

Report To: EXECUTIVE CABINET

Date: 21 March 2018

Executive Reporting Officer: **Member/** Councillor Brenda Warrington – Executive Leader
Stephanie Butterworth – Director of Adults Services

Subject: **4C COMMUNITY CENTRE ASHTON - CAPITAL INVESTMENT PROGRAMME**

Report Summary: This report provides an overview of the developments and plans in relation to the delivery of the new community development in Ashton, working in partnership with Christ Church Community Developments Charitable Organisation (CCCD). The report proposes the allocation of £150,000 capital grant, which together with the £51,583 match funding to be provided by CCCD, will provide a high quality community facility in the centre of Ashton.

Recommendations: That Executive Cabinet APPROVES a capital grant of £150,000 to the Christ Church Community Developments Charitable Organisation.

Links to Community Strategy: The Corporate Plan 2013-18 outlines the priorities for improving the Borough of Tameside.

This proposal directly links to the Tameside Corporate Plan priorities for both People and Place.

Policy Implications: This proposal supports the Tameside Health and Wellbeing Strategy.

Financial Implications: The proposal outlined in this report supports the Council's vision of developing an asset based community approach to reduce reliance on formal social care and health services. The role of the third sector in continuing to provide community based capacity underpins the neighbourhood working models within the Care Together Programme.

Based on evidence of existing initiatives (The Grafton Centre) and data provided by The Social Care Institute of Excellence (SCIE), the proposal outlined in this report will provide an estimated return on investment (ROI) of £4.47 for every £1 of investment across the health and social care economy.

This return arises from reduced need for homecare packages, reduction in formal day services for older people and reduced GP visits as a result of improved social involvement in community activities. It is essential that the estimated costs avoided on health and social care services across the economy (as detailed in section 6.2 of the report) via this investment decision are appropriately monitored to ensure they are realised.

An appraisal has been undertaken of 4C's financial robustness based on the 3 year income and expenditure business plan provided. Current estimates suggest a funding deficit of £3,846 in year 1 which will be supported by financial reserves. Year 2 and 3 estimations suggest a funding surplus of £14,648 and £16,161 respectively as room occupancy rates increase.

(Authorised by the Section 151 Officer)

Based on the latest company accounts filed on the Charity Commission website the organisation has acceptable levels of liquidity and net current assets. It should also be noted that 4C currently have no outstanding debts with the Council

Members should also note that the value of additional match funding required (£51,583) to finance the total cost of the scheme (as detailed in section 5 of the report) is not formally confirmed at this stage. It is therefore necessary to ensure appropriate measures are in place to safeguard the value of funding provided by the Council towards this scheme should the applications for the balance of funding required be unsuccessful.

Legal Implications:

The Council has power to approve the recommendation.

(Authorised by the Borough Solicitor)

The investment will be protected by way of a grant agreement with Christ Church Community Developments Charitable Organisation which will impose conditions upon the recipients use of the funding. This will be supported by a legal charge although it must be noted that the Council will not be the first charge holder.

The Council should record and monitor the costs avoided through the grant funded project to ensure that best value can be shown and the assumptions upon which the decision was based were correct.

Risk Management:

Risk management is considered in section 4 of this report.

Access to Information:

The background papers can be obtained from the author of the report, Janine Byron, ATM Community Engagement and Market Development:



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1. INTRODUCTION

- 1.1 For a number of years there has been a strategic shift towards a more preventative health and social care system which was clearly set out in the “Vision for Adult Social Care” and reiterated in the White Paper “Caring for our Future”, and the Care Act 2014. The Government considers a central aim of prevention is to transform care “not by looking to the state, but outwards to open communities and by empowering individuals and unlocking the power of creativity of neighbourhoods”.
- 1.2 The Government expects councils to play a vital role in leading change and stimulating action within their communities and have a broader role in promoting health and wellbeing enhanced by their public health functions and responsibilities.
- 1.3 For several years the direction of travel within the Council, especially within Adult Services, has been to move away from more costly, intensive services that create dependence towards a more preventative and early intervention model. This has very much included the development of low level community based services which are open to all and are not solely aimed at those eligible for social care.
- 1.4 The Council recognises that traditional models of social care cannot be sustained and a revised approach is necessary. It is widely recognised that prevention and early intervention approaches help people stay well, live independently, and remain healthy for longer. It is important to ensure that a wide range of preventative services are available to support people across the spectrum of need, including those who do not approach the Council for support or meet its eligibility criteria. This will ensure that people do not go without the support which could prevent critical needs developing in the future.
- 1.5 On 27 November 2018 the Strategic Planning received a report concerning the investment in the 4C Community Centre and resolved:-
 - (i) That the content of the report be noted; and
 - (ii) That a further report be submitted to the Strategic Planning and Capital Monitoring Panel, setting out a clear business case for the investment programme and explaining how the proposals would link with the Council’s Community Loans Policy.
- 1.6 This report provides an overview of the model developed at the Grafton Centre which Adult Services have been working to establish all four of the Boroughs neighbourhoods. The report will also outline the plans in relation to the delivery of the new community development in Ashton, working in partnership with Christ Church Community Developments Charitable Organisation (CCCD) and address the issues raised by Panel at the meeting on 27 November 2018. The proposal to grant £150,000 to CCCD together with their £51,583 match funding will provide a high quality community facility in the centre of Ashton.

