procurement Strategy

- 10.1 It is proposed that the Council acts as developer for the delivery of the built scheme. A procurement on this basis would result in a saving of a proportion of the profit which would otherwise accrue to an external developer (average developer's profit is in the region of 17% on costs). This would enable the construction within the scheme of up to eight affordable housing units for rent for people with social care needs and associated community/retail space on the road frontage of the scheme.

- 10.2 This approach also allows the Council to control the phasing of the development enabling occupiers of the Highgate Centre to remain in their current accommodation until the new facilities are ready for them to move into. In addition the Council acting as developer facilitates better design solutions to achieve the place-shaping objectives for the wider area.
- 10.3 Disposals of properties related to the project would be implemented through the Council's existing contract with external providers as previously approved by Cabinet.
- 10.4 If the proposal is agreed it is proposed that the scheme be procured through a 'design and build' contract whereby the design approved at Planning is passed to the selected contractor for development through to completion, with approval of the detail of the approach delegated to the Director of Finance and also subject to the approval of the Council's Strategic Procurement Board (SPB).
- 10.5 The contractor would be selected either through a primary OJEU competition, or called off through a mini competition from a national construction framework, as agreed by SPB. The Council would procure a Lead advisor to support the procurement of the contractor and provide Employer's Representative and professional technical advisory services during construction. The design of the development and road infrastructure (excluding any reconfiguration of the storage facility) is to be developed with community stakeholders.

10.6 Indicative Timetable:

Community Design Period	May 2012
Submit Planning Application	Feb 2013
Planning Consent Granted	April 2013
Procurement of Project Team	October 2013
Start on Site	January 2014
Completion of New Greenwood Centre	Sept 2015
Practical Completion (Highgate Phase 2 & AA storage)	August 2017

- 10.7 This timetable is indicative at this stage and may be changed subject to market conditions and other constraints and dependencies (planning process etc). It will be reviewed on an on-going basis and all material changes communicated to relevant stakeholders.
- 10.8 The report recommendation seeks approval to vary the precise nature of the procurement process to reflect any changes in circumstances such as market conditions and that the decision be delegated to the Director of Finance in accordance with recommendation 5.
- 10.9 A commissioning and procurement strategy will need to be developed to reflect the service outcomes to be delivered from the proposed Greenwood building. This strategy will be in line with Contract Standing Orders and Public Procurement Regulations, and importantly will lead to a procurement or series of procurement procedures that are

accessible and open. The learning from the consultation phase proposal will be used to inform this strategy in addition to further market engagement.

11 Project Risks

11.1 The table below provides a summary of the main risks and mitigations.

Risks		Description	Mitigation
Financial Risks	Build Costs	Increase in build costs by the start on site date. If the borough acts as developer it has more exposure to this risk.	Appointment of QS/Cost Consultant. Regular review of build costs and development appraisal. Factoring in of significant contingency to hedge against build cost increases and other inflationary pressures. Benchmarked build cost rates are adjusted with an inflationary uplift to reflect projected costs based on the approximate contract commencement date
	Developer Risk / Sales Risk	Fall in sales values. If the borough acts as developer it carries all of the risk attached to the disposal of the built units	Appointment of Valuation /Development Consultants. On-going review and use of valuation advice in Development Appraisal applying only current values. Sensitivity analysis to determine impact on viability if sales values and GDV fall below certain levels. Use of contingency in Development Appraisal to reflect risk and values are based on lower quartile market evidence
Planning Risk		Failure to obtain planning permission	Reference to the LDF as a framework for design development. Regular and on-going discussions with Planners to ensure design quality and policy compliance
Environmental Risk(Health and Safety)		Impact on local environment and community	Development of a construction strategy for the construction phase and where appropriate temporarily relocating current occupiers. Use of Considerate Contractors Scheme as a condition of contract. Appointment of CDM Coordinator and the development of pre contract and construction phase health and safety plan. Environmental Impact Assessment will be part of the Planning Application process.
Performance Management Risk		Ensuring the project consultant team delivers required outputs	Robust procurement process. Clear, detailed briefing. Clearly set out project and corporate objectives. Robust performance management, appraisal and review in place to monitor quality

		of output
Legal Risk	Judicial Review	Ensure borough follows due process and meets all its statutory obligations. On-going advice and liaison with legal team to ensure compliance
Land Matters	Unable to agree terms with adjoining land owner.	On-going negotiations, discussions and liaison with land owners. Development of design options that deliver substantial improvements in site layout and access which will be of benefit to all stakeholders. Having agreed principles, Officers are progressing discussions to agree Heads of Terms
UCLH s106 obligation	Failure to secure payment of s106 contribution from UCLH	On-going engagement and discussion requiring UCLH to meet legal obligation and agree an appropriate sum and payments through negotiation. Project reserve is in place in project business model to minimise the Council's exposure to this risk

12 Director of Finance Comments

12.1 The report outlines a reconfiguration of services based at the Greenwood site. The financial data set out in Section 9 is based on a number of assumptions around the cost of construction and on future capital receipts which could change as economic and market factors develop. The assumptions used in the business case have been tested with the Council's external cost consultants.

