

WANDSWORTH BOROUGH COUNCIL

ADULT CARE AND HEALTH OVERVIEW AND SCRUTINY COMMITTEE  
- 9TH FEBRUARY 2016

FINANCE AND CORPORATE RESOURCES OVERVIEW AND SCRUTINY  
COMMITTEE – 25TH FEBRUARY 2016

EXECUTIVE – 29TH FEBRUARY 2016

Report by the Director of Education and Social Services on the development of  
281/285A Battersea Park Road, SW11 (Queenstown) as a new substance misuse  
treatment service base

SUMMARY

In 2014 the Executive approved (Paper No. 14-252) proposals for the commissioning of a new drug and alcohol community treatment service for the Borough. Following the commencement of the new service in April 2015, a review has been undertaken of the sites from which services are delivered. It is proposed that three vacant shop units, 281/285A Battersea Park Road, SW11 (Queenstown), be converted into the main hub for treatment, with two further units in Tooting and Roehampton providing services for people in those areas.

The building in Battersea Park Road will be developed to enable flexible use, potentially for sexual health or other face-to-face public health services. This development will deliver a sustainable and improved service in an area of the Borough with the greatest need, whilst also delivering improved value for money to Council Tax payers.

The Director of Finance comments that, if this proposal is approved, the property at 281/285A Battersea Park Road will be let at a market rent. The resulting reduced accommodation costs (in consequence of discontinuing the use of the premises at St. John's Hill) will be reflected in a reduced contract cost to the Council and will therefore allow a negative General Fund budget variation of £54,620 in 2016/17 and £202,500 in 2017/18 and a full year, equivalent to a reduction of £1.61 from band D council tax.

The Director of Housing and Community Services comments that this proposal will ensure that the currently vacant units are improved and

occupied, a rental income being secured and the space used for a purpose that will clearly assist Borough residents living in this area.

The Assistant Director of Finance (Property Services) comments that the proposed use of 281/285A Battersea Park Road by the South London and Maudsley MHS Foundation Trust (SLAM) would result in the Council obtaining a market rental income from these premises which have proved difficult to let in the past.

## GLOSSARY

EIA -	Equality Impact Assessment
HRA -	Housing Revenue Account
SLAM -	South London and Maudsley NHS Foundation Trust

## **RECOMMENDATIONS**

1. The Adult Care and Health Overview and Scrutiny Committee are recommended to support the recommendations in paragraph 3 (a), (d) and (e). If they approve any views, comments or recommendations on the report, these will be submitted to the Executive for their consideration.
2. The Finance and Corporate Resources Overview and Scrutiny Committee are recommended to support the recommendations in paragraph 3 (b) and (c). If they approve any views, comments or recommendations on the report, these will be submitted to the Executive for their consideration.
3. The Executive is recommended to agree that:
  - (a) 281/285A Battersea Park Road (Queenstown) be refurbished for use as a drug and alcohol treatment centre, subject to planning permission being granted;
  - (b) A capital budget variation of £567,000 in 2016/17 be added to the Council's Capital Programme in order to convert 281/285A Battersea Park Road (Queenstown) into a drug and alcohol treatment centre;
  - (c) A negative general fund budget variation of £54,620 in 2016/17 and £202,500 in 2017/18 and a full year;
  - (d) the direct appointment of the Design Service as the project consultants, thereby reducing the time required to complete the project; and
  - (e) that the award of works be authorised under the provisions of Standing Order No. 83(A).

## INTRODUCTION

4. On 28th April 2014, with the support of the Finance and Corporate Resources Overview and Scrutiny Committee on 23rd April 2014, the Executive approved (Paper No. 14-252) proposals for the commissioning of community substance misuse services. Following a competitive tendering process, the South London and Maudsley NHS Foundation Trust (SLAM) was appointed as the main provider of community treatment services with effect from 1st April 2015. The contract is for a period of three years ending on 31st March 2018, with an option for a two year extension by mutual agreement.
5. The agreed vision, set out in the service specification for the contract, was to *“commission a pathway model which enables a seamless treatment pathway where those in need have access to treatment at the right time in the right place and by the right people, this will encourage successful engagement and on going treatment appropriate to the individuals needs”*. To support this vision, services need to be located where there is the highest need for them, in such a way that they remain sustainable, affordable and provide appropriate treatment provision within Wandsworth.