2. THE MODEL

- 2.1 Building on the success achieved over the last two years at the Grafton Centre in Hyde the proposal is to roll out this valuable model across the four neighbourhood areas in the Borough and work is ongoing to finalise and implement the model at the Together Centre (Loxley House) in Dukinfield. Moving into a third neighbourhood Adult Services have been working with Christ Church Community Development (CCCD), an existing CIO in Ashton under Lyne, to support the completion and a community development which was started a number of years ago, but was halted due to lack of funding and resources.
- 2.2 The final stage will see the commencement of the development of a similar community Hub in the Denton, Audenshaw and Droylsden Neighbourhood.

- 2.3 The Grafton Centre was a Council run facility providing a traditional luncheon club with some associated day time activity. As such it was a relatively expensive resource to run given that the provision was aimed at people who would be viewed as sub threshold.
- 2.4 With the significant savings the Council has had to make over the last few years, all areas of service have been reviewed. Based on intensive research and drawing on the excellent provision at the Angel Centre in Salford a completely new approach has been developed at the Grafton Centre. One key principle in the transformation has been to move the project away from a council run facility to independent provision via the progression of a Development Trust model.
- 2.5 The success in developing the service offer at the Grafton has been largely driven in the initial stages through the work progressed with the Market Development Team. Their expertise and experience of working with voluntary sector organisations has been central to helping the transformation of the centre.
- 2.6 The Grafton Centre is now a Charitable Incorporated Organisation (CIO) led and managed by a Board of Trustees. This Board is made up of vibrant, active and enthusiastic volunteers, Councillors, and user group representatives. The approach has been to work closely with the voluntary members of the Board so that they can increasingly develop skills to take on responsibility for the running of the centre. Combined, the stakeholders have worked to develop a shared vision and ambition to lead and take over the running and management of the centre as a fully self-sustainable organisation.
- 2.7 The Grafton Centre has increasingly developed a range of daily activities which promote the health and wellbeing of its members. Since its launch as an active ageing centre in 2009 membership has grown and currently has over 500 active members with an average of 1200 activity attendances over the course of a month.
- 2.8 Grafton Centre members range from those who are quite frail to those who are extremely physically and mentally active. There are a variety of activities for all abilities on a weekly basis covering a range of interests such as keep fit, health walks, armchair exercise, line dancing, zumba, art workshops, "singing for fun", chit chat club, bridge, indoor bowling, drama, sequence dancing and many more.
- 2.9 The centre has also attracted a number of ad-hoc sessions supporting the wellbeing of people attending, such as; Police Surgeries, Financial Advice (Post Office), Health Improvement Team (Health checks), Wellbeing Advice, Carers workshops, Dementia Friends Talks etc.
- 2.10 The centre has opened up the membership offer to include all adult age groups rather than being focussed on older people as it had been in the past.
- 2.11 All current activities have been demand led and co-produced through member consultation and feedback. The activities are delivered through a mix of paid professional instructors and community volunteers. The Centre has a long standing, active and enthusiastic Entertainments Committee which has been integral to the development and expansion of the Centre and its use.
- 2.12 The food offer at the Grafton has been critical to the success of the Centre and is integral to the basis of the membership of many of its members. Further to a decision in December 2013 to cease the luncheon club provision at the centre, the Grafton now boasts a volunteer led catering function offering a daily hot food offer to its members. A group of approx. 15 active qualified volunteers deliver a 5* (Environmental Agency rating) service to members daily offering a range of food from a two course home cooked meal to lighter snacks and drinks.