12.2 The table at 9.1 shows the capital costs and funding of the various options, paragraph 9.8 also shows the lifecycle costs (repairs /maintenance/ services) over 25 years. Redeveloping the Greenwood Centre, disposing of other centres and amalgamating services in a new purpose built modern building produces significant savings in lifecycle costs. These are summarised below:

	Option 1	Option 2	Option 3
Capital Receipts	£000s	£000s	£000s
New Build Flats Highgate	(13,000)	0	(13,000)
S106 monies to fund Centre for Independent Living	(2,000)	0	(2,000)
Existing sites(Raglan, etc)	(3,900)	0	(2,250)
Total Receipts	(18,900)	0	(17,250)
Development Costs			
Greenwood	8,110		7,850
Highgate	8,000		8,000
Total Costs	16,110		15,850
Net Capital Position	(2,790)	See para 9.3	(1,400)
Revenue Costs			
Property Revenue Costs (per annum)	185	227	201
Lifecycle costs (over 25 years)	1,035	4,260	1,730

- 12.3 The preferred option (option 3) which entails the redevelopment of the Greenwood site and selling the sites at Raglan Street., Shoot Up Hill and Highgate Day Centre differs from the original proposal in that (a) Netherwood Centre is retained, and (b) there will be 8 rented units for people with Adult Social Care needs on the Highgate site. This has affected the costs and associated capital receipts of the scheme.
- 12.4 The Council acting as developer means that the profit which would have accrued to an external developer is retained thereby enhancing the benefits of this option.
- 12.5 The revenue savings arising from the project are estimated at £37K p.a. This arises from a combination of a £26k reduction in property running costs and a net £11k arising from a reduction in the need to purchase external care and additional costs from managing the shared space in the new Greenwood Centre.
- 12.6 The Council's current savings programme includes savings of £138k per annum resulting from the amalgamation of Raglan and Netherwood Day Centres. It is anticipated that further efficiency savings associated with the Greenwood redevelopment will be achievable to meet this target and these will be quantified when the operational service design has been further developed.

13 Borough Solicitor Comments

- 13.1 There are a number of issues which Cabinet Members must take into account in coming to any decision with regard to the proposed Greenwood Place development including, an assessment of local need, the results of the consultation, our equality duties, the Council's legal responsibilities in respect of planning for the future provision of services to adults with community care needs and the overall legal obligation upon the Council to operate within a balanced budget.
- 13.2 The Cabinet needs to carefully consider the results of the consultation and take it into account within its overall consideration of the recommendations. In particular it is important that officers have taken the results into account when formulating their recommendations and for example considered any alternative proposals that may have been suggested. Members should also content themselves that it was a reasonable, proportionate and effective exercise which meets the basic requirements of good consultations being that it was clear, had enough time allowed to ensure adequate participation and that the results have and will be fully taken into account.
- 13.3 In addition the impact upon equalities needs to be considered and due regard given to it.
- 13.4 The obligations upon the Council are summarised at:

<http://www.camden.gov.uk/ccm/content/community-and-living/your-local-community/equalities/equality-impact-assessment-.en?page=4>

13.5 In addition, the Equality and Human Rights Commission has produced on Local Authorities' general equality duty; The Essential Guide to the Public Sector Equality Duty. The link for which is:

http://www.equalityhumanrights.com/uploaded_files/EqualityAct/PSED/essential_guide_guidance.pdf

13.6 and these need to be considered in light of the Equality Impact Assessments at appendix 3, which is summarised in para 7 of the report.

13.7 In summary the legal obligations upon us in regard to equalities requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

13.8 A 'protected characteristic' is defined in the Act as:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;(including ethnic or national origins, colour or nationality)
- religion or belief;
- sex;
- sexual orientation.

13.9 Marriage and civil partnership are also a protected characteristic for the purposes of the duty to eliminate discrimination.

13.10 Having due regard to the need to 'advance equality of opportunity' between those who share a protected characteristic and those who do not includes having due regard to the need to remove or minimize disadvantages suffered by them. Due regard must also be had to the need to take steps to meet the needs of such persons where those needs are different from persons who do not have that characteristic, and encourage those who have a protected characteristic to participate in public life.

13.11 The steps involved in meeting the needs of disabled persons include steps to take account of the persons' disabilities. Having due regard to 'fostering good relations' involves having due regard to the need to tackle prejudice and promote understanding. It should be noted that complying with the duty may involve treating some people better than others, as far as that is allowed by discrimination law.

13.12 Camden's duty under Section 149 of the Act is to have 'due regard' to the matters set out in relation to equalities when considering and making decisions on the proposed Greenwood Place development. Accordingly due regard to the need to eliminate discrimination, advance equality, and foster good relations must form an integral part

of the decision making process. Members must consciously consider the effect that implementing a particular policy will have in relation to equality before making a decision.

- 13.13 There is no prescribed manner in which the equality duty must be exercised. However Camden must have an adequate evidence base for its decision making. This can be achieved by means including engagement with the public and interest groups, and by gathering details and statistics on users of the different services and how the services are used. The potential equality impact of the proposed changes to the different services have been assessed, and that assessment is found at Appendix 3 and a summary of the position is set out in paragraph 7 of this report. A careful consideration of this assessment is one of the key ways in which Members can show “due regard” to the relevant matters.
- 13.14 Where it is apparent from the analysis of the information that any of the proposed recommendations should they be agreed would have an adverse effect on equality then adjustments should be made to avoid that effect (mitigation). The steps proposed to be taken are set out in paragraph 7 of the report. Members should be aware that the duty is not to achieve the objectives or take the steps set out in s.149. Rather, the duty on public authorities is to bring these objectives relating to discrimination into consideration when carrying out its public functions (which includes the functions relating to the proposed Greenwood place development). “Due regard” means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. There must be a proper regard for the goals set out in s.149. Set against this are issues around the requirement upon the Council to operate within a set budget and the mitigation measures which have been proposed.
- 13.15 In summary therefore Members must take into account the results of the consultation and their equality duties.

