

BNSSG Primary Care Commissioning Committee (PCCC)

Date: 24th September 2019

Time: 9.00am – 11:10am

Location: The Vassall Centre, Gill Avenue, Downend, Bristol, BS16 2QQ

Agenda number: 8

Report title: Central Weston Estates Project update

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Report Sponsor: Colin Bradbury – Area Director, North Somerset

1. Purpose

1. To update the Committee on the progress of the Central Weston Estates project, including the process taken to appraise options for viable sites for a new primary care facility in central Weston; and
2. Set out the next steps including an indicative timeframe for the development and submission of outline and full business cases to NHSE for approval of capital funding from £3.2m STP Wave 2 and £1.4m ETTF allocations.
3. Subsequent to drafting this paper, information has been received regarding Graham Road Surgery being put up for sale; this matter will be dealt with in a separate extraordinary item.

2. Recommendations

The Committee are asked to:

- Note the progress of the project to date, including the site option appraisal process and agree next steps to define a preferred site for the development of an Outline Business Case (OBC)

3. Executive Summary

An option appraisal of sites for a new central Weston primary care facility has concluded to define viable sites to take forward to detailed architectural design and development costing stage. This will determine a preferred scheme for the OBC, for submission to NHSE during November 2019.

Work has been undertaken with North Somerset Council (NSC) to identify and review suitable council owned sites, to ensure that opportunities to work in partnership have been explored and considered within the site option appraisal. Clinical design work for a schedule of accommodation has been developed with Pier Health Group, with the intention that the new facility will house the service provision for the Clarence Park and Graham Road registered practice populations.

The Central Weston Estates Steering Group oversees the project, reporting to the Healthy Weston Steering Group. A Clinical Options sub-group has been tasked to scope additional primary and community health services that could potentially be co-located within the primary care facility to inform a final agreed schedule of accommodation, subject to full business case and financial approval.

The CCG has agreed to share the latest short list of central Weston sites with North Somerset Health Overview and Scrutiny Panel (HOSP) by the end of September that is intended to progress to the detailed design and costing stage.

4. Financial resource implications

The capital funding for the Central Weston estate project will be secured from Strategic Transformation Partnership (STP) and Estates and Technology Transformation Fund (ETTF) capital fund allocations; the on-going revenue implications for lease of the completed facility will be borne from revenue budgets aligned to the Clarence Park and Graham Road sites, and any other revenue from services that are co-located within the primary care facility.

5. Legal implications

There are no specific legal implications highlighted within the paper. The option appraisal has considered legal issues surrounding any identified central Weston sites that would have implications in proceeding to planning permission. A Section 2 agreement between the CCG and NSC could potentially be entered into to facilitate the transfer of capital funds to NSC to develop the facility.

6. Risk implications

Project risk analysis is included within the body of the report

7. Implications for health inequalities

An Equality Impact Assessment (EIA) screening on the Clarence Park and Graham Park service change proposal assessed negative impacts of the proposal on people with Protected Characteristics. This included parents with young children, older people who are frail and/or have mobility issues and people who have disabilities, all who may need to travel further to the new practice location. These potential inequalities are applicable to the population that will ultimately relocate to a new Central Weston facility and the impact will need to be fully assessed in an EIA during the next steps of the project when determining the final preferred Central Weston estate site, ensuring that appropriate mitigation is in place.

8. Implications for equalities

The initial equality impact screening assessment for the Clarence Park & Graham Road service change did not identify any disproportionate impact for people from protected groups from the proposed relocation of Clarence Park registered population to Graham Road Surgery. A full EIA will be undertaken with engagement with community representatives as part of the PPI plan for the project to surface any issues or concerns on the future relocation of primary care services.

9. Implications for Public Involvement

A 'Plan for a Plan' setting out the indicative timeline for the design and costing phase, OBC and FBC approval and construction time has been shared with the Clarence Road & Graham Park Patient Participation Group (the PPG) and North Somerset HOSP to communicate the likely timescales for development, with the new facility likely to be ready in Winter 2020/21 (subject to change).

A full PPI plan is under development to support the project and consider opportunities to involve service users in the development of facility design and the clinical model. The PPG has been engaged throughout the process.

Agenda item: 8

Report title: Central Weston Estates – Open session

1. Background

The CCG has successfully bid for Strategic Transformation Partnership Wave 2 capital funds amounting to £3.2m for the development of a new primary care facility in central Weston, for relocation of GP services currently operating out of Clarence Park and Graham Road surgeries and to improve primary and community healthcare access to support the rapidly increasing population in Weston.

In addition, £1.4m Estates and Technology Transformation Fund (ETTF) funding was secured in July 2019 to accelerate the development of the GP facility, to provide emergency accommodation for Clarence Park and Graham Road surgeries. The application for the additional funds was made due to issues surrounding security of tenure at both Clarence Park and Graham Road sites after Locality Health CIC handed back both APMS contracts in June 2019 and Pier Health Group Ltd (PHG) stepped in to provide GP services under emergency contracts.