- 2.13 The Grafton Centre, whilst taking a little time to develop as we have been concentrating on building in the learning and taking the people forward at a realistic pace, has been a real success. The model is working really well, users are actively involved in progressing what the centre offers largely for people who do not meet threshold for service to maintain their health and well-being whilst keeping them out of formal service provision. The centre is well on the way to being self-sufficient. Council funding for staff and activities has now ceased but the building costs are still being met by the Council. Plans for the future would include these being taken over as income streams for the Trust grow in the coming years, and there is a desire from the Board for the asset to transfer when this becomes financially viable.
- 2.14 Progress is now being seen at the Together Centre which is moving forward on a similar basis to the Grafton Centre building on the successes at the Grafton but also learning from the problems encountered to avoid some of the pitfalls along their own development path. Whilst progress had been slow the last six months has seen increased pace in the centres development.

3. CHRIST CHURCH COMMUNITY DEVELOPMENT (CCCD)

- 3.1 The sole purpose of CCCD is the development of the 4C Community Centre project to build and operate a centre in the grounds of Christ Church, Ashton-under-Lyne for the benefit of all members of the community. The area of benefit is the borough of Tameside, but the main beneficiaries will be the residents of the Waterloo Ward, in which it will be located.
- 3.2 Christ Church Community Developments (CCCD) was established in 2002 and is a registered charity (1116829) and also a Company Limited by Guarantee (5935110). This basically means that all profits are reinvested into the company and not to shareholders. It means that the management committee also have no liabilities and the company is liable in the event of things going wrong. This dual approach is common to most larger organisations due to having the benefits that being a charity can offer and also the security of the liability issue. The organisation needs to submit accounts to both the Charities Commission and also Companies House. (The new entity for this is now to become a Charitable Incorporated Organisation (CIO) as in the Grafton, which now combines the two, but CCCD was set up prior to this being available).
- 3.3 The charity is independent from the church. The building was funded by a grant from the Big Lottery and Social Investment Fund so is owned by the CCCD. However, the Diocese of the Church is the landlord and has leased the site to CCCD for 50 years on a peppercorn rent. This was agreed between the diocese, the CCCD and the Charities Commission at the projects inception due to various legalities and covenants on building on burial ground.
- 3.4 In terms of charges against the property, the Social Investment Fund and Big Lottery have what is known as a first parri-passu charge which means that they have equal footing in terms of ranking.
- 3.5 The board of trustees/directors is as follows:
- Ben Nightingale
 - Caroline Hutchings
 - Graham Hall
 - Jonathan Hindle
 - Rebecca Maxwell
 - Thomas Wragg

4. THE PROPOSAL

4.1 The shared vision between the Council and CCCD is to serve the needs of the local community, bringing it together in an accessible, environmentally and financially sustainable, safe and welcoming building. The benefits are clear, tangible and sustainable. As part of developing the offer to people who do not meet thresholds for service this model has the capacity to offer significant levels of support that keep people out of formal service interventions as long as practicably and safe to do so.

4.2 In setting out to open a high quality, sustainable and inspiring purpose built centre to serve the Community CCCD will:

- Work with families to ensure children are ready for school
- Support families to care for their children safely
- Increase educational attainment and skills levels:
 - A lot of work has taken place with the three local schools and all head-teachers are fully on board with the centre and have agreed to use the centre for group activities, meetings, sessions as they felt it useful to deliver outside of the normal school environment
 - Following a survey, 30% of respondents wanted to see a Parents and Tots group
- Work with businesses to create economic opportunities for residents:
 - The centre will be providing employment opportunities for the local residents, looking to employ a Centre Manager, Volunteer Co-ordinator, Caretaker, Cleaner, Cook, Receptionist and Catering Manager
- Help people to live independent lifestyles supported by responsible and caring communities
- Protect the most vulnerable:
 - Integral to this development is that the project/centre will be completely community-led and managed. The strapline is “4C - 4 Young, 4 Old, 4 Everyone”. It will focus on improving health and wellbeing and will have a focus on supporting the most vulnerable people in our society
- Strengthen the local business community and our town centres
- Grow levels of inward investment
- Promote cleaner, greener and safer neighbourhoods
- Reduce our carbon footprint, both in energy and waste
- Support a cultural offer that attracts people to the borough

5. CAPITAL INVESTMENT

5.1 CCCD have been negotiating match funding with a number of funders, the primary one being the Asda Foundation for £30,000 where an application has been submitted. Confirmation of capital grant funding by the Council will provide the security required by the Asda Foundation to progress the £30,000 application. From discussions with Asda, CCCD are confident of a positive outcome. In addition, Asda have confirmed a donation of up to £5,000 worth of internal equipment.