Appendix 7

Greenwood Centre DRAFT
Specification Commercial
Space

Call for Expressions of Interest: Greenwood Centre Commercial Space.

Greenwood Centre, Greenwood Place, Kentish Town

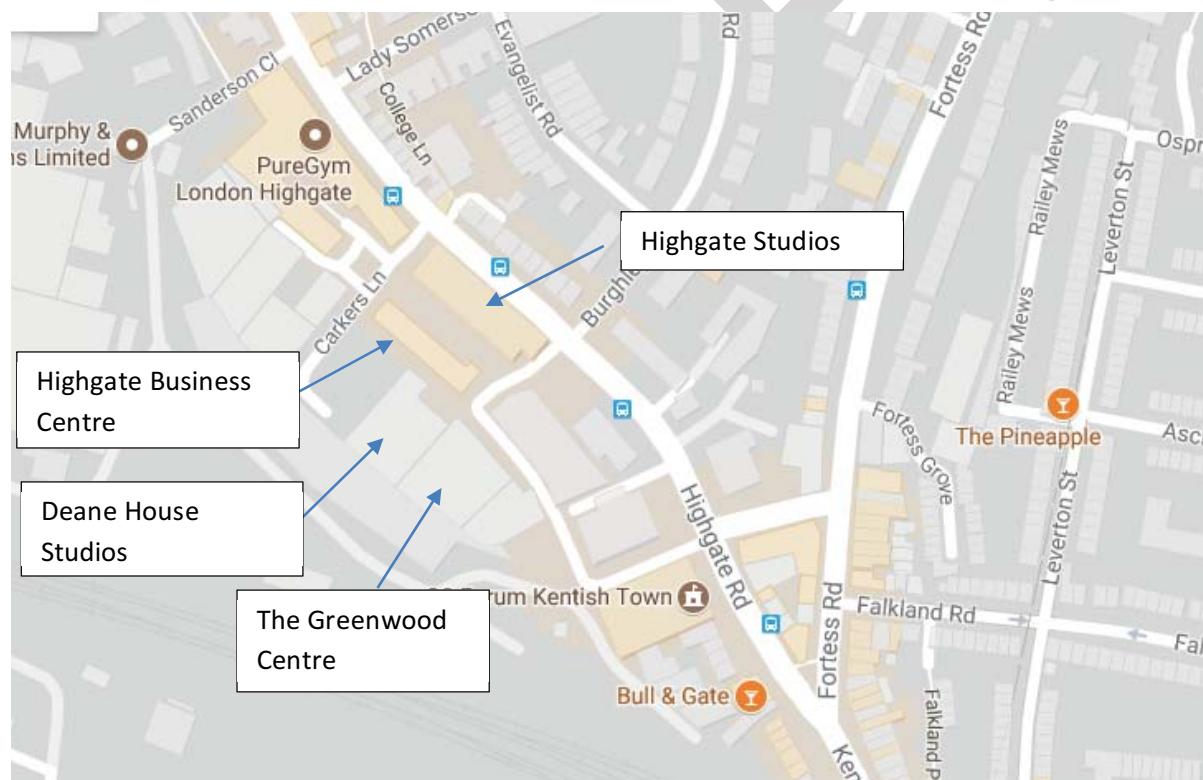
1.1 Purpose

Camden Council wishes to gauge interest from businesses, social enterprises or workspace providers in a lease of 532 sqm (5,726 sq ft) of newly-built commercial space in at our flagship community resource – The Greenwood Centre, Greenwood Place, Kentish Town. This space is under construction and is expected to be completed in September 2018. Through the leasing of this space, we are looking to establish an innovative partnership with a commercial organisation with a vision, mission or ethos that complements the activities we will deliver through the Greenwood Centre, for the benefit of its users and other Camden residents.

1.2 The Greenwood Centre

Location

The Greenwood Centre is located in Greenwood Place, just off Highgate Road and near to [Highgate Studios](#), Deane House Studios and the Highgate Business Centre.



The Site has extremely good transport connections being within walking distance of Kentish Town on the Northern Line and Gospel Oak on the London Overground, the site is also within walking distance of 6 bus routes which allow access to destinations throughout Camden and central London.

Background and vision



Camden Council is developing a new community resource centre at Greenwood Place in Kentish Town, which is expected to open in 2018. The [Greenwood Centre](#) is being delivered as a part of Camden's [Community Investment Programme](#) – our 15 year plan to invest money in homes, schools and community facilities.

The Greenwood Centre will consolidate the delivery of services which are currently delivered from older and less fit for purpose buildings in the borough, for people with dementia, mental health issues and learning and physical disabilities.

The vision is for the centre to be a place where people can choose to come and access a wide range of support designed to enable independence and help people to achieve the outcomes they want for themselves. The Greenwood Centre will include;

- Camden's first ever [Centre for Independent Living](#) (CIL), which will be used and will offer a range of services and activities that support independence, inclusion, health and wellbeing.
- Separate spaces for services supporting people with mental ill-health, learning disabilities, profound and multiple learning disabilities and autism.
- Facilities and space that can be used by the whole community, including a cafe, a large room for conferences, events or dance, accessible meeting rooms and rooms designed for art, computers and music activities.
- Flexible spaces which can be hired out by community groups and independent organisations.
- **A commercial element to provide a revenue income for the Centre and complement and support its other uses and users.**

Further information about the Greenwood Centre can be found on the Council's webpages Camden.gov.uk/greenwood or via the [planning portal](#) under application reference 2013/5947/P.

