

Report for: Cabinet 11 February 2020

Title: Redevelopment of Canning Crescent Mental Health Centre

Report authorised by: Charlotte Pomery, Assistant Director Commissioning

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Ward(s) affected: All

**Report for Key/
Non-Key Decision:** Key Decision

1. Describe the issue under consideration

- 1.1 Prevalence rates for serious mental illness in Haringey are above both London and England averages and there is a recognition, both nationally and locally, that mental health services need to be transformed. People with serious mental illness need access to a range of community-based interventions to support them to live as independently as possible in the borough, an approach with financial benefit to both the Council and the NHS, both of which are funding high levels of residential and in-patient care.
- 1.2 To sustainably meet the varied needs of Haringey residents, it is important to ensure a wide range of quality provision is available locally, offering joined-up services across the community, Council and NHS sectors. This report sets out how the Council and NHS can contribute to meeting local need by bringing together a range of services in a single approach at Canning Crescent. The provision will have an added regenerative impact for this part of Wood Green which has a limited range of facilities and active street frontage.

2. Cabinet Member Introduction

- 2.1 I welcome this proposal coming forward as part of our manifesto commitment to improving health and wellbeing in Haringey.
- 2.2 The model of recovery services proposed here for Canning Crescent have learnt from services and research around the world so that we can provide the highest quality of services for our residents.
- 2.3 We are committed to the services being co-produced with residents who have lived experience of mental health conditions, building on the excellent work already happening at the Council's Clarendon Recovery College. Moving to Canning Crescent and integrating with other services, will allow us to create more jobs and volunteering opportunities for residents living with mental illness.

- 2.4 The services here are a key part of delivering on our vision for early intervention and will help to prevent homelessness, hospitalisation, relationship breakdowns and other harmful life events.
- 2.5 Our proposal sustains the best of this award-winning building, in order to provide a therapeutic and attractive environment that will be accessible and inclusive for people with a range of needs and demonstrate our commitment to providing positive and quality spaces.
- 2.6 Finally, this development offers a key contribution to the wider regeneration of Wood Green, bringing its benefits to residents who may be facing multiple challenges and demonstrating our commitment in their inclusion in the community of Haringey.

3. Recommendations

- 3.1 It is recommended that Cabinet:
 - a) Agree to the redevelopment of the Canning Crescent site for the costs set out in paragraph 6.6 of this report as an integrated, mixed use adult mental health recovery centre for the purpose of accommodating the Clarendon Recovery college, a crisis support service (identified as the “safe haven” service in this report) and a crisis house/respice accommodation (identified as the “Recovery House” in this report)

4. Reasons for decision

- 4.1 Improving mental health in the borough is a Council priority and this scheme forms part of an approach to deliver excellence through integrating services across the Council, the NHS and other partners.
- 4.2 Whilst the current sites for the Recovery College and Recovery House were not purpose designed and would benefit from improvement, bringing the services together on this site offers a further and substantial opportunity to improve the models in both services and the facilities from which they operate. These changes will drive better outcomes and greater preventative benefit for residents and the Council, particularly in relation to prevention of need for adult social care and homelessness services.
- 4.3 There is a need to relocate the Council-run Clarendon Recovery College so its current site can be redeveloped, generating a capital receipt for the Council and contributing to the wider housing delivery which is also a priority for the Council.
- 4.4 The Council has been commissioned by NHS Haringey CCG to provide a new and much needed element of the mental health offer in Haringey, that is a ‘safe haven’ service for people requiring social support for a mental health crisis in the evenings and weekends. This service will be delivered by the Clarendon Recovery College and the Council has already secured £1.02m of capital funding from the Department of Health for development of suitable facilities for this service.

4.5 Including the Recovery House in the development offers significant opportunities to improve quality and outcomes from integrating Council services with NHS provision, and will release the scheme's current building for alternative use or disposal.

5. Alternative options considered

5.1 The project team including Housing Development, Commissioning and their appointed architects, Ingleton Wood have been reviewing a range of options for the Canning Crescent site.

5.1.1 The shortlisted options were: -

1. Refurbish Canning Crescent to deliver the relocated Recovery College, the new Crisis Café, the short stay offer currently delivered at the Recovery House and a supported living scheme, which would have required an additional floor and extensions to the rear of the building
2. Demolish the building and construct a new building for all the services in option 1
3. Identify an alternative use for Canning Crescent, and acquire another site for refurbishment or a new building for all the services in option 1
4. Develop the Canning Crescent site for the relocated Recovery College, the new Crisis Café and the short stay offer currently delivered at the Recovery House only, seeking another site for the delivery of supported living.
5. Take a phased approach by opening the recovery elements together in Canning Crescent and building the supported living housing units in an extension in the courtyard
6. Disposal of the property

5.2 Whilst all the options were viable and had merits, option 4 is recommended because:

- It maintains the overall design and architecture of the external building on the street side and reduces the loss of internal features of note within the building
- It facilitates the services provided by the Council and Barnet, Enfield and Haringey Mental Health Trust to be operated through an integrated delivery model, reducing revenue costs, capital costs and improving the user experience.
- It speeds up delivery on the Canning Crescent site, so residents can begin to benefit from the services sooner
- It is the lowest capital cost option, at around half the cost of the alternative options (although the investment does not provide a supported living scheme)
- It is believed that an alternative site that can be purpose-built (or developed specifically) for supported living will be able to provide more homes of a better quality than if the scheme is also included into the Canning Crescent site.