- 5.2 Plans are well underway to attract the remaining £20,000 required for the match funding, through a number of smaller grant applications. Again, confirmation of the capital investment will provide the security that funders require. At present these applications are on hold until the application for Council funding has been approved.
- 5.3 Support is also being provided by an organisation called Gifted Philanthropy to assist with the remaining match funding requirements.
- 5.4 A number of contractors and local businesses are keen to work with CCCD with the required internal building works – this support is seen through donations to CCCD, reduced price materials, along with a sharing of their customer base and suppliers.
- 5.5 As soon as funding has been secured the tendering process to complete the internal works on the building is ready to proceed.
- 5.6 Agreement has been reached with IKEA in Ashton who have offered to decorate and furnish a whole room at the centre by way of donation subject to CCCD securing the funding to complete the internal works on the building.
- 5.7 The overall capital funding required to complete the works is £201,583 with the Council providing £150,000 and CCCD finding the remaining £51,583. The total cost includes the following works to complete the build:
- **Internal Construction (£43,927)** – Internal walls and partitions including internal doors.
 - **Internal Finishes (£51,035)** – Wall finishes, floor finishes, ceiling finishes,
 - **Fittings, furnishings and equipment (£15,000)** - Bar fit out, kitchen fit out, roller shutters, shelving, furniture.
 - **Services (£82,022)** – Sanitary installations, drainage, water, heating, electrics air treatment and ventilation, lighting and communications installations.
 - **5% Contingency** – this has been factored in to deal with any unexpected costs that arise from the internal building works

Table 1 provides an analysis of the total project cost:

Table 1

Description	Cost £
Internal Construction	43,927
Internal Finishes	51,035
Fittings, furnishings and equipment	15,000
Services	82,022
5% Contingency	9,599
Total Project cost	201,583

6. COST BENEFIT ANALYSIS

- 6.1 Based on evidence of existing initiatives (The Grafton Centre), and data provided by “The Social Care Institute of Excellence (SCIE)”, the proposal outlined in this report will provide an estimated Return on Investment (ROI) of £4.47 for every £1 of investment across the health and social care economy.

6.2 This return arises from reduced need for homecare packages, reduction in formal day services for older people and reduced GP visits as a result of improved social inclusion. The key areas of cost benefit are summarised in the table below;

Descriptor	Financial Proxy	Estimated Annual ROI £
Reduction in formal Day Care requirement	The cost of alternative Day Care is £31.50 per day. Attendees of the Grafton Centre would have required 312 days per year formal day care support	9,828
Reduced need for Homecare Services	The net cost of homecare provision (allowing for client contributions) is £12.60 per hour. Based on evidence from the Grafton Centre there is a potential avoidance of Homecare hours totalling 7,150 hours per year	90,090
Group members report that they make use of the luncheon club thereby reducing the reliance on statutory social care services	Reduction in lunchtime Homecare calls due to access of alternative provision at the Grafton Centre	17,472
Group members report that they feel less isolated and more confident. SCIE evidence suggests this leads to reduced reliance on Community Mental Health Services.	Avoids the need for 12 therapy sessions per year for those members affected. Annual cost per person of £600 x 28 individuals impacted at Grafton Centre	16,800
Estimated Annual ROI Total		134,190
Payback Period of Investment (Months)		13.4

7. THE COMMUNITY LOANS POLICY

7.1 On 13 December 2017 Executive Cabinet approved a Community Loans Policy which details the conditions, circumstances and value of community loans that will be available from Council reserves for capital schemes undertaken by Tameside charities, community groups and town councils.

7.2 From discussions it is clear that CCCD require grant funding to complete their community building. The option of a loan arrangement is not considered to be viable option in delivering what is believed will be a valuable resource for the people of Tameside because:

- The CCCD is not a commercial entity and whilst sufficiently financially robust they are not in a position to be repaying a loan of this amount; any and all income generated by the centre once up and running will be ploughed back into the project - they are a charitable, not-for-profit organisation

- Without this funding, CCCD will be unable to deliver this scheme; the wider benefits of which have been detailed above
- The scheme represents good value to the Council and will deliver savings in the longer term. Adult services have, in an 'invest to save' report dated November 2016, calculated that to establish a similar community resource from scratch would cost in the region of £203,500
- Similarly, the grant represents an investment in local services and, hence, the wider Tameside economy; the presence of a vibrant community resource in Ashton, close to tram, train and bus networks, will allow for widespread use by Tameside citizens akin to the Grafton Centre in Hyde
- In addition, the 4C community centre will play a key role in the transformation of homecare in the borough allowing local Support At Home Service providers to reconnect vulnerable and socially isolated people living locally with their communities which, as well as delivering good outcomes in terms of health and wellbeing for people will further facilitate the transformation of homecare in the borough into a sustainable person centred, outcomes focussed service