## SITE REQUIREMENTS

6. The availability and suitability of sites that have previously been used for substance misuse provision is limited, and those sites that remain available are not in locations where the need is highest:
  - (a) The drug and alcohol treatment service within the St John's Therapy Centre, St. John's Hill, SW11 (Fairfield) is restricted as a consequence of limited clinical space and therapeutic rooms, and it has a very small reception which cannot accommodate more than three clients at any one time. Access to the service, through the unstaffed ground floor entrance area of the Therapy Centre, is not ideal as people wanting the treatment service can get lost or be anxious about going into a building which has a mix of services. There is limited footfall: in 2013/14 there were only 140 new presentations to the service, well below the 360 or so new presentations that might be expected on a main drug treatment site. The lease for the premises is extremely expensive;
  - (b) A site at the Queen Mary's University Hospital, Roehampton Lane, SW15 (West Putney) was vacated by the previous provider during 2014. The usage of this site had been in decline for a number of years, culminating in only 40 new service users accessing treatment on this site in the last financial year prior to the site being vacated. The staff based at this site were redeployed to the St John's Therapy Centre site, with the intention of increasing primary care provision alongside smaller satellite services;

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- (c) 86 Garratt Lane, SW18 (Southfields) formerly provided services mainly for non-opiate users. However, the lease for this site was surrendered on the expiry of the previous contract and it is no longer available;
  - (d) 4 Palmerston Court, Battersea, SW8 (Queenstown) provides a base for the non-abstinent day programme. It is not wheelchair accessible and, although reasonably close to Battersea Park Station, it is not on a bus route and is thus not best placed for a direct access service.
7. New sites for service delivery are therefore required. An appropriate location for a main service hub has been identified at 281/285A Battersea Park Road, and it is proposed to develop this as the main hub for drug and alcohol treatment services, in place of the current location at the St John's Therapy Centre. The hub at Battersea Park Road would operate in conjunction with two smaller bases in Tooting and Roehampton, giving an accessible spread of specialist addiction provision in the areas of most need.
8. There has been an exhaustive search for a property which is in the right location for the service user group and that is both accessible and affordable. Searches undertaken by both the Council and the service provider (SLAM) have been unable to source a suitable building other than 281/285A Battersea Park Road. SLAM has secured smaller properties in Roehampton and Tooting, at 6-8 Roehampton High Street, SW15 (Roehampton and Putney Heath) and 1079 Garratt Lane, SW17 (Tooting) respectively, which will be operational by April 2016. Maps showing the location of the proposed sites are attached to this report as Appendix One.
9. The vacation of the premises within St John's Therapy Centre would be consistent with the shared plans of the Council and the Wandsworth Clinical Commissioning Group to strengthen provision for frail older people away from acute hospitals. Much of the service provided in the St John's Therapy Centre caters for this group, and the release of space in the Centre would provide scope for this provision to be enhanced.

**PERIOD OF OCCUPANCY**

10. The current drug and alcohol community contract is for three years (effective from 1<sup>st</sup> April 2015) with the option to extend for a further two years to be exercised by mutual agreement between the Council and the contractor, should the performance of the contract be satisfactory and there be no pressing reason for termination. The building would be utilised on an ongoing basis for drug and alcohol treatment.

## **PLANNING AND CONSULTATION REQUIREMENTS**

11. It should be noted that implementation of the proposal for 281/285A Battersea Park Road requires planning permission for change of use, enabling clinical services to be provided on the site. It is hoped that this will not be problematic, as the site is currently unoccupied and is within a parade of shops, so there is no potential adverse impact on residential accommodation, and the service to be provided reflects the needs of this area of the Borough.
12. A consultation programme would be undertaken both to support the development of the service and to provide assurance in relation to the application for planning permission. Those to be consulted would include:
  - Service users;
  - Carers;
  - Doddington West Residents and Residents' Association;
  - Local businesses;
  - Wandsworth Clinical Commissioning Group;
  - Battersea Locality GP Forum;
  - Wandsworth Local Medical Committee; and
  - Merton, Sutton and Wandsworth Local Pharmaceutical Committee.
13. The planning application would be submitted in March 2016 and it is expected that a planning decision would be made by the Planning Applications Committee in June 2016. No funding would be committed to the project until planning permission has been secured.

## **EQUALITY IMPACT ASSESSMENT**

14. The Equality Act 2010 requires that the Council when exercising its functions must have "due regard" to the need to eliminate discrimination, to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it. As such an Equality Impact Assessment (EIA) has been undertaken on the recommendations in this report. This EIA is attached as Appendix Two to this report. This EIA has found no negative impact but notes that any service users that are in treatment at the time of the transfer to the new site will be fully supported in attending the most appropriate site for them – whether that be at the hub service or the other sites in Tooting and Roehampton.

## **TRANSITION ARRANGEMENTS**

15. Any service users that are in treatment at the time of the transfer to the new site will be fully supported in attending the most appropriate site for them – whether that be at the hub service or the other sites in Tooting and Roehampton.

