

---

Meeting	Cabinet Resources Committee
Date	16 December 2013
<b>Subject</b>	<b>Delivering a new Library and Centre for Independent Living as part of the Barnet and Southgate College development at Grahame Park</b>
Report of	Cabinet Member for Adults Cabinet Member for Customer Access and Partnerships
Summary	This report seeks approval to spend Council capital of £3.04 million to build a new Library and Centre for Independent Living as part of the proposed Barnet and Southgate College development at Grahame Park; that the procurement process to deliver the new building is managed by Barnet and Southgate College

---

Officer Contributors	Martin Smith, Environment, Planning and Regeneration Hannah Richens, Youth and Communities Heather Bates, Adults & Communities Max Houseago, Adults & Communities
Status (public or exempt)	<b>Public</b>
Wards Affected	Colindale Ward
Key Decision	Yes
Reason for urgency/ Exemption from call-in	Not applicable
Function of	Executive
Enclosures	Appendix 1 – Outline Business Case: Grahame Park Plot A8 Inclusion of the Grahame Park Library and Centre for Independent Living (CIL) into the Barnet and Southgate College New Build.
Contact for Further Information:	Martin Smith, Regeneration Manager <a href="mailto:martin.smith@barnet.gov.uk">martin.smith@barnet.gov.uk</a> 0208 359 7419

## **1. RECOMMENDATIONS**

- 1.1 That the Committee approve the spend of £3.04 million for the building of a new Centre for Independent Living and Library within the new Barnet and Southgate College development scheduled for completion in September 2016.
- 1.2 That the Committee approve the spend is paid in instalments to Barnet and Southgate College during the course of the design and build of the new facility, on the completion of key milestones which are to be agreed by Barnet Council and Barnet and Southgate College.
- 1.3 That the Committee approve Barnet Council to enter into an Agreement with Barnet and Southgate College of value £3.04 million to allow Barnet and Southgate College to procure the consultants and contractors, required to deliver the new facility.
- 1.4 That the Committee gives authority to enter into a lease agreement with Barnet and Southgate College for the new facilities within the new college building.

## **2. RELEVANT PREVIOUS DECISIONS**

- 2.1 This report is a follow up to the approval of Cabinet Resources Committee report, 17 July 2012, Item 9.1.24:

“The proposal is to relocate the College within the proposed Phase 1b, of the Grahame Park Regeneration scheme, the area known as Plot A8 (at the southern end of the site, adjoining the existing roundabout), which currently has planning permission for 57 homes for private sale, retail space, a new library, and the option for additional space for a Centre for Independent Living (CIL), which would replace the existing specialist service provided at Flightways Centre in the Concourse.”

- 2.2 Since the 17 July 2012 Cabinet Resources Committee work has been undertaken to progress and clarify the feasibility, detail, nature, scope, specification, and cost of the proposal which is now complete. In addition formal internal approvals for the proposal, including Assets and Capitals Board (ACB), have been obtained. Therefore the final procedure required to satisfy statutory and Council procurement requirements, in order to formally release the funds and undertake the project, is an approval from the Cabinet Resources Committee; given that the capital value of the project is over £500,000 and therefore represents a key decision.
- 2.3 The following approvals were made at the Cabinet Resources Committee, 17 July 2012, Decision Item 1.1.5:

“That the Deputy Chief Executive be authorised to negotiate (in conjunction with the Council’s development partner for the Scheme, CFGP) with Barnet and Southgate College the terms to deliver i) a new college in the area known as Phase 1b of the Grahame Park Estate Regeneration Scheme and ii) a land swap agreement to develop the existing Barnet College site for residential development to ensure retention of the College in the area as a key element in the regeneration of Colindale; and Decision Item 1.1.6 Subject to 1.1.5, that the Leader of the Council and the Deputy Chief Executive be authorised to agree the variation of the Grahame Park Principal Development Agreement to facilitate the relocation of the Barnet and Southgate College within Grahame Park (site 1b).”

