

CHILDREN AND ADULTS OVERVIEW AND SCRUTINY COMMITTEE

20 OCTOBER 2010

RELOCATION OF THE CHILD DEVELOPMENT CENTRE

Report from: Rose Collinson, Director of Children and Adults
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Summary

This report updates the committee on progress in seeking a suitable building to relocate the Child Development Centre. This issue was last reported to the committee at its meeting in July 2010.

1. Budget and Policy Framework

- 1.1 The main source of funding for the Child Development Centre (CDC) is NHS Medway. The decision of where to relocate the CDC lies with the NHS Board.
- 1.2 The Cabinet will be considering the potential use of a former school as part of the report on the outline business case for Brompton Academy on 9 November 2010.
- 1.3 Reasons for urgency: the committee is asked to accept this as an urgent item to enable its views to be forwarded to Cabinet on 9 November 2010

2. Background

- 2.1 Following the emergency relocation of the CDC services to a variety of community locations across Medway, in January 2009, the NHS board considered the future of the service. At that time they agreed a proposal for the future that included a hub and spoke service model with the hub potentially based at Canada House. The matter was considered by the Children and Adults Overview and Scrutiny Committee in September 2009 using the council's 'Protocol for substantial development or variation of health services in Medway'. Members have been kept up to date with the developments as they have progressed.

- 2.2 Funding of £1.2 million was agreed by the Strategic Health Authority for capital costs associated with the change. The proposal was then subject to informal consultation with users, carers and staff.
- 2.3 The informal consultation raised a number of serious concerns about the proposed hub and spokes model and Canada House as the potential hub. Carers and staff fed back that the model of hub and spokes would not be the best model for this service and indeed was both practically complex and did not put the users needs at the centre of its considerations. Furthermore some had serious concerns about the available space at Canada House. Following this feedback in July NHS Medway agreed to reconsider possible sites with a view to locating the majority of services together on one site.
- 2.4 Following a second review of NHS and Medway Council property portfolios three possible sites were identified for an initial evaluation:
- a former school site (no longer active as a school)
 - an adult service provision (currently supporting vulnerable adults)
 - a property owned by a health provider (currently partially used by mental health services).
- 2.5 The adult services site is unlikely to become available in the short term and therefore has been ruled out of the sites for consideration. The other two locations have been independently evaluated by Liftco. These evaluations have been done from a property perspective with input and advice from the Medway Community Healthcare Service Director to ensure they meet the clinical needs of the service. Key areas of concern from the informal consultation are the requirement to have: -
- a) all the main services together;
 - b) outside space for the children and;
 - c) parking facilities near the building.
- 2.6 The options presented below meet the space specification, with an estimated space requirement of over 1,000 M². The full evaluation forms for each potential site can be found at Appendix 1 but a summary options appraisal is set out below.

3. Options

3.1 Option 1 - FORMER SCHOOL

Summary: The building currently consists of large open space that would be easy to convert. Located on the west side of the area this location is nonetheless accessible from all parts of Medway including the isle of Grain.

Benefits: The space and ability to convert this property for CDC use are excellent and this site also offers good outside and parking space. The property is vacant and access could be agreed as early as December 2010. The site is likely to be shared by youth services and youth training but the CDC would be able to have a separate reception access for its work.

Risks: The CDC might find that there is a very competitive market for this property, which could drive up the rent in the future.

Risk ranking: Low

3.2 **Option 2 – Kent and Medway Health and Social Care Partnership Trust (KMPT) CENTRE**

Summary: This evaluation assumes that the ground floor space available in the provider property would be vacated although there are three existing services being run from that area. The space is sufficient but some conversion and renovation would be required. There is a small amount of outside space and some parking available.

Benefits: Large space easily accessible on the ground floor. The property is in the same geographical area as the hospital.

Risks: Parking may be insufficient if existing tenants remained on site upstairs. Staff have already registered a major concern about the appropriateness of housing mental health and disability service together on the basis that they may be incompatible. This would be reduced by a separate reception but would not be completely avoided. Similarly moving staff to an alternative location may well prove to be both contentious and time consuming. KMPT have also indicated that should we request the use of the whole of the ground floor then they may require the PCT to take the whole site as they would have no use for the upper floor alone, which would have cost implications.