Service providers (Organisations operating from the building)

Camden Disability Action (CDA) have been commissioned to manage the Centre for Independent Living space which is marked in blue on the floor area maps. The hours of operation for the service will be 9-5, with some degree of flexibility for opening hours based on the needs of Camden residents.

Camden Council and Camden and Islington Foundation Trust will operate day services from the areas marked orange on the plans. The Council will operate a service for people with Learning Disabilities and the Foundation Trust will operate services for people with Mental Health support needs. The services will be open from 08.30-16.30.

We are currently identifying a partner organisation to run a café on the ground floor which will be open to the public and potentially staffed with users of the centre.

1.3 The Greenwood Commercial Space

The Greenwood Commercial space comprises of a total of 532sqm spread over two floors – 344sqm on 1st floor and 188sqm on 2nd floor. Both areas can be accessed via an independent lift and stairs. Please see the areas highlighted in pink on the floorspace plans attached at appendix 1.

Toilet facilities and a kitchen space will be provided on both floors. The space will otherwise be completed to a shell and core specification and a rent free period offered to the tenant to cover the costs of fit out.

Cycle storage is available by the entrance to the commercial units behind a security gate.

1.4 Council objectives for the Greenwood Commercial Space

The Greenwood Centre and the services delivered from it need to be financially sustainable in the current context of falling local authority budgets. The allocation of space at the Centre to commercial uses is designed to provide a revenue income to the council to support this objective, but we are also keen to identify a business or social enterprise tenant for the space which will complement the other uses of the centre and potentially offer opportunities to its users. We anticipate offering a discount on typical market rents for the area in return for a partnership with an organisation that can demonstrate a good fit with objectives for the rest of the centre.

We know that the tech sector is vibrant and growing in Camden and is active in using tech to tackle social problems. We are particularly interested in hearing from tech companies with a social focus, who can help us deliver for the people of Camden.

Our objectives for the leasing of this space are;

- To secure a rental income for the council.
- To create a mutually beneficial and innovative partnership with a business or social enterprise tenant with a social purpose/vision/mission which

complements the other uses of the Greenwood Centre, including the Centre for Independent Living (CIL).

- To provide supportive apprenticeships/ /training opportunities/work experience placements for local people and particularly the users of the CIL and other services delivered from the Centre.
- To support SMEs from Camden's growth sectors of creative, science and tech and professional and business services.
- To make links with schools and other organisations supporting young people, as well as local voluntary and community sector organisations, particularly those that provide employment and enterprise support.
- To support other Council objectives, e.g. by helping to deliver the recommendations of the [Camden STEAM Commission](#).
- To provide other local benefits (please describe)

1.5 Your expression of interest

Your expression of interest should include;

- Full details of your organisation; Vision/purpose/description of business activity, background information, financial information (audited accounts, credit report)
- A detailed description of your vision for the commercial space .
- An explanation of how your organisation will meet one or more of the Council's objectives detailed at 1.4 above.
- Details of how your organisation would engage and benefit the other organisations delivering services from the Centre and their service users.
- Detailed cost and income projections for a 5 year period, including refurbishment costs, any rent free period required for refurbishment works
- Proposed rent¹ for a 10 year² lease with a rent review after 5 years on the basis that the tenant will be responsible under the terms of the lease for all outgoings, including repairs, maintenance, insurance premiums etc.
- Feedback on any dependencies and risks

Contact for questions:

Kate Gibbs, kate.gibbs@camden.gov.uk , 020 7974 8549

1.7 Deadline

The deadline for expressions of interest is xxxxxxxxxxl.

1.8 Next steps

The Council will consider submitted expressions of interest and will contact any interested parties about the next steps in lease negotiation.

Appendices 1 – 3: Floorplans for the ground, first and second floors.

¹ Business rates on this space will not be confirmed until **xxxx**

² Length of term to be agreed

Appendix 4 : CGI images

View from Highgate Road looking down Greenwood Place, towards the Centre



Main Approach to the Centre



Appendix 8

LBC Cabinet Report

Supporting People in the
Community Commissioning
Plan

LONDON BOROUGH OF CAMDEN	WARDS: ALL
REPORT TITLE: Supporting people in the community commissioning plan (SP/2016/22)	
REPORT OF: Cabinet Member for Young People, Adults and Health	
FOR SUBMISSION TO: Health and Adult Social Care Scrutiny Committee Cabinet	DATE: 12 th December 2016 14 th December 2016
<p>SUMMARY OF REPORT</p> <p>The proposed principles for the transformation of adult social care services, set out in the previous report on the agenda, explain, in overall terms, the new approach that the council intends to take to support those older residents and disabled people in the borough who need additional help. This report, which takes its lead from those principles, sets out proposals to transform day services in Camden through our supporting people in the community commissioning plan. Activities and services offered to residents during the day are integral to the Camden Plan's objective to reduce inequality, build resilience and invest in our communities.</p> <p>The report recommends that the council should consult residents on the proposed commissioning plan, which envisages a neighbourhood based network of services and activities for residents across council and voluntary and community sector (VCS) facilities. It also seeks approval to consult on the development of two "hubs" in the borough - one at Kingsgate resource centre, specialising in services for older people and one at the new Greenwood centre, specialising in services for people with learning disabilities and people with mental ill-health. The hub at Greenwood would be a development of the base for people with learning disabilities agreed by Cabinet at its meeting on 18 April 2012. It is proposed that these hubs would offer community-based activities, using our proposed centre for independent living to signpost and connect people to services. The plan is that the development of the centre for independent living will be supported by investment from the proposed transformation fund made possible by the adult social care precept, as set out in the previous report and the community impact fund. The aim is for this model of support to facilitate more inclusive and integrated services provided by both the council and the voluntary sector. It is proposed that the model should be financially efficient, whilst retaining the same level of service delivery to meet the needs of residents now and into the future.</p> <p>Subject to consultation, the proposed moving of services from Netherwood, Peperfield and Mayford would enable the Council to release the sites for development as part of the community investment programme or alternative community use.</p> <p>Local Government Act 1972 – Access to Information No documents were used in the preparation of this report which are required to be listed.</p> <p>Contact Officer: Richard Lewin, Director of Strategic and Joint Commissioning 5 Pancras Square London, NC1 4AG Tel: 020 7974 4527 Email: Richard.lewin@camden.gov.uk</p>	

