



Assets, Regeneration and Growth Committee

24 April 2017

Title	Grahame Park Community Hub
Report of	Commissioning Director, Growth and Development
Wards	Colindale
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Urgent	No
Key	Yes
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Summary

A detailed Planning Application for Stage B Grahame Park (Plots 10, 11, 12) is expected to be submitted in April 2017 with planning Application (RIBA stage 2) for new Grahame Park Community Hub in Plot 10 forming an integral part of Stage B application.

The Grahame Park Community Hub is a single building co-locating a health centre, children's centre, nursery, office, café, and community centre. Its re-provision is scheduled for completion late 2019 as it is required to be ready for occupational use prior to the demolition of existing health centre, children's centre and community centre on the Concourse (Plot 11) in early 2020.

The Grahame Park Community Hub is more significant than a 'like for like' replacement of existing facilities, it is an innovative solution for health, children and community services to meet demand from population growth and a changing demographic in Grahame Park and the wider Colindale area.

The Grahame Park Community Hub will be situated on a key crossroads at the centre of

the Grahame Park redevelopment. It will be adjacent to the Diocese of London's redevelopment of St Augustine's Church (approx. 80 new homes and replacement parish) and the new Heybourne Park, as well as neighbouring new primary/secondary school developments.

Recommendations

That the Committee agrees;

- 1. To note the progress made to date and;**
- 2. To underwrite the design and planning fees for the community hub at risk, until the outline business case is approved by committee, by releasing up to £640k from the approved capital budget. This will ensure the Community Hub achieves RIBA stage 3a in parallel with plots 10a and 10b.**

1. WHY THIS REPORT IS NEEDED

This report updates the committee on the development of a new, inclusive community facility in Grahame Park. A range of community facilities is currently available in Grahame Park, many of them utilising existing buildings. The vast majority of these facilities are in plot 11; the replacement facility needs to be in plot 10 and therefore available before the current facilities are demolished. Some replacement facilities (Library and Centre for Independent Living) have already been re-provided

- 1.2 The new community hub will replace and enhance the existing buildings and provide a step change in quality and the opportunity for greater integration of children's health and community services. The building is being designed by Mae architects, appointed by GHA. The proposals have reached RIBA stage 2 which means the outline shape, height, dimensions and location of the building have been agreed. The building has been the subject of thorough community consultation and display information is permanently available within the community building (No 15) in the Grahame Park concourse

2. REASONS FOR RECOMMENDATIONS

- 2.1 The report seeks to review the broad principles underpinning the new facility; its funding, ownership, management and identifies an outline future delivery programme and key decisions requiring the committee's approval. The first of these will be the consideration of the outline business case by this committee at its June meeting
- 2.2 The council has allocated a headline budget through the annual capital programme, agreed by full council on 7th March 2017. The design is now being taken forward to obtain detailed planning consent and a final detailed cost estimate. Following consent and a final cost estimate a final business case will be submitted to the Assets and Regeneration Committee for approval to build. If the Council decides not to proceed with the build it will meet the design and planning costs to that point.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 The Principal Development Agreement (PDA) between development partner Genesis and the Council states that Genesis is obliged to deliver the re-provision of community facilities (health centre, children's centre and community centre) prior to the demolition of existing facilities on the Concourse (Plot 11).
- 3.2 Consequent to the PDA, the Supplementary Planning Document (SPD) for Grahame Park identified two options in Plot 10 for the delivery of new community facilities: (i) Plot 10B Genesis site adjacent to Heybourne Park; or (ii) Plot 10C Diocese of London's St Augustine's Church site.
- 3.3 The Council commissioned Capita Health Partners to undertake an assessment and evaluation of the community facilities requirements in Grahame Park; the appropriateness of the two sites was also considered.
- 3.4 Given the greater requirement for floor space than was envisaged in the SPD, it became apparent that the Diocese of London site could not readily accommodate additional floor space because of the limited footprint of the site.
- 3.5 Site Analysis study (RIBA Stage 1) considered four different options for delivering the community facilities in Plot 10B Genesis site. Key NHS England stakeholders championed for the one option that co-located health, children and community services in a single hub building adjacent to Heybourne Park which was the option selected.