Risk ranking: Medium

4. **Advice and analysis**

4.1 Both sites meet the clinical and space needs of the service but the school site has a number of advantages over and above the KMPT centre. The former school site is risk rated much lower as there are no existing tenants in the space and the two essential criteria over and above the space requirements of a) external space and b) car parking are well met by this site. The CDC Board and the NHS Professional Advisory Committee expressed the view that Option 1 appears to be the best fit in terms of the criteria staff and parents have given and the most likely to be implemented in the required timescale. Liftco estimated timescales for implementation of each option are attached to this report but would need to be adjusted in the light of a full site development plan.

4.2 The proposals have been formulated with a clear reference to the four tests for service change which have been identified by the Secretary of state. Existing and future reconfiguration proposals are required to demonstrate: -

- Support from GP commissioners;
- Strengthened public and patient engagement;
- Clarity on the clinical evidence base;
- Consistency with current and prospective patient choice.

- 4.3 NHS Medway are satisfied that these requirements have been met and will continue to do so in the relocation of the CDC to an integrated site. Notwithstanding there are a number of risks that will need to be mitigated if the project is to be progressed effectively (refer section 5 below).

5. Risk Management

Risk	Description	Action to avoid or mitigate risk
SHA agreed capital funding	Although the Assistant Director Estates NHS Medway has requested that a proportion of the SHA capital monies be carried over into next years budget (£800K) there is still a risk that the Government could draw back this allocation if it remains unspent/uncommitted	NHS Medway own and mitigate this risk where possible through clear negotiation with SHA about the commitments being made on the property.
Operational integrity of the CDC services	The service manager has raised concerns that the longer the service continues to try and operate from its current sites the more difficult it will be to re establish to the full service at a new site. The fragmented property arrangements are fragmenting the service as a whole.	MCH own and mitigate this risk and report actions to NHS Medway. Carol Campbell
Lease costs and agreement from SHA	MCH the provider for the service has no identified budget for the rental of property for the service. All the above sites would require a lease budget to be identified	NHS Medway and MCH own and mitigate this risk together.

6. Consultation

- 6.1 The site options and the configuration of services will be subject to further consultation with parents and staff providing the service to ensure that their concerns and aspirations are considered at every stage.

7. Implications for looked after children

- 7.1 Although some looked after children (LAC) may be users of the service there are no direct implications for LAC in these proposals.

8. Financial and legal implications

- 8.1 The financial implications are set out in the sections above. NHS Medway have £1.2million authorised with the Strategic Health Authority for the capital works associated with the move. As an NHS funded service, NHS Medway and Medway Community Healthcare would be responsible for meeting the estimated cost of the lease for the new

property and any other associated running costs. Medway Council would stand to gain some income from the potential lease of the school if that site were chosen and progressed.

9. Recommendations

- 9.1 Members are asked to consider the options presented and recommend their preference to Cabinet.

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OPTION 1: SITE EVALUATION FORM: FORMER SCHOOL

1. Site: Former School

Site address:	Strood
Site area:	
Site ownership:	Medway Council

2. Buildings:

Height:	Single storey (considerable ceiling height of approximately 3m with a gym area that is at least double this height)
Total Floor-space:	In excess of 1200m ² available (the entire school is considerably larger).
Data of construction:	Circa 1960s
Condition:	Reasonable and consistent with its active use as a school until recently – There were no major items of maintenance identified during the visit. Nb; <ul style="list-style-type: none"> • It was not possible to make an inspection of the roof. • The condition of mechanical and electrical plant is not known.
Functional suitability:	The accommodation currently available comprises a number of former class rooms/labs. The spaces are large, open and bright. Extensive re-configuration would be necessary in order to adapt the accommodation to suit the CDC. This would mainly involve sub-division into smaller spaces. It is considered that the accommodation would divide well and would not be technically difficult. Access is currently via the main entrance/reception to the school. This access is not suitable due to significant level differentials that are accommodated via existing ramps in order to gain access to the available area. A dedicated access and reception would therefore need to be incorporated into any proposal.
Estates strategy proposals:	
Site visit date:	10 th August 2010