6. Background information

- 6.1 The Canning Crescent Centre is a former mental health centre in Wood Green. The Council purchased the freehold with vacant possession in February 2019, from Barnet, Enfield and Haringey Mental Health Trust. The building was acquired in February 2019 following a Cabinet decision in October 2018. The building was acquired through the Strategic Acquisitions budget (a self-financing budget). The additional estimated capital expenditure required for the conversion works was incorporated into the approved capital programme as part of the 2019/20 budget setting process on the basis that the resultant scheme would generate savings once the cost of the capital financing charges had been paid for.
- 6.2 The acquisition was an opportunity to enable the Council to improve the health and wellbeing of residents, in the context of the Wood Green regeneration, by developing a state of the art, integrated mental health service. The proposed services would also lead to cashable and preventative savings to adult social care, housing and other parts of the Council and its partners. Most importantly, it strongly supports the Council's Borough Plan objectives and it modernises our mental health pathways and support services, to lower costs in the long term and increase benefit for our residents.
- 6.2 The acquisition presents the Council with an opportunity to provide high quality support services to meet needs in the borough, which will reduce costs to adult social care (after allowing for the net capital finance costs incurred in purchasing the facility and developing it), whilst contributing to the wider regeneration of this part of Wood Green by providing community facilities, services and creating jobs. At the time, Cabinet agreed that the Council's Housing Development service, in partnership with Commissioning, bring back the outcomes of a detailed business case and associated procurements to Cabinet for approval.
- 6.3 The services planned here focus on those residents living with mental health conditions that affect daily life. They are designed to be inclusive of those already using statutory services from the Council or NHS who may be living with severe and ongoing mental health conditions, or those who may have new experiences of distress or illness and want to access support or help to manage their crisis and life with a mental health condition. The College is also open to carers and supporters of people with mental health conditions. They broadly target working age adults with 'functional' mental health conditions, as opposed to "organic" conditions like dementia who are supported through our dementia pathway services.
- 6.4 The proposed service offer in the building, and the options appraisal process, have all been developed through engagement with residents who use mental health services, front line staff in both the Council and the NHS, Members and partners in the statutory and voluntary and community sectors. The focus on engagement and co-design will continue throughout the scheme's development and establishment to ensure that the voice of a range of stakeholders, and notably users of these services, continues to influence their delivery.
- 6.5 To accommodate the new mental health offer on the site requires capital works to be undertaken on the building which as mentioned above is considered to

have architectural merit both from an external elevation and internally. The sympathetic uses of wood and light in the interior design of the building are conducive to the therapeutic uses to be offered at the site, which reflected the purposes for which the building was initially designed and built. There has therefore been careful attention to the scope of changes to the building, both externally and internally, in order to maintain the integrity of the building and to ensure that the changes do not adversely affect the therapeutic potential of the spaces.

- 6.6 The scheme is financed within the General Fund. Acquisition costs of the building were £2.4m with £0.3m of design and related costs associated with the original acquisition. An estimated £4.03m of capital financing is required to redevelop and fit out the scheme for the recommended option, made up of £2.8m in capital works, £867k for fit-out costs and £366k of contingency. Total acquisition, refurbishment and fit out costs total £6.73m. It is noted that construction contracts for the works would be procured and the contract would come back to Cabinet for an award decision. Ancillary contracts such as quantity surveying services, may be awarded by the relevant Director under the Council's Contract Standing Orders as they would be lower than £0.5m in value and these costs are contained within the overall capital budget.
- 6.7 The funding currently available includes £1.02m capital from the Department of Health, the object of a successful bid by Haringey.
- 6.8 Revenue for the support services are already funded within the Council and CCG's planned budgets. The Recovery College is a directly provided Council service with a budget of £474,350; the safe haven scheme is funded by NHS Haringey CCG and will be run by the College team, with an initial budget of £110,000; the Recovery House is funded recurrently by the CCG through its contract with Barnet, Enfield and Haringey Mental Health Trust and currently subcontracted to Look Ahead Housing and Care.
- 6.9 The recovery services generate cost avoidance based on their preventative and early intervention functions. Whilst there is limited academic evidence about direct savings to social care services from early intervention and crisis prevention services, they are universally regarded as good practice in modern social care and support. Such evidence as there is demonstrates reductions in healthcare utilisation and cost, which can be regarded as a proxy for social care and Council service utilisation and cost given the integrated provision of services which we deliver in Haringey.
- 6.10 An evaluation of a crisis house in Liverpool found that when moving in, "people had severe symptoms of mental ill health and serious social impairment". On moving out a short time later, people had "mild symptoms and generally good social functioning". The impact of this will have cost and quality of life benefits across areas of Council expenditure including but not limited to adult social care. Using an adult social care cost avoidance model developed by a Health Economist, Dr Tessa Crilly, for Hackney Council, suggests this scheme will generate *additional* £303,000 more in cost avoidance to the Council per year than the current services.