4. POST DECISION IMPLEMENTATION

- 4.1 The existing RIBA stage 2 design will be subject to further detailed design work by Mae architects, to RIBA stage 3a and if necessary will be amended using a section 96A notice. This will be submitted later in the summer but will be considered alongside the detailed planning application which is scheduled for planning committee in November/December 2017. A section 106 agreement will be completed as part of the full application which will include a contribution of £7.6m towards the construction costs of the hub
- 4.2 Assuming the planning application is consented there are two scenarios for the delivery of the hub; one assumes the scheme can proceed without a CPO enquiry and the other with a CPO enquiry. The former estimates a hub completion in early 2020 and with an enquiry 2021
- 4.3 The Council wishes to retain freehold interest in the land on which the community hub will be built. This means that LBB will need to agree a 'carve out' with Genesis because under the existing terms of the PDA all the development land (currently including the hub land) transfers to Genesis prior to development. Previous carve outs have been agreed on plots 7 (College) and 8 (council office). This will require a future variation to the PDA. There are several options available to the Council for the construction of the hub; GHA/

Countryside, open tender, LIFTCo etc. These will be further explored in the Outline Business Case.

- 4.3 In parallel with the planning and construction process the council will be preparing for the ownership and management of the new building. This will include the procurement of a management organisation, establishment of a lettings policy, agreement on fit out and rental agreements with large anchor tenants (NHS, children's centre etc) and smaller voluntary and community organisations requiring access on a daily ,casual, or occasional basis
- 4.4 The committee will receive an outline business case at its June meeting and a full business case following planning approval. The council will be working closely with CCG partners to establish a viable business model for the health element of the hub as well as the children's service and other community organisations as appropriate.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- 5.1.1 The re-provision of community facilities in Grahame Park is part of a wider regeneration programme of the Grahame Park Estate that supports the strategic objectives of the Corporate Plan 2013-2016 to improve skills and employment opportunities, engage with business and provide social and community infrastructure to support growth.
- 5.1.2 The Grahame Park Community Hub project supports the Council's vision for redesigned local services outlined in Corporate Plan 2015-2020:
 - By 2020, public sector agencies will be more integrated – pooling resources, sharing assets and staff, and developing joint solutions.
 - Public services will be commissioned jointly for the borough by the council working with partners.
 - For residents, this will mean easier access to multiple services in one place.
 - For the Council, it will reduce bureaucracy and drive innovation in the way services are designed and delivered.
- 5.1.3 The Grahame Park Community Hub project supports the Council's priorities outlined in Corporate Plan 2015-2020:
 - Responsible growth and regeneration – revitalising communities and providing new homes and jobs whilst protecting what residents love about the borough, such as its green spaces, and generating local revenue as Government funding reduces to zero.
 - Managing demand – working across the public sector and with residents to prevent problems rather than just treating symptoms.
 - Transforming services – redesigning services to make them more intuitive and integrated, and more efficient to deliver.
 - More resilient communities – working with residents to increase self-sufficiency, reduce reliance on statutory services and tailor services to their needs.