3. Current Service Provided:

Summary of current services:	The school is currently vacant. The Council are considering a number of different (primarily third party) uses to occupy the school on a leasehold basis . A number of these are apparently educational linked and will need to be relocated from other centres as part of the Council's Academy programme.
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No. of staff located on site:	
No. of clients seen each week:	

4. Revenue Costs:

	Total	M ²
Electricity:		
Gas:		
Water rates:		
Business rates:		
Areas (M ²):		

5. Site Appraisal:

Topography:	Level differentials are a feature of the entire school site area. With careful planning it is considered that these maybe overcome in order to provide suitable access to accommodate the specific needs of the CDC.
Watercourses:	
Landscape:	The school is located in a pleasant residential area in close proximity to the rural fringe. It is considered that existing unused grounds adjacent to the accommodation would comfortably accommodate secure outdoor play space
Environmental contracts:	
Service contracts:	
Highway access:	Access is good off Cliffe Road. In view of the problems identified above it maybe necessary to consider a new dedicated access that would need to be subject to Council approval. However, there is a further access to a disused part of the school that appears to be in the ownership of Medway Council. This appeared to offer an ideal alternative.
Rights of way:	
Adjoining issues:	As stated above the school is likely to accommodate a number of third party uses in the near future. Due consideration will need to be given to these in the context of the CDC as they become known. However, it should be noted that the portion of school being offered would with relative ease sub-divide from the remaining school to provide a high degree of autonomy.
Transport accessibility:	Highway access and connection with the entire Medway area is considered very good. Despite being located to

	the Eastern side of the densely populated band of the Medway towns it is very close to the Wainscott bye-pass and M2.
Providing to local services:	

6. Planning Appraisal:

National planning policy:	
Adopted local plan site:	
Political for new build:	
Alternative uses:	
Additional information:	This site is vacant
Summary comments:	<p>It is considered that the portion of this former school offers a good and viable proposition for adaption to a CDC. The accommodation on offer is plenty large enough to consider the entire service requirements such that the service maybe provided from a single location. There could be potential to use some of the space for other services for disabled children such as the Nursery and potentially some respite provision. This portion of the school will also divide such that only the necessary space is taken. The internal spaces would require a considerable amount of re-configuration but given the large open spaces along with flexibility of space this should not create too many problems.</p> <p>A dedicated reception would be essential and serious consideration would need to be given to alternative vehicle access.</p> <p>On the basis that existing mechanical and electrical installations could be adapted it is anticipated that the existing allocated budget would be adequate to complete necessary conversion works.</p> <p>Consideration would need to be given to the lease cost.</p>

OPTION 2: SITE EVALUATION FORM: KMPT CENTRE

1. Site: Canada House

Site address:	Gillingham, ME7 4JL
Site area:	Not known
Site ownership:	KMPT

2. Buildings:

Height:	Two storey (good ceiling height to each storey of approximately 3m).
Total Floor-space:	For the purpose of this report it is assumed that the entire ground floor of the building would be made available. It is estimated that the entire Ground floor is approximately 800- 850m ² . The first floor is estimated to be approximately 15% smaller.
Data of construction:	1930's
Condition:	The majority of the ground floor has been recently refurbished and is in a good state of repair. However approximately 100m ² of the Eastern end is empty and completely derelict. Approximately 250m ² on the first floor is also derelict. The external envelope of the building is in fairly good condition.
Functional suitability:	The accommodation currently comprises a whole number of rooms of differing sizes. The dimensions of the rooms are good although there are currently no large open spaces that would serve well for group therapy/play. The construction is traditional masonry with many internal walls likely to be load bearing. Whilst re-configuration is possible this type of construction is inherently inflexible and fairly costly to adapt. Detailed consideration would need to be given to the existing spaces and to what extent they would suit those required. Communication space (corridors) is currently quite tight and not well suited to individuals with severe physical disabilities or large mobility aids. Significant re-configuration of communal space would be difficult and costly to achieve so detailed consideration of access and movement throughout the facility will be very important. Some corridors are narrow and awkward to navigate. The existing main entrance is well accessed off car parking located to the front of the building. However, from the front door to the main ground floor there is a short ramp to overcome the level differential.
Estates strategy proposals:	
Site visit date:	Various March - June 2010