7.3 The proposal is to provide a capital grant upon the following terms:

- The Council will provide £150,000 capital grant.
- CCCD will provide £51,583 match funding to enable the Project to be completed.
- CCCD will continue to use the building which benefits from the Capital Grant for the ongoing provision of services to the beneficiaries of the Project for a period of five years from the Commencement Date. The grant would be repayable with a discount proportionate to the period in which the Project was available for the purpose.
- The Grant would be registered a charge against CCCD's interest in the property – it must be noted that the property currently subject to charges in favour of Social Investment Fund and Big Lottery.
- The Grant would be repayable in the event that CCCD otherwise fail to comply with the Grant Agreement.

This will deliver significant financial benefits to the Council's Adult Services as people are supported without recourse or delayed access to costly social care services. This is explained in Section 6.

7.4 With the exception that the Council is providing a grant as opposed to a loan, the project otherwise complies with the requirements of the Community Loans Policy in terms of eligibility.

7.5 An appraisal has been undertaken of 4C's financial robustness based on the 3 year income and expenditure business plan provided. Current estimates suggest a funding deficit of £3,846 in year 1 which will be supported by financial reserves. Year 2 and 3 estimations suggest a funding surplus of £14,648 and £16,161 respectively as room occupancy rates increase.

7.6 Based on the latest company accounts filed on the Charity Commission website the organisation has acceptable levels of liquidity and net current assets. It should also be noted that 4C currently have no outstanding debts with the Council

8. MILESTONES

8.1 If approved, the project will be delivered in line with the programme shown in Table 2:

Table 2

Key Milestone	Target Date for Completion
SPCMP Approval	12 March 2018
Build start (16 weeks)	April 2018
Build completion	August 2018
New facility open	September 2018

9. OPTIONS APPRAISAL

- 9.1 Table 3 sets out the options which have been considered for the 4C Community Centre Ashton. Option 1 has been rejected as it does not deliver the projects benefits identified in the report:

Table 3

Option	Reason
1. Do not progress with the scheme	<p>The Council has been faced with significant budgetary challenges over previous years and this situation is likely to continue. As a result of this, new and innovative approaches to delivering services whilst reducing the cost of provision are needed.</p> <p>The demographics of the borough mean that the Council has a rapidly ageing population that will potentially increase demand on intensive and costly services at a time when resources are reducing.</p> <p>In view of the demographics and potential impact of the budgetary challenges, the proposals in this bid will mean that a new provision at the centre can grow and develop whilst benefiting the residents of the Borough by promoting and facilitating health and wellbeing activities, volunteering opportunities and building community capacity and social capital and reducing demand on costly social care and health services.</p>
2. Do the minimum Scheme	<p>This is the “do minimum scheme”. The partnership has been driven by the Asset Based Community Development (ABCD) approach as there is clearly a valuable resource already existing in our community, which with additional support and capital funding can deliver its vision.</p>
3. Can the scheme be scaled down?	<p>This is already a scaled down version of what could have been a very costly project if we were to try and deliver this from scratch. It is beneficial to use an existing resource and support an already established organisation to achieve the shared vision and outcomes already realised at the Grafton using this approach.</p> <p>An alternative would be a dispersed approach across a number of different community groups and settings and would lose the connectivity that is hoped for.</p>

10. RISK MANAGEMENT

10.1 The major risks associated with all capital schemes include increasing costs and time delays occurring during the development and delivery phases. CCCD has a robust business plan and cost plan in place. Grant funding conditions are to be applied which will outline the monitoring and evaluation requirements of the Council, including the mitigation of risks.

10.2 The primary risks associated with the 4C Community Centre are set out in table 4:

Table 4

Risk	Impact	Status
No take up of Services	Intensive, ongoing engagement with communities has taken place and consultation has highlighted that people are very interested in the centre and take up will be high. Plans are in place to focus on all areas of the community and good relationships have already been achieved and are being maintained.	Green
No volunteers to support the development of the centre	As above. The centre already has a pool of volunteers and trustees and could be supported by paid workers once the centre is financially viable.	Green
Other external funders do not take up the investment opportunity	Match funding discussions are taking place and the CCCD are confident of the planned investment opportunities. There are a number of investors very interested in the opportunity.	Amber
Maintaining interest and demand for building throughout final build stage of the project.	There has been ongoing and continued engagement with the local communities as highlighted above.	Amber

11. RECOMMENDATIONS

11.1 As stated on the report cover.