6.11 Whilst these are only indicative figures, they demonstrate the kind of impact prevention can achieve by providing better facilities for evidence based, preventative services that achieve beneficial outcomes for residents. The analysis model also benchmarks the planned services to be achieving very high levels of impact in prevention to adult social care, compared to a range of other day opportunities, support services and housing projects.

7. Contribution to strategic outcomes

7.1 This project will be a flagship partnership service for mental health, run directly by the Council with NHS colleagues and will deliver against many objectives in the Borough Plan, including: -

- Secure the delivery of supported housing that meets the needs of older, disabled and vulnerable people in the borough.
- People will be supported to live independently at home for longer
- Adults with multiple and complex needs will be supported to achieve improved outcomes through a coordinated partnership approach
- Caring and cohesive communities which can offer support

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1 Finance

8.1.1 This report is seeking approval to refurbish the Canning Crescent site for the co-located provision of the Clarendon recovery college, Crisis café and recovery house.

8.1.2 The cost of acquisition, £2.7m including associated purchase costs has already been incurred. Refurbishment is estimated at £4.03m. The council has secured £1.02m Beyond Places of Safety capital grant for the project. The application of this grant to the scheme results in a net capital cost of £5.7m. The capital receipts generated will enable other schemes to be financed or debt to be repaid. The net revenue cost of capital financing attributable to this scheme is estimated at £0.130m per annum.

8.1.3 The existing NHS and Council budgets for the services total £1.08m and it is anticipated that running costs for the combined service will be £948k. Therefore, the new, combined service will be able to meet the capital financing costs of implementing this scheme.

8.2 Procurement

8.2.1 Strategic procurement notes the contents of this report, and support the general strategy of early intervention and prevention in an accessible community setting, to enable residents with mental health needs to continue to live independently, with a range of support provision under one roof.

8.2.2 Moreover, the strategy will further integrate with health partners which will bring synergies of its own, including cost efficiencies, over the long term, as well as

the corollary wealth creation in volunteering and job opportunities and contribution to the regeneration of the area

8.2.3 There are no procurement ramifications at present, however, the purchase of goods, works or services required to deliver this project must be undertaken compliantly. Spends of £160k or over must be managed referred to Strategic Procurement.

8.3 Legal

8.3.1 The Assistant Director has been consulted in the preparation of this report. The report seeks authority to regenerate the Canning Crescent property further authority will be required as the project is progressed and the scheme is further developed.

8.3.2 The Assistant Director of Corporate Governance sees no legal reasons preventing Cabinet from approving the recommendation in the report.

8.4 Equality

8.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

8.4.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

8.4.3 The proposed decision is to agree to the redevelopment of the Canning Crescent site as an integrated, mixed use adult mental health recovery centre including the Clarendon Recovery college, crisis support service, and crisis/respice. The strategic objective of the proposed decision is to improve outcomes for Haringey residents with mental health needs through the provision of an integrated recovery service.

8.4.4 Residents with mental health conditions are protected under the Equality Act as sharing the protected characteristic of 'disability'. Moreover, we know that BAME residents in Haringey are more likely to experience mental health issues. It is therefore reasonable to anticipate that this decision will have a beneficial impact for a higher number of residents with these protected characteristics.

8.4.5 The proposed service offer has been developed through engagement with residents who use mental health services, front line staff, Members and partners in the statutory and voluntary and community sectors. Engagement and co-design will continue throughout the scheme's development and

establishment, and this approach provides a means of ensuring that the service is inclusive and that it meets the needs of service users who share the protected characteristics.

9. Appendices

None

10. Local Government (Access to Information) Act 1985

Background documents:

- The acquisition of the freehold of Canning Crescent Health Centre, Haringey Cabinet, 9th October 2018;
<https://www.minutes.haringey.gov.uk/mgAi.aspx?ID=58304>
- Haringey's Health and Wellbeing Strategy, 2015-18
https://www.haringey.gov.uk/sites/haringeygovuk/files/final_-_health_and_wellbeing_strategy_2015-18_0.pdf