WHAT DECISIONS ARE BEING ASKED FOR:

The Health and Adult Social Care Scrutiny Committee is asked to consider the report and forward any comments to the Cabinet.

Cabinet is asked to delegate authority to the Executive Director Supporting People to consult on the following, subject to consultation with the Cabinet Member for Young People, Adults and Health:

- a. The supporting people in the community commissioning plan
- b. The creation of a hub for older people at Kingsgate resource centre
- c. The relocation of services currently at Mayford and Peperfield to join the base for people with learning disabilities at the Greenwood centre, approved by the Cabinet on 18 April 2012

The Leader is asked to agree to delegate authority to the Cabinet Member for Young People, Adults and Health, to make the final decision about the proposals after having taken into account all necessary issues including but not limited to the results of the consultation and the Council's statutory equalities duties.

Signed:

Date: 5th December 2016



Martin Pratt, Executive Director
Supporting People

1. WHAT IS THIS REPORT ABOUT?

- 1.1 As individuals we value being part of families, neighbourhoods, peer groups, clubs, teams and having friends who care and look out for us. Sometimes, perhaps through illness or other personal circumstances, people are left out or hidden from their communities. This can lead to isolation, social poverty and, for people with care and support needs who use services, a higher probability of having to use expensive specialist support when this wouldn't otherwise be necessary.
- 1.2 For this reason, supporting residents to have access to and engage with their local community is a key priority for the Council and this plan sets out our ambition to enable all residents to be supported in their neighbourhoods, particularly those who have specific additional needs. This plan details our proposals to transform care and support and widen access to mainstream and universal employment, education and leisure opportunities. This will include the development of our centre for independent living, which will connect people to support or activities which promote independence and wellbeing. It also includes the redesign of our buildings-based day services.
- 1.3 The plan aims to contribute to the realisation of Camden's ambitions for transformation of adult social care through the development of a range of activities and opportunities that better enable people to have fulfilling lives in our community. The proposed new model for adult social care in turn meets the objectives of the Camden Plan, including the ambition for Camden to be a place where everyone has a chance to succeed and no-one gets left behind.

1. WHY IS THIS REPORT NECESSARY?

Review of existing day services

2.1 Camden has a significant range of day services but there has been a sustained decline in their use, which suggests the current offer does not meet local needs and preferences. The services include:

- Kingsgate and Charlie Ratchford, specialist centres for older people, run by the Council;
- Raglan and Netherwood, specialist centres for people living with dementia, run by Camden and Islington Foundation Trust;
- Great Croft and Henderson Court, run by Age UK Camden, and Millman Street, run by Holborn Community Association, providing services for older people;
- Mayford and Peperfield, specialist centres for people with profound and multiple learning disabilities, run by the Council;
- New Shoots, a specialist centre for people with learning disabilities, run by the Council;
- Highgate Mental Health centre, a specialist centre for people with mental health needs run by Camden and Islington Foundation Trust (CIFT); and
- The Camden Mental Health Wellbeing centre, a specialist hub for people with mental health needs run by the Holy Cross Centre Trust

2.2 The total number of people accessing services in 2015/16 (including those who pay for their own services) was 782 at a cost of £3.9m, with a further £0.65m of property costs. The centres operated by the Council and by Camden and Islington Foundation Trust cost £2.5m. The remaining budget of £1.4m pays for residents' personal budgets used to access the VCS day centres.

2.3 VCS centres are an important local asset but they are currently unable to provide services for people with complex needs, for example, those with advanced dementia, physical frailty or learning disabilities.

2.4 The attendance figures in tables 1 and 2 below provide evidence of a sustained decline in the numbers of people using and taking up local day services and is in line with national trends. The reduction in use is largely due to many residents wanting to use their time in a variety of different ways in the community to meet their needs and aspirations, using their personal budgets accordingly. So while day service provision meets the needs of some residents, it is not the choice for others.

Table 1: number of people accessing day opportunities and number of new starters over the last three years:

Year	13/14	14/15	15/16	16/17 (YTD)
Number of People	893	851	782	634
Number of new starters	214	190	147	44

2.5 Having a large number of centres with similar services operating at reduced capacity is not viable or sustainable and therefore it is necessary to review day service provision to ensure that it continues to represent value for money and because it is not equitable to other service users for there to be significant inefficiencies in provision. This review has been carried out to ensure that all

existing service users continue to receive services that meet their needs in better equipped centres with a wider range of activities, with building improvements made where necessary. The above trends are mirrored for our in-house and block contract resource centres for older people and people with mental ill-health. As Table 2 shows, many of the centres are operating at levels that are well below their capacity. It is important to note that the figures for people with learning disabilities have not fallen at the same rate.