- 5.1.4 Functional integration across health and other public and community services is central to new primary care models that are being developed as part of NHS England's Five Year Forward View.¹
- 5.1.5 NHS England have identified Grahame Park Community Hub as an opportunity to fully integrate GP health services with children services, community health, mental health, social services, and the voluntary sector that are already providing a wide range of community services responding to local need.
- 5.1.6 NHS England have identified Grahame Park Community Hub as a new building (albeit a replacement) and therefore any business case being submitted to NHS England for Primary Care Transformation Fund (PCTF) must meet the following transformative objectives:
- Improving seven day access to effective care
 - Increased capacity for clinical services out of hospital
 - Increased training capacity
 - Commitment to a wider range of services as set out in your commissioning intentions to reduce unplanned admissions to hospital.
- 5.1.7 NHS England have identified multi-disciplinary shared space (clinical and non-clinical) and functional integration across all services (health/children/community) as the best way of achieving these Transformative objectives (above) in Grahame Park.
- 5.1.8 NHS England have also identified that multi-disciplinary shared space lends greater flexibility to services to provide for the future needs of a changing and increasing population in Grahame Park than merely increasing space requirement for health.
- 5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**
- 5.2.1 A cost plan has been undertaken on the existing RIBA stage 2 proposal and forms the basis for the draft budget for this scheme. A sum of £13m has been included in the council's capital programme following agreement at Full council on March 7 2017.
- 5.2.2 To meet the tight programme requirements the detailed design work (to RIBA stage 3a) must commence immediately and to this end it is proposed to release up to £640,000 from the capital budget (funded by section 106 health monies currently being held by the Council) to meet the costs incurred so far (£145,480) and estimated costs up to RIBA stage 3a submission (£479,520 plus £15k contingency).
- 5.2.3 Should this scheme not proceed, any abortive costs would need to be charged to revenue.

¹ See NHS Five Year Forward View (October 2014): <https://www.england.nhs.uk/wp-content/uploads/2014/10/5yfv-web.pdf>

5.2.4 As referred to in para 5.4., the council will need to agree, going forward, the business management model it wishes to adopt, to ensure effective financial management.

5.3 Social Value

5.3.1 The Grahame Park Community Hub is an opportunity to encourage complementary health, children and community services to co-locate within a Council asset.

5.3.2 Furthermore the Hub is an opportunity for Council to make more efficient use of its estate by maximising the times during which its assets are being used by different services.

5.3.3 The Hub is also an opportunity for health, children and community services to work together and deliver better, more joined up services.

5.3.4 The Grahame Park Community Hub will result in a number of benefits² to this co-location approach:

- Residents are more easily able to access a number of different services if these are provided in a single location – which can facilitate a more holistic approach to residents' needs.
- Community groups gain opportunities to work together, by networking, cooperating with and supporting one another.
- Services can be grouped together to meet the needs of a local area and share infrastructure, which enables community groups to operate in a more sustainable way.

5.3.5 The Grahame Park Community Hub has been designed with a view to:

- Maximising the benefits of co-location and enabling as wide a range of groups as possible to benefit from the use of Council assets.
- Reflect the needs of local communities and the Council's commissioning priorities for the local area.

5.4 Legal and Constitutional References

5.4.1 The Council will need to agree carve out (removal of the community hub land from the plot 10 land transfer) with development partner Genesis so to enable Council to retain Freehold of Grahame Park Community Hub, because under the present terms of Principal Development Agreement, the land automatically transfers to Genesis. The groundwork for this process is underway as part of the PDA variation.

The council will need to agree, going forward the business management

² See Community Asset Strategy (June 2015):

<https://barnet.moderngov.co.uk/documents/s23454/Community%20Assets%20Strategy%20%20June%202015%20-%20Appendix.pdf>

See Assets, Regeneration and Growth Committee Report (June 2015):

<https://barnet.moderngov.co.uk/documents/s23455/Community%20Assets%20Strategy.pdf>

model it wishes to adopt to ensure the effective financial management and running of the building. It is assumed that this building will be run along similar lines to other 'hub' type developments in Barnet eg Tarling rd. The adopted CBAT process for calculating annual rent will be adopted for the hub and has already been presented to the board of the Colindale Community trust

5.5 Risks and Issues

5.5.1 Risk

5.5.2 Early detailed design work is abortive as the hub fails to be delivered in part or full

5.5.3 Mitigation

5.5.4 LBB agree to underwrite design fees in the event of work being abortive. Full business case submission, post planning , close collaboration with health partners in delivery of health business case, consultation /liaison with community users.