### **3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS**

- 3.1 The CIL is a key component in delivering the Adults and Communities strategy, facilitating prevention and personalisation opportunities over the next ten years; and providing a hub within the borough where residents can obtain adult health and wellbeing support and sign posting to other support services. Provision of a CIL will align the Council with the national and local imperative of maximising independence and enabling greater choice and control for adult social care service users. One of the three strategic objectives in the 2013-2016 Corporate Plan is to 'support families and individuals that need it – promoting independence, learning and well-being'. To do this requires a new model of provision for residents with disabilities, enabling people to get the right information and advice at the right time, choose and plan their own support services if they wish or are able to do so, benefit from peer support, and make best use of resources including use of lower and no cost options for support.
- 3.2 The 2011-2015 Joint Strategic Needs Assessment outlines the picture of demand over coming years. Using the Projecting Adult Needs and Service Information (PANSI) prevalence model, in 2010 there were an estimated 20,726 adults aged 18 to 64 with a moderate or serious physical disability, 5,355 with a learning disability, and 15,824 with two or more psychiatric disorders. By 2020, these numbers are projected to increase by 11.9%, 8.4% and 8.3% respectively. Providing a purpose built CIL will enable existing and potential service users to access community based support, reducing the demand on council services.
- 3.3 The Council has committed to deliver a CIL within the borough for a number of years following good practice advice in the Prime Minister's Strategy Unit report 'Improving the life Chances of Disabled People', which advised that all local authorities should have a Centre for Independent Living (CIL). This has led to the establishment of Barnet Centre for Independent Living (BCIL) in December 2010, a user led community interest company comprising local service users and key voluntary organisations, employing people with lived experience of disability.
- 3.4 A new library strategy and medium-term financial plan was proposed to Cabinet in March 2011. The strategy set four key objectives for the library service. A number of changes to achieve these objectives were outlined, including proposals to establish a Link Library in Grahame Park, which would be integrated with other public services and offer a wider range of services to better meet the needs of residents and library users in those areas. Development of a new library in Grahame Park was recognised as being subject to the progress of the broader regeneration programme.
- 3.5 A capital strategy was developed to support changes to the libraries estate and was approved by the Assets and Capital Board in May 2011. This strategy set out the following three key objectives:
1. To create more financially sustainable library buildings
  2. To improve the library service to communities
  3. To future-proof investments in the libraries estate
- The relocation of Grahame Park library addresses all three of these key objectives.
- 3.6 On 26 July 2011 Cabinet authorised the implementation of a new library strategy. A

new Link Library model of service was proposed to better meet the needs of local communities and various groups and to offer a wider range of public services. One of the objectives of the strategy was to seek opportunities to co-locate libraries with other public services where appropriate and make wider changes to the property network to provide good access to libraries. Within the consultation on the library strategy the proposed changes to the property network (in particular Grahame Park) received support from a majority of consultation respondents. The co-location of Grahame Park library with the CIL and Barnet and Southgate College in a purpose built and accessible building would therefore allow the Council to fulfil one of the key aims of this strategy.

3.7 A first phase of consultation has been undertaken with CIL staff, the CIL board, and a workshop at a CIL members meeting, which comprises the users of the CIL, has already taken place. Ongoing phases of consultation will continue to take place as the project develops.

#### 4. RISK MANAGEMENT ISSUES

##### 4.1 Risk Management Issues

Risk and Impact	Mitigation	Probability	Impact
The design of the new facility does not meet service requirements / stakeholder expectations	<p>Concept design informed and amended where necessary by CIL management, Adults and Communities, Library Service and other key stakeholders to ensure the proposal is acceptable and meets senior user requirements.</p> <p>Ensuring all formal Council approvals are obtained for the project.</p> <p>Consultation on concept design with ward members and residents.</p> <p>Additional Council Project Management secured to provide project assurance.</p>	Low	Medium
Occupancy agreement creates high overall annual revenue costs and is not favorable to Council services, affecting overall viability of the Council's contribution to the project.	Negotiation and formal agreement of an occupancy agreement acceptable to all parties by November 2013.	Low	Low

#### 5. EQUALITIES AND DIVERSITY ISSUES

5.1 Implementation of the project in itself demonstrates due regard of the Council's public sector equality duty as set out in the Equality Act 2010. Establishing the CIL

within a purpose built, accessibly designed facility, co-located building with Library and College will support residents with disabilities.