Table 2: current occupancy levels and unit costs of day centres (April to August 2016)

Resource Centre	Client group	Service capacity	Current occupancy (average)	% of service capacity	Social Care Budget (£000s)	Actual care cost per placement per day (£)
Raglan**	OP	25	8	32%	326	118.80
Kingsgate*	OP	70	25	36%	361	58.93
Netherwood**	OP	25	10	40%	327	133.47
Highgate	MH	32	15	47%	170	46.26
Charlie Ratchford*	OP	40	25	62.5%	360	58.73
Mayford***	LD	13	10	77%	257	104.90
New Shoots	LD	40	32	80%	441	55.10
Peperfield***	LD	9	8	88%	256	130.61
Total	-	254	135	53%	2,498	

OP= Older People MH= Mental Health LD=Learning Disabilities

*Kingsgate and Charlie Ratchford operate under joint management with a combined budget of £721k

**Raglan and Netherwood operate under joint management with a combined budget of £653k

***Mayford and Peperfield operate under joint management with a combined budget of £513k

Update on the Greenwood centre

- 2.6 In response to the declining quality of the Council's buildings and reducing usage Cabinet agreed in April 2012 to close Raglan, New Shoots and Highgate day centres and transfer their services to the new Greenwood Centre.
- 2.7 The Greenwood Centre will provide dedicated, high-quality services to both younger and older adults with complex needs in Camden. In addition to providing a new base for services at centres that are planned to close, the centre will also house our centre for independent living and will act as a community hub where people can access information and signposting to local community services. Construction of the centre will be funded partly by the sale of new housing to be built on the adjoining Highgate Centre land and partly from receipts from the sale of other day centres. The capital budget is also supplemented by a £2.4m section 106 agreement with University College London Hospital, which is contingent on the site housing the centre for independent living.
- 2.8 Since the development of the centre was agreed in 2012 the requirements and use of the centre has changed. From summer 2015 officers have engaged with local people who are likely to access the centre to co-design any required changes. This will ensure the building space can meet people's needs and the building is fit for purpose when it opens. The contract for construction of the building was awarded to Kier on October 31st and demolition of the old building is expected to be completed in December 2016; construction of the new building is scheduled to start in January 2017 with completion anticipated by September 2018.

The centre for independent living

- 2.9 The centre for independent living will be a hub for information, guidance and support, enabling disabled people to regain or maintain their independence. It will signpost people with direct payments or self-funders and act as a 'connector' to the full range of local services – universal and specialist. The plan is that it will play a vital role in connecting voluntary and commercial sector providers to their target market as well as promote the interests of disabled adults through community engagement. The centre will operate through a 'hub and spoke' model, with Greenwood serving as the hub with a presence at other important locations across the borough.
- 2.10 Extensive co-production activity has underpinned the development of the centre for independent living and it is anticipated that disabled people will operate it. The aim is that over time the range of services is expected to grow as the model matures and it will also offer the opportunity to generate income in the future. It is proposed that the centre's development will be supported by the Council's community impact fund and the proposed funding from the social care precept. The Council is currently developing a procurement strategy to find a user-led organisation to establish the centre.

The Charlie Ratchford Centre

- 2.11 The Charlie Ratchford Resource Centre was previously identified as being no longer fit for purpose and Cabinet has agreed for a new centre with extra care sheltered housing to replace it. Extra care sheltered housing is designed to support frail older people to live independently in their own flat with onsite 24/7 staff to provide support. The future of the day centre provision at this site is included as part of this review.

VCS provision

- 2.12 The VCS plays a pivotal role in helping us to transform local services. It already provides a significant number of services, some funded by the Council and some provided through other funding sources. Since 2015 the Council has been developing a new strategic relationship with the VCS, underpinned by an investment programme of £5.1m per year from 2016/17. The role of the VCS will be critical in taking forward the plans in this report and there will be detailed discussions with them as part of the consultation process.

3. OPTIONS

- 3.1 The four proposals below, subject to consultation, detail the proposed transformation of day services in Camden. **The preferred proposal is option 1, subject to consultation.**
- **Option 1:** The proposal to develop an older people's hub at Kingsgate and a mental health and learning disability hub at Greenwood.
 - **Option 2:** The proposal to develop a hub for people with profound and multiple learning disabilities at Netherwood and develop an older people, mental health and learning disability hub at Greenwood.
 - **Option 3:** The proposal to locate all services at Greenwood.
 - **Option 4:** The proposal to decommission all Council run and block contracted services.