## **COMMENTS OF THE DIRECTOR OF FINANCE**

16. The Director of Finance comments that if the proposals in this report are approved, the property at 281/285A Battersea Park Road would be let at a market rent. The resulting reduced accommodation costs for the drug and alcohol community treatment base (in consequence of discontinuing the use of the premises at St. John's Hill) would be reflected in a reduced contract cost to the Council and would therefore allow a negative General Fund budget variation of £54,620 in 2016/17 and £202,500 in 2017/18 and a full year, equivalent to a reduction of £1.61 from band D council tax.
17. The development work at Battersea Park Road, mentioned in paragraph 6 above, would require a capital budget variation of £567,000 in 2016/17.

## **COMMENTS OF THE DIRECTOR OF HOUSING AND COMMUNITY SERVICES**

18. The Assistant Director of Finance (Property Services) is retained by the Director of Housing and Community Services to secure an active use for commercial premises that are held within the Housing Revenue Account (HRA) at the best rate attainable. In this respect the three shop units at 281/285A Battersea Park Road have been widely marketed and no other use on better commercial terms has been identified. Therefore, in relation to having these currently vacant units being improved and occupied, a rental income being secured and the space used for a purpose that will clearly assist Borough residents living in this area. The Director of Housing and Community Services supports these proposals.
19. Wandsworth Housing Management Services have also been in active dialogue with officers in the Education and Social Services Department in regard to management of this new facility. The Director Housing and Community Services is satisfied with the reassurances that have been given as to similar centres where the proactive and experienced management of such facilities ensures that there is no impact over and above what might be expected from any use of a commercial unit.

**COMMENTS OF THE ASSISTANT DIRECTOR OF FINANCE (PROPERTY SERVICES)**

20. 281/285A Battersea Park Road comprises a small parade of lock-up vacant shop units to the ground floor of a 10-storey block of flats at Cromwell House on the Doddington Estate, SW11 (Queenstown).
21. These three units are poorly located for retail purposes and have limited passing trade.
22. The premises at 281/285A Battersea Park Road are vacant and have been marketed by the Council's property contractor, Lambert Smith Hampton, in November 2014.
23. Heads of terms have been agreed for a new lease to 281/285A Battersea Park Road to SLAM. The proposed letting is conditional on the prospective tenant obtaining planning permission for a change of use from retail use to Use Class D1 (non-residential institution) use.
24. The proposed summary heads of terms for the proposed new lease to these premises are as follows:-

Tenant	South London and Maudsley NHS Foundation (SLAM)
Term	9 years
Break	Landlord to have the right to determine the lease if the service contract is not renewed or is discontinued  Landlord to have the right to determine the lease for redevelopment on the fourth anniversary of the lease and on each anniversary thereafter on at least 12 months prior notice
Use	Community drug and alcohol treatment centre in accordance with the service contract
Rent	£34,000 per annum
Reviews	Upwards only to open market at year 5
Rent-free period	An initial 5 months rent-free period to be provided
Secure	The lease to be 'contracted out' of the Landlord and

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of tenure	Tenant Act 1954 (Part II)
Other terms	Other terms as to be agreed by the Assistant Director of Finance (Property Services) in consultation with the Borough Solicitor and Assistant Director of Administration.

25. The proposed use of 281/285A Battersea Park Road by SLAM would result in the Council obtaining a market rental income from these premises which have proved difficult to let in the past.
26. The proposed lease to SLAM would be 'contracted out' of the Landlord and Tenant Act 1954 (Part II) which means that the lease would not have automatic rights for renewal on expiry. The lease would also be quite flexible as it will contain landlord break clauses.
27. The letting of 281/285A Battersea Park Road would be undertaken by the Assistant Director of Finance (Property Services) under his delegated authority. The proposed letting of these premises to SLAM represents the best terms reasonable obtainable.
28. There are no current regeneration proposals for this area and the inclusion of a break clause will protect the Council's position should it wish to review this area in the future.

**CONCLUSION**

29. The relocation of Wandsworth addiction services is a priority for the Council. Moving the main hub for services from St John's Hill to Battersea will improve the accessibility of services to those in most need, provide scope to expand and improve treatment services, and secure substantial savings by terminating an extremely expensive lease. The site in Battersea Park Road is currently the only realistic option available and the only suitable site identified over the past year. In view of the compelling health needs of the community in this area, the service would be best placed to support the needs of this community.
30. The Executive is therefore recommended to support the proposal for capital investment to develop this site as a hub for substance misuse services.

The Town Hall,  
Wandsworth,  
SW18 2PU.

DAWN WARWICK  
Director of Education and Social Services

1st February 2016



Background papers

There are no background papers to this report.