- 5.2 Shared aims for Adults and Communities and Libraries rest on co-location of the CIL, Grahame Park Library and new Barnet and Southgate College campus in a central location, in a state-of-the-art building facilitating access to additional services and support for adult social care and health service users, as well as increasing the visibility of the CIL for residents with disabilities using the library service and college. Co-location of services will foster better integration between adults with disabilities and the wider population, reducing isolation and enhancing community cohesion.
- 5.3 Delivery of a CIL aims to mainstream services for residents with disabilities in a high profile location, providing peer led support and advice that will promote their wellbeing, provide support to live independently within the community, and therefore give them the freedom of choice. In this way it will advance the equality of opportunity for those with disabilities.
- 5.4 The current CIL is in a building which is in a satisfactory condition but not purpose built for users with disabilities. By relocating the CIL to a building that is, purpose built to be more accessible to all, nearer a hub of public transport which includes Colindale tube station and buses, and in a more visible location, greater equality of access to CIL services for all Barnet residents can be achieved.
- 5.5 The new library strategy approved in 2011 set objectives including proposals to establish a Link Library in Grahame Park, which would be integrated with other public services and offer a wider range of services to better meet the needs of residents and library users in those areas, offering a wider range of public services, and it this way improve equality by improving and encouraging more access to libraries by all residents
- 5.6 The new library at Grahame Park will improve the service provided to communities by increasing the accessibility of council services. The new library will create an improved library space, whilst co-location with the CIL and BSC will enable the service to reach a wider demographic of local users.
- 5.7 Detailed equalities analysis will be delivered as part of the full business case for the project which will provide empirical evidence to show greater equality of access, consider what additional barriers maybe such as any addition cost in travel for users created by the proposal. Some preliminary review work has been undertaken by the CIL board which has representation from CIL users with both physical and mental health disabilities.
- 5.8 The overall Grahame Park regeneration partner Genesis commissioned the Grahame Park Community and Economic Regeneration Strategy, which includes a survey of existing Grahame Park residents.
- 5.9 The project will also deliver an accessibility audit of the proposed development advising and enabling access for all areas if the build.
- 5.10 The agreement to deliver the build will include requirements fully covering the Council's duties under equalities legislation. This includes the requirement to procure an accessibility consultant who will review the project concept design so far

and support the development of the project through to detailed design to ensure that access to the building and its interior achieves the best possible level of accessibility. The proposal will also have to comply with part M of the building regulations, "Access and use of buildings". Reference to Designing for Accessibility, guide based on BS 8300 will also be required.

## 6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

### 6.1 Finance

Barnet and Southgate College Project Managers Davis Langdon have recommended that a cost of £2,900 per m<sup>2</sup> is agreed to ensure a fully serviced site (including all Barnet and Southgate College project management, architect costs and costs of making the site fully serviced).

6.2 Provision of floor space was stipulated as 500m<sup>2</sup> each for the CIL and the Library. The contribution required for the new build at this rate and floor space therefore breaks down as an estimated **£2,919,168**. Appendix 1 of the Outline Business Case gives a detailed break down of costs.

6.3 In addition to the Barnet and Southgate College costs, there will also be an estimated **£120,000** of Council project management costs required for the duration of the project. This is to provide the Council with sufficient project assurance as the client to Barnet and Southgate College. The total cost of the project will therefore be **£3,039,168**.

6.4 The £3,039,168 cost of the project consists of funds from new homes bonus and section 106 in the case of the Library, and funds from the Adults and Communities Capital budget in the case of the CIL; which originates from Department of Health Capital Grant Funding. The funds are currently held within Barnet Council Capital accounts. The table below gives a more detailed breakdown of the £3,039,168 budget for the project.

Funding Source	Adults and Communities	Library Service	Project Funding Total
Adults and Communities Capital Budget 2014/15	£209,000	-	-
Adults and Communities Capital Budget 2015/16	£1,316,000	-	-
Library Section 106 (Grahame Park)		£700,000	-
Library Section 106 (Beaufort Park)		£322,025	-
Library Section 106 (General)		£200,000	-

<b>New Homes Bonus fund</b>		£292,975	-
<b>Total</b>	<b>£1,525,000</b>	<b>£1,515,000</b>	<b>£3,040,000</b>