4. WHAT ARE THE REASONS FOR THE RECOMMENDED DECISIONS?

- 4.1 **Option 1** – It is proposed that by merging the four older people’s day centres that we currently run or are contracted via CIFT, we can offer a consistent specialist support for frailty and dementia. The Kingsgate building has capacity for 70 people and, subject to consultation, can accommodate the current demand at the in-house and block contract centres. It is proposed that we would work with the three VCS older people’s centres to ensure that services remain financially viable and operate in partnership to offer a broad choice of activities to older people. This will be subject to the proposed consultation arrangements. It is possible that other options will emerge through consultation resulting in changes in the commissioning plan within the financial envelope set out in this report.
- 4.2 This option, subject to consultation, would require some adaptations to the Kingsgate site. The proposed adaptations could allow us to improve the site and create a more dementia friendly building. This plan also means that a day centre in the new Charlie Ratchford development would not be built, thereby releasing the space for use as a carer’s hub. The carers’ centre is currently located at Charlie Ratchford and continuing this relationship would be beneficial for both partners.
- 4.3 Mayford and Peperfield provide a service to people with profound learning disabilities and additional physical difficulties, managed across the two sites. This proposal, subject to consultation, would merge the services and relocate them to a modern, bespoke building with much better facilities than exist currently. It would also allow the service to be delivered in a more effective way. The Cabinet, at its meeting on 18 April 2012, agreed there would be a base for people with learning disabilities at Greenwood, with the move of New Shoots there. Option 1 builds on this existing decision and provides an opportunity to concentrate expertise and reduce management costs at a combined learning disability day service. The plan would allow Greenwood to run an expanded learning disabilities hub which would aim to facilitate close partnership working with the centre for independent living and access to employment and other opportunities. The central location of Greenwood makes it easily accessible from all parts of the borough. This option is recommended subject to consultation.
- 4.4 **Option 2** – It is proposed, subject to consultation, that there should be an integrated older people’s hub at Greenwood that could offer a holistic, person centred service with specialisms in frailty and dementia located in a custom built building in the centre of the borough. The aim is that co-locating with other services would allow for greater integration and participation, creating a real sense of community and preventing segregation of people based on their support needs. However this would mean that we would have three older people’s day centres located in close proximity to each other. There would be no older people’s services located in the west of the borough.
- 4.5 The plan, subject to consultation, is that relocating the Mayford and Peperfield services to Netherwood would allow for greater space to deliver the service and provide an additional hub for learning disability services in the borough. This proposal would be enabled by adaptations to the building but this would require significant investment to make the building suitable and would mean that the advantages of a single, bespoke base for people with disabilities would not be achieved.

- 4.6 **Option 3** – It is proposed that, subject to consultation, locating all of our services at the Greenwood centre would allow us to offer a highly specialised, inclusive hub which can meet a wide range of complex needs. The plan would be to create a focal point for services in the borough, encouraging greater collaboration between community services. The central location is convenient to access from every part of the borough.
- 4.7 However, this approach, subject to consultation, would use a significant amount of space at the centre. The vision for the Greenwood centre is that it will provide a range of innovative services, going beyond the traditional day centre model. This proposal would mean having all of our services in one building and will prevent the development of new initiatives in the centre. This proposed approach would also go against the messages we received from the public and professionals at our coproduction events that locating all of our services in one building would fuel the perception that we were encouraging the segregation of people with additional needs from the rest of society. This likely negative reaction could reduce the take up of services at the centre and prevent effective partnership working with our VCS partners.
- 4.8 **Option 4** – This proposed option, subject to consultation, would allow us to work with the voluntary sector to design services to effectively meet people’s needs. Service design would be co-produced with local people to ensure services effectively meet their needs. Services provided by the voluntary sector tend to be more cost effective than those offered by the Council, meaning this proposal would realise greater financial efficiencies.
- 4.9 While we intend, subject to consultation, to work in close partnership with the voluntary and community sector, there is currently insufficient capacity in the sector to effectively meet the current demand for services from all client groups. Providers are currently able to deliver services for people with low to moderate needs, but only council-run services currently provide services for people with high level needs. It is proposed that we will work with partners to help develop capacity in the sector, but there remains a need for high level services now, necessitating the continued provision of council services. The option would mean that the Greenwood project would need to be halted.
- 4.10 The options will yield the financial benefits as detailed in table three:

Table 3: summary of savings per option Source: Council budgets 2016/17

Options	Social Care and Health Budget	Property Budget	2017/18 Total Budgets	Staffing/running estimated savings*	Property estimated savings**	Total estimated savings
	£000s	£000s	£000s	£000s	£000s	£000s
Option 1	2,498	648	3,146	386	196	582***
Option 2	2,498	648	3,146	354	0	354
Option 3	2,498	648	3,146	354	0	354
Option 4	2,498	648	3,146	2,422	648	1,500****

* Savings are in addition to savings for the new meals contract at Charlie Ratchford and Kingsgate
 **Property savings are a saving to the Council overall, from the Corporate Property budget.
 *** £80,000 of this saving relates to health services and will be returned to the Better Care Fund
 **** Total savings are offset by the need to purchase services from VCS

- 4.11 An Equalities Impact Assessment (EIA) has been completed to see if the proposed changes in service delivery made it less accessible to protected groups. It shows no potential for discrimination and all appropriate opportunities to advance equality and foster good relations have been taken. The EIA will be reviewed after the consultation period. The EIA is attached as Appendix 1.
- 4.12 After assessing the service delivery, financial and equalities implications, option one is the recommended option subject to consultation. It would allow us to deliver enhanced services, transforming the Kingsgate resource centre into a specialist dementia and frailty resource. The Greenwood centre will build on the decision of the Cabinet in April 2012 by delivering specialist learning disability and mental health services at bases there, whilst retaining space for community activities and encouraging greater community integration through the centre for independent living. The option would also deliver financial efficiencies which will enable services to continue to be provided in a sustainable way. While proposed options two and three, which are subject to consultation, both deliver financial efficiencies, locating a significantly increased number of services in the Greenwood centre goes against the strong messages from our coproduction workshops. Proposed option four, subject to consultation, is unviable due to the lack of sufficient capacity in the voluntary sector to deliver services for people with high levels of need.