All reports to Overview and Scrutiny Committees, regulatory and other committees, the Executive and the full Council can be viewed on the Council's website ([www.wandsworth.gov.uk/moderngov](http://www.wandsworth.gov.uk/moderngov)) unless the report was published before May 2001, in which case the committee secretary (Laura Campbell on 020 8871 7032; email: [lcampbell@wandsworth.gov.uk](mailto:lcampbell@wandsworth.gov.uk)) can supply it if required.

## **Proposed New Substance Misuse Service Sites:**

Core Service Site: Battersea, 281/285A Battersea Park Road:





Satellite Service Site: Roehampton, 6-8 Roehampton High Street:





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Satellite Service Site: Tooting, 1079 Garratt Lane:



*(Paper No. 16-56)*

**Initial Equality Impact Assessment – Service Change**

Department (s)	Department of Education and Social Services –Commissioning Unit
Service	Drug and alcohol treatment and recovery service
People involved	Wendy Miller and the substance misuse commissioning team; the treatment service and service users

**1. What are the aims of the service and what changes are being proposed?**

It is proposed that 281/285A Battersea Park Road (Queenstown) be refurbished for use as a drug and alcohol treatment centre, subject to planning permission being granted. It is proposed to develop this as the main hub for drug and alcohol treatment services, in place of the current location at the St John's Therapy Centre where access is restricted as a consequence of limited clinical space and therapeutic rooms. It also has a very small reception which cannot accommodate more than three clients at any one time. Access to the service, through the unstaffed ground floor entrance area of the Therapy Centre is not ideal as people wanting the treatment service can get lost or be anxious about going into a building which has a mix of services.

The hub at Battersea Park Road would operate in conjunction with two smaller bases in Tooting and Roehampton, giving an accessible spread of specialist addiction provision in the areas of most need

**2. What is the rationale behind these changes?**

The service will be more accessible from all areas of the borough and will be based in areas of most need.

**3. What information do you have on the policy and the potential impact of your service change in relation to the following?**

	<b>List information you have. Do not put what the information shows you</b>
Race	<p>In treatment YTD (latest available):</p> <p>White: 856 (78%)</p> <p>Mixed: 38 (3%)</p> <p>Asian: 55 (5%)</p> <p>Black: 122 (11%)</p> <p>Other/Not stated: 33 (3%)</p> <p>The 2011 Census shows that 71.4% of the population are White. The percentage of white</p>

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	service users currently accessing treatment is slightly above the borough average.
Gender	In treatment YTD (latest available): Male: 783 (67%) Female: 385 (33%) When compared to the borough population fewer women access the service than the borough average.
Disability	Currently not available, will be available for future reports.
Age	Age bands currently not available, will be available for future reports.
Faith	Currently not available, will be available for future reports.
Sexual Orientation	In treatment YTD (latest available): Heterosexual: 1077 (94%) Homosexual: 36 (3%) Bisexual: 13 (1%) Not recorded: 21 (2%)

**4. Thinking about each group below please list the impact that the service change will have.**

	<u>Positive</u> impacts of service change	Possible <u>negative</u> impacts of service change
Race	Service is within a more culturally diverse area of the borough. The service currently has a low representation from ethnic minority groups	Current service users may find the change of location unsettling. In order to mitigate the impact of this prior to the change there will be publicity regarding the new location and service users will be encouraged to let the agency know if they have concerns regarding using the new location so that these can be addressed ahead of the change
Gender	The new service will offer women only sessions and gender specific sessions	As above
Disability	The service will have disability access and offer 3 sites for delivery increasing access for those that cannot travel from one end of the borough to the other	As above

Age	The service sites will offer bespoke sessions for steroid users, legal highs, and cannabis psychosis thereby extending the current client group age range by supporting younger users	As above
Faith	There will be no bar to services due to faith, by increasing the counselling and psychology sessions the service will be able to explore faith and religion as part of the holistic therapeutic treatment journey	As above
Sexual orientation	The service will offer specific clinics for chemsex users (currently increased use by MSM)	As above

**5. Is a full EIA required? No.**

The following questions should help you decide if a full EIA is required. As a guide if you are a frontline service where the impact is unclear or negative you will need to conduct a full EIA. You are unsure call Clare O'Connor on ext 7816.

- Does the change involve a frontline service? Yes
- Is it clear what impact the change will have on all the equality groups?  
Yes
- Overall will the change have a negative impact on any of the equality groups? No.

**Comments - Please give the rationale here for not undertaking a full EIA**

The service will be a development and extension of the current provision

**6. Through the initial EIA have you identified any actions that needed to be implemented to improve access or monitoring of the policy? (please list)**

No

Signed Wendy Miller

Date 3<sup>rd</sup> January 2016

Approved by: Clare O'Connor

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