5.5.5 Risk

5.5.6 Securing tenants for Hub. Ensuring long-term commitment from major users and appropriately priced access for community orgs

5.5.7 Mitigation

5.5.8 Full business case submission , post planning , close collaboration with health partners in delivery of health business case, consultation /liaison with community users

5.5.9 Risk

5.5.10 Ineffective management of building

5.5.11 Mitigation

5.5.12 Procuring an effective management organisation

5.5.13 Risk

5.5.14 Disruption to health and other services in the area

5.5.15 Mitigation

5.5.16 Pre -planning to ensure the seamless transition of health and other services into the new building

5.5.17 Risk

5.5.18 Ensuring long term viability of the hub

5.5.19 Mitigation

5.5.20 Effective long-term business planning

5.6 Equalities and Diversity

5.6.1 Equality and Diversity issues are a mandatory consideration in decision making in the Council pursuant to the Equality Act 2010. This means the

Council and all other organisations acting on its behalf must fulfil its equality duty when exercising a public function. The broad purpose of this duty is to integrate considerations of equality and good relations into day to day business, requiring equality considerations to be reflected into the design of policies and the delivery of services and for these to be kept under review.

- 5.6.2 The specific duty set out in s149 of the Equality Act is to have due regard to need to:

Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are – age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation. Health partners as relevant public bodies must similarly discharge their duties under the Equality Act 2010 and consideration of equalities issues should therefore form part of their reports.

5.7 Consultation and Engagement

- 5.7.1 Public Consultation: Proposed Changes to health services and facilities in Colindale and West Hendon ran from November 2015 to Jan 2016. Findings Report (March 2017) can be found at: https://engage.barnet.gov.uk/commissioning-group/colindale-health/supporting_documents/Colindale%20health%20consultation%20report%20FINAL.pdf
- 5.7.2 Supplementary Planning Document Grahame Park (SPD) Public Consultation was held in February 2015 and February 2016. SPD Grahame Park was adopted in July 2016 and can be found at: <https://www.barnet.gov.uk/citizen-home/planning-conservation-and-building-control/planning-policies-and-further-information/supplementary-planning-documents/Grahame-Park-SPD.html>
- 5.7.3 (Public) Design Consultation for Stage B Grahame Park was held in June and July 2016 and was followed by Review Design Consultation in November and December 2016.
- 5.7.4 (Private) Design Workshops with prospective tenants and their respective commissioning bodies ran from February 2016 to August 2017. These workshops informed the Employer's Requirements and RIBA Stage 0-1 and Stage 2 Report for Grahame Park Community Hub. Design Workshops with prospective tenants will continue throughout RIBA Design Stages 3-7 so that tenant's requirements are met, and the building is fit-for-purpose.

- 5.7.5 (Private) Design Review Panel Grahame Park Stage B held on 16th January 2017.
- 5.7.6 Going forward, the hub will form a central part of the (Public) Statutory Planning Consultation for Stage B Grahame Park which will take place in April/May 2017. This will be supplemented by public events such as the Grahame Park fun day in July 2017 and updates to the Colindale Community trust. Information /drawings etc are permanently on display at the community office, 15 the Concourse.
- 5.7.7 In the development of outline and full business cases the council and partners will liaise with potential and current service users to assist in the design of facilities.

6. BACKGROUND PAPERS

- 6.1 Supplementary Planning Document Grahame Park was adopted by Full Council on 26 July 2016. Can be found at: <https://www.barnet.gov.uk/citizen-home/planning-conservation-and-building-control/planning-policies-and-further-information/supplementary-planning-documents/Grahame-Park-SPD.html>
- 6.2 Options Appraisal Study on Health Facilities in Colindale and West Hendon was completed in May 2015. Can be found at: https://engage.barnet.gov.uk/commissioning-group/colindale-health/supporting_documents/Colindale%20and%20West%20Hendon%20Options%20Appraisal.pdf