- 6.5 The investment is required to ensure long-standing service requirements in Adults and Communities and the Library Service are met and to secure a favorable leasehold arrangement in the new build.
- 6.6 Barnet Centre for Independent Living is currently located in the Flightways building at Grahame Park. The building is not purpose built and does not sufficiently meet service requirements, and requires investment for a comprehensive programme of refurbishment and modernisation in order to address these issues. The minimum of Equality Act compliance is very significant in the context of a building that accommodates services for people with disabilities. The Library building also requires maintenance works and both premises are located in a part of the Grahame Park estate that is not as accessible as it could be.
- 6.7 Co-location means the CIL and Library can be built at a lower cost than a stand alone building, and sharing the project risks as a partnership means that development and ongoing premises risks are reduced for individual partners.
- 6.8 The options available for the CIL and Grahame Park Library are outlined in table 4.1 of the Outline Business Case giving the advantages and disadvantages of each option set against the capital and ongoing revenue cost of each option. Given that the Library element of the build will be funded wholly through developer contributions, the contribution from Adults and Communities consists of grant awards from the Department of the Health (DH), and that revenue costs for the new facilities will be reduced in the new building, the overall investment of £3.04 million to relocated the new facilities within the BSC new building by far represents the best value for money for the Council in the short and long term. Both developer contributions and DH funding for the scheme have been secured and are currently held within the Council's capital accounts.
- 6.9 The overall break down for each department (totalling **£3,040,000**) is detailed in item 7.3 of the Outline Business Case.
- 6.10 Estimated revenue costs for operating and maintaining the new facility has been provided by BSC, with a maximum figure of £46 per square metre (£23,000 p.a. for each facility). This includes heat, light, power and routine cleaning, security and minor repairs, such as occasional repainting, fixing the heating, lighting etc. Both Libraries and the CIL can meet these costs within their existing revenue budgets, with an estimated overall saving of approximately £9,000 to the Council per annum. The addition of a meeting room also introduces a potential new revenue stream for Grahame Park Library, with an expected annual income of £5,000.
- 6.11 IT - Although the costs includes workstations and all associated network cabling for the new facilities, both will require connection and for the Library access to the Council's network. The costs for these works will be met from the relevant service

budgets.

6.12 **Property** - The very nature of this project involves a change in occupation arrangements for the CIL and Grahame Park Library in that they will be relocated to a new purpose built facility co-locating with Barnet College Library. A leasehold arrangement is being progressed between BSC and Barnet Council for the Council facilities within the new College building, which will include parking provision. The current proposal is for a 125 year lease with a peppercorn rent. The details of the lease are currently being refined with support from Property Services, and property consultants Trowers and Hamlin, funded by the Regeneration department.

6.13 **HR and Strategic HR Issues** - There are no HR issues associated with the project that affect staff contractual terms or conditions, or any staff decisions that need to be made. No consultation with trade unions is believed to be required. The project has no Strategic HR issues associated with the project.

## 7. LEGAL ISSUES

7.1 There are legal issues associated with the project that relate to the lease as explained in item 6, and planning permission required by BSC in order to build the facility; this will be submitted in November 2013.

7.2 The Council is required to consult on the relocation of the facilities; the consultation must be carried out at a formative stage and give sufficient time for stakeholders to respond. The Council must give due consideration to the results of the consultation.

7.3 The Council has a public section equality duty as set out in s149 of the Equality Act as referred to above. As stated the project is evidence of due regard being given to the matters set out in the section as the project is designed to improve conditions for those with disabilities. However, the Council must also consider the whole of its duty which is:

(1) A public authority must, in the exercise of its functions, have due regard to the need to--

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

(2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).

7) The relevant protected characteristics are--

age;

disability;



gender reassignment;  
pregnancy and maternity;  
race;  
religion or belief;  
sex;  
sexual orientation.'