5 WHAT ARE THE KEY IMPACTS/ RISKS? HOW WILL THEY BE ADDRESSED?

5.1 Project specific impacts/ risks, and the mitigation strategy are set out below:

Impact / Risk	Mitigation Strategy
Public opposition to the proposals in the plan – merging centres together will be perceived in a very negative way by the public	<ul style="list-style-type: none"> • Co-production exercise undertaken in February 2016 to help shape future direction – members of the public suggested merging centres if under occupied. • Developed comprehensive, evidence based plan which presents a rationale for decisions • Consultation events planned for 2017
Lack of engagement from voluntary sector regarding proposals	<ul style="list-style-type: none"> • Co-production events held in February 2016 • Engagement events held in November 2016 • Consultation events planned for 2017

London Living Wage

5.2 London Living Wage will be paid at all of the services discussed in this paper to ensure effective recruitment and retention of staff members.

6 WHAT ACTIONS WILL BE TAKEN AND WHEN FOLLOWING THE DECISION AND HOW WILL THIS BE MONITORED?

6.1 There will be consultation process lasting 12 weeks as set out below. Pending approval, consultation on the proposals will begin in January 2017. The plan is for the implementation process to last until summer 2018, when it is proposed that the Greenwood centre will open.

7 LINKS TO THE CAMDEN PLAN OBJECTIVES

- 7.1 The proposals in this commissioning plan are closely aligned to the objectives of the Camden Plan. New solutions would be developed with partners to reduce inequality. Working with the voluntary sector to transform our services will allow us to deliver value for money services that are “right first time”.
- 7.2 Day opportunity services are part of local communities and aim to interact closely with the neighbourhood. They are services which enable individuals to maintain links with family and friends, and contribute to strengthening Camden communities. The development of “hubs” will strengthen community involvement.

8 CONSULTATION

- 8.1 We held a series of coproduction events in February 2016 to help shape this plan and feedback is set out at Appendix 2. The feedback showed that residents wanted more choice and control over how they accessed services and that centres should be more socially inclusive.
- 8.2 The consultation process planned subject to Cabinet decision, will be for 12 weeks and will be devised to allow all relevant stakeholders, service-users, their carers and families to participate. There will be an easy to use version of the consultation document on the website and public meetings with interpreters and advocates present to ensure that the views of vulnerable adults are heard. As part of the consultation with the voluntary sector we will explore new models of working together to deliver effective, sustainable services.

9 LEGAL IMPLICATIONS (comments from the Borough Solicitor)

- 9.1 The recommendations in this report are in accord with the Local Authority’s general responsibilities under the Care Act 2014 that is: promotion of wellbeing; preventing, reducing or delaying care needs; information and advice; and market shaping and commissioning of adults care and support. The proposals outlined in this report are in line with the obligations under section 5 Care Act regarding market-shaping and commissioning.
- 9.2 Under the Care Act the Local Authority is under a duty to meet needs. The Care and Support Statutory Guidance, states that that the principle of meeting care and support needs should be considered by the local authority when it undertakes its strategic functions. In addition there is an expectation that the local authority will influence and be a driver of change for the area, to ensure a sustainable and diverse range of care and support providers, and constantly seeking to improve quality and choice, and providing cost-effective outcomes that promote the wellbeing of service-users.
- 9.3 The guidance states that in market –shaping, the local authority should focus on outcomes and wellbeing; promote quality services, which should include development of the workforce and remuneration, and ensure appropriately resourced care and support; support sustainability; ensure choice and co-production with partners. It appears from this report that the proposals aim to meet the Local Authority’s duties in this respect.

9.4 The Local Authority is required by law to consult before making a decision. The consultations processes as outlined in this report are in line with the law as they are being proposed at a stage when the matters are still under consideration, and at an early stage of development; the timeframe for responses to the consultations is proportionate and realistic as it allows the service-users sufficient time to respond. In addition, the consultation process as detailed in the report allows vulnerable adults to participate and the strategy has been outlined to ensure that they can participate. The consultation document allows views to be obtained in respect of all the options considered in this report. The options are in line with legal responsibilities in that they provide sufficient reasons to allow intelligent consideration and response, and the plan is for responses to be taken into account before a decision is made.

9.5 The Council must take into account in coming to any decision its equality duties and have due regard to them. In summary these legal obligations require the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, advance equality of opportunity between people who share a relevant protected characteristic and those who don't and foster good relations between people who share a relevant protected characteristic and those who don't (which involves tackling prejudice and promoting understanding). The outcomes of the EIA are set out in Appendix 1 and a summary of the EIA is contained in Para 4.11 of the report.

10 RESOURCE IMPLICATIONS (comments from the Executive Director Corporate Services)

10.1 This paper proposes a number of options for the reconfiguration of existing buildings-based day support services. An initial financial assessment has been made comparing existing service and building costs against the proposed options. The existing services have an existing budget of £3.9m Adult Social Care Services and £0.6m property services giving a combined budget (2016/17) of £4.5m.

10.2 The indicative savings reflect broad assumptions about the staffing requirements which may need to be adjusted to reflect the outcomes of detailed assessments of individual customer needs. The existing dementia services at Raglan and Netherwood are currently part of the Better Care Fund pooled budget, so a proportion of the savings would be available to be reinvested in integrated services with the Camden Clinical Commissioning Group. The savings have not been adjusted to reflect the potential impact of redundancy or TUPE costs.

10.3 If option four was pursued all existing buildings would be disposed of, the Greenwood construction would be halted. A new location would need to be identified for the centre for independent living in order to release Section 106 funding contributing to the Greenwood build costs. It would produce a maximum saving of £1.5m.

11. APPENDICES

Appendix 1 – Equalities Impact Assessment
Appendix 2 – Key Themes from Co-Production