3. Current Service Provided:

Summary of current services:	The centre currently provides accommodation for a number of KMPT services. These are primarily; <ul style="list-style-type: none"> • Child & Adolescent Mental Health • Mother & Infant Mental Health • Early Intervention Psychoses
No. of staff located on site:	
No. of clients seen each week:	

4. Revenue Costs:

	Total	M ²
Electricity:		
Gas:		
Water rates:		
Business rates:		
Areas (M ²):		

5. Site Appraisal:

Topography:	The majority of the site area is reasonably level with the exception of the only open green space which is approximately 1500mm higher than the surrounding areas. It is reported that this green area has an air raid shelter beneath it which given the make up of this part of the site seems very likely. The car parking has recently been extended to the front of the site and provides reasonably level parking in good proximity to the building.
Watercourses:	
Landscape:	The centre is located in a densely populated residential area close to the centre of Gillingham. Adjoining roads are busy with local traffic movements and street parking. It is considered that the raised grass area to the side and rear of the building would provide a suitable location for outdoor play space.
Environmental contracts:	
Service contracts:	
Highway access:	Access to the centre is off Alexandra Avenue which is one of a number of residential side roads directly off Barnsole Road. Alexandra Avenue is a busy side road

	with access made more difficult as a result of street parking to both sides. Barnsole Road is one of a number of busy link roads connecting Gillingham with the A2. It is also a bus route.
Rights of way:	
Adjoining issues:	The centre is currently fully occupied (other than approximately 350m2 being derelict) by the services set out above. Discussions have not been progressed with KMPT as to how these services could be reconfigured in order to release the ground floor accommodation for use as a CDC. It is though very likely that the first floor would remain in use by KMPT for the provision of some or all of the existing services. Despite a separation through different floors consideration would need to be given about the compatibility of these services as a number of common areas, access etc would need to be shared with proximity of services being very close by virtue of a compact building layout.
Transport accessibility:	The Centre is located centrally in relation to the Medway towns. The location is accessible from both the A2 to the South and A289 (Tunnel road) to the North. The immediately surrounding roads can be busy and congested particularly during peak times
Providing to local services:	

6. Planning Appraisal:

National planning policy:	
Adopted local plan site:	
Political for new build:	
Alternative uses:	
Additional information:	The Centre is currently well utilised by KMPT services. This assessment has been produced on the assumption that the entire ground floor would be made available for the CDC. Whilst there has been initial discussions about the possible relocation of existing services this has only been discussed in principle and is by no means agreed or endorsed by KMPT. Careful consideration would need to be given by all parties both in terms of feasibility and timing for availability.
Summary comments:	The entire ground floor of the centre as an option for locating the CDC is considered a reasonable proposition. It is expected that the space available would accommodate the entire service but careful space/adjacency planning would be essential. The centre is inherently inflexible so careful consideration of the space planning would need to be given at an early stage to avoid abortive work should it not prove viable. A

	<p>detailed brief and schedule of user requirements will be essential in undertaking such analysis.</p> <p>The centre offers a good option for the creation of a pleasant and secure external play space.</p> <p>The cost of the necessary conversion works is very hard to estimate without a detailed understanding of the scope of works. However, should extensive works prove necessary, particularly in relation to space configuration then the costs of conversion will be high in which case the existing budget may well be insufficient.</p> <p>Consideration will also need to be given to the lease cost.</p>
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Timescale for KMPT Centre

ID	Task Name	Start	2011												2012					
			Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	
1	PCT Board Approval	Fri 01/10/10		█																
2	Medway Council Cabinet Approval	Mon 01/11/10			█															
3	KMPT Decision to Relocate CAMHS / EIS / MIMS	Wed 01/12/10				█	█	█	█											
4	Implement Relocation of Services	Tue 01/03/11							█	█	█	█								
5	Service Briefing / Design Development / Select Contractor	Tue 01/03/11							█	█	█	█	█	█						
6	Commence Works on Site - Approx 6 Months	Mon 01/08/11													█	█	█	█	█	█

A delay in decision over the relocation of services or a delay in the relocation process could easily add 6 months to this option.