## **8. CONSTITUTIONAL POWERS (Relevant section from the Constitution, Key/Non-Key Decision)**

- 8.1 This report is presented as a part of the procurement process in line with the Council's Contract Procedure Rules. Given the value of expenditure is £3.04 million and consequently involves spend in excess of £500,000, it therefore represents a key decision. On this basis observing the Council's scheme of delegation the approval of recommendations is an Executive decision to be taken by the Cabinet Resources Committee.
- 8.2 Approval of the this report will provide authority to enter into an Agreement with Barnet and Southgate College and to allow Barnet and Southgate College to procurement the consultants and contractors, required to deliver the new facility; and allow Barnet Council to enter into a lease agreement with Barnet and Southgate College for the new facilities within the new college building.
- 8.3 Barnet and Southgate College project managers Aecom have stated that a Memorandum of Understanding (MOU) will be drafted and agreed by Barnet Council and the College stipulating that any risks associated with the procurement will be the responsibility of Barnet and Southgate College and their agents under taking the procurement.
- 8.4 All internal approval processes have been followed with approval of the project from Adults and Communities SMT, Libraries SMT, and the Assets and Capital board (ACB).
- 8.5 As a public sector organisation BSC is subject to similar procurement scrutiny as the Council. However, all appropriate procurement processes will be adhered to as closely as possibly throughout the tender process to procure the construction contract, including all internal report approval sign off processes; ensuring the tender is competitive and complies with OJEU notice and requirements.
- 8.6 Corporate Procurement have reviewed the BSC procurement process to appoint the new build project managers and architects and are satisfied with the approach used by BSC. Total consultant fees allocated to the Council for the build of the new facility total £309,456, approximately 10% of total project costs which represents good value.
- 8.7 Section 15 of the Barnet Council Procurement Code of Conduct enables Barnet Council to enter into partnership arrangements with other local authorities where they are able to undertake procurements on our behalf. Precedence has been set with Barnet Council Public Health Services which are being procured by Harrow

Borough Council, on the basis of a partnership arrangement with Barnet council.

## **9. BACKGROUND INFORMATION**

- 9.1 The existing CIL and Library are currently located on the Grahame Park Estate which is undergoing a 6 phase regeneration process over 15 years. In addition to improving the quality and increasing the density of the housing provision within the estate, a fundamental part of the scheme is to provide improved community and health facilities. The existing CIL and Library are currently in premises which are unfit for purpose, and are scheduled for demolition to make way for better quality housing as part of the overall Grahame Park scheme objectives. The scheme will include the re-construction of the CIL and Library facilities else where within the estate.
- 9.2 A key aim of co locating the CIL, in a more accessible and visual location, with Grahame Park Library and Barnet and Southgate College is to strengthen the role of the CIL as a hub within the borough for residents with adult health, wellbeing, and support needs.
- 9.3 The original proposal was that the Library and CIL would be relocated in the first stage of the regeneration scheme. In 2008 the CIL was rescheduled to be delivered in a later phase of the development. Due to the economic downturn, and its impact on the housing market, the first stage of the scheme has been extended. If the final stage of the scheme becomes ultimately economically unviable there is a risk that the CIL and library will remain in unfit for purpose premises.
- 9.4 On July 17 2012, Cabinet Resources Committee (CRC) reviewed a “land swap” proposal to facilitate the relocation of Barnet and Southgate College’s Grahame Park campus within Grahame Park. The proposal set out the relocation of the College within the proposed Phase 1b of the Grahame Park Regeneration scheme, on the area known as Plot A8 (at the southern end of the site, adjoining the existing roundabout). This has planning permission for 57 homes for private sale, retail space, a new library, and the option for additional space for a Centre for Independent Living (CIL). It was further proposed that the new college incorporates the new library and, potentially, the CIL.
- 9.5 CRC authorised the Deputy Chief Executive to negotiate, in conjunction with the Council’s development partner for the Scheme, Choices For Grahame Park (CFGP), with Barnet and Southgate College the terms to deliver:
- i) A new college in the area known as Phase 1b of the Grahame Park Estate Regeneration Scheme and;
  - ii) A land swap agreement to develop the existing Barnet College site for residential development to ensure retention of the College in the area as a key element in the regeneration of Colindale. CRC also authorised the Deputy Chief Executive to agree the variation of the Grahame Park Principal Development Agreement to facilitate the relocation of the BSC within Grahame Park (site 1b).

- 9.6 Following discussions between the Council and BSC, the “land swap” was agreed on 30 January 2013, enabling BSC to progress the development of site A8. The agreement included the opportunity for the CIL and Library to be incorporated into the new college building.
- 9.7 The plans for site A8, following public consultation, have been subject to the pre-application process with a planning submission anticipated in November 2013.

## **10. LIST OF BACKGROUND PAPERS**

- 10.1 Outline Business Case: “Grahame Park Plot A8 - Inclusion of the Grahame Park Library and Centre for Independent Living (CIL) into the Barnet and Southgate College New Build”, was relied on in the preparation of this report and is attached in Appendix 1. Report to Cabinet Resources Committee, 17<sup>th</sup> July 2012, was also relied upon.

<b>Cleared by Finance (Officer's initials)</b>	<b>JH</b>
<b>Cleared by Legal (Officer's initials)</b>	<b>LC</b>