In August, PCCC approved the merge in principle of the two APMS contracts provided by PHG for Clarence Park and Graham Road Surgeries. Clarence Park Surgery closed permanently on 23rd September 2019 with GP service provision for the registered patient population transferred to Graham Road Surgery. PHG have confirmed there is sufficient space to provide services for a combined patient list of c15,000 patients from the Graham Road site, however contingency accommodation for the administrative function including a pharmacy hub has been secured to free up additional clinical space and patient parking. This arrangement is intended as a contingency ahead of the newly built central Weston facility.

The process to draw down funds from both NHS E capital allocations is via the approval of a full business case (FBC). The CCG has appointed Archus to provide client/project management support to work through the initial clinical options appraisal to determine the clinical need and to confirm the required schedule of accommodation to inform the outline business case (OBC).

As part of this work a site options appraisal has been completed and a short list of viable sites has been identified to progress to the next stage of design and development costing.

2. Central Weston Estates – project progress

2.1 Site Option appraisal

An initial options feasibility exercise was completed in July 2019 which considered various building and site options that would enable a partnership approach with the North Somerset Council. In

tandem with this, a site search has been undertaken to ensure that all suitable options have been considered, in line with NHS investment guidance.

A final long list of 16 options were identified including land and buildings in public sector ownership and other properties available on the commercial open market.

This long-list of possible options was evaluated against an agreed Schedule of Accommodation, investment objectives, benefit criteria and Critical Success Factors. This led to a shortlist of 6 options which will now be taken forward for more detailed evaluation during October 2019 including preparation of concept designs and cost plan. The sites are all in a Central Weston location and include options in the NSC owned Sovereign Centre, the former magistrate's court and demolished police station site and three other non-public sector owned sites.

A stakeholder workshop will be held in mid-October to appraise the shortlisted options against a pre-agreed weighted Quantitative and Qualitative benefits criteria to confirm the preferred option for the purposes of then developing an Outline Business Case in November 2019.

There are commercial sensitives around the disclosure of the non-public sector owned site names/locations that must be considered in light of a negotiation positions to achieve the best value for money position or future revenue costs for the CCG.

2.2 Procurement options

As part of the OBC development, it is anticipated that a Section 2 agreement with NSC could potentially be made to transfer the capital funds to the Council, who would develop and own the freehold of the facility. A lease agreed between the Practice and NSC with favourable conditions including a down payment on future rent from unspent capital will be explored to ensure best value for money is achieved within the development costings for the Central Weston FBC. However, other options including GP development will be considered in refining the shortlist to ensure that the CCG is in the most advantageous position to deliver the project within the cost envelope and be assured of best value for money.

2.3 Model of care

Clinical design work is being progressed with Pier Health Group Ltd, with the intention that the new facility will house the service provision for Clarence Park and Graham Road registered practice populations.

The Central Weston Estates Steering Group oversees the progress of the project, reporting to the Healthy Weston Steering Group. A Clinical Options sub-group has been tasked to scope additional primary and community health services that may be co-located within the primary care facility to inform a final agreed schedule of accommodation. This work is ongoing to decide a final clinical model of care for the new primary care facility.

The OBC for STP capital must demonstrate value for money i.e. that £1 of system savings must be found for every £1 of capital invested; this element of the FBC will need to be assured by the NHSE Project Assessment Unit (PAU) prior to final approval by Department of Health, therefore considering the co-location of community and secondary care services now and into the future that would result in a positive impact in reducing demand is essential. Versatility of the accommodation with a high room utilisation, potentially including use by Out of Hours service and/or Improved Access services will support a value for money case within the business case process. Consideration of future alignment with other service's accommodation needs including the Crisis Café and community nursing hub are also part of the overall model for accommodation.

2.4 Key project deliverables in September/October 2019

The key dates for the Central Weston Estates project in September and October are as follows:

- 6th September - Conclusion of site search in Central Weston
- 17th September – Short listed sites detailed in PCCC briefing paper
- 19th September – Clinical sub-group approval of schedule of accommodation
- 24th September – PCCC progress update
- 30th September – Site shortlist announced to HOSP and PPG
- 3rd October – Design review commences, benefits criteria and weighting agreed
- 17th October - Design review and options evaluation completed
- 31st October – Capital costing of options completed
- 1st November – OBC preparation commences

Completion of the OBC is projected for 22nd November 2019, subject to any delays in completing the actions set out above. The FBC is likely to be submitted to NHSE at end of January 2020. At this stage, the project is likely to complete in Winter 2020/21 to be refined as progress is made on the OBC and FBC. Appendix 1 sets out the critical path for completion of the OBC.

2.5 Stakeholder engagement

A full stakeholder engagement plan will be developed as part of the OBC and FBC process. Pier Health Group have been involved from the initial long listing process and informed the schedule of accommodation as part of the service model design group, which has included other community, secondary care and Council services.

Healthwatch and Clarence Park & Graham Road Surgery Patient Participation Group will continue to be engaged with and informed of progress, including the design phase of the project.

The CCG has committed to sharing by the end of September 2019 a shortlist of viable sites that will be taken forward to the detailed design and costing phase, prior to the OBC stage.

North Somerset HOSP and Clarence Park & Graham Road PPG have requested a 'Plan for a Plan' setting out the timescales for development of the central Weston facility. A preliminary plan setting out the project timeline (see Appendix 2) has been shared with the PPG for inclusion in the Pier Health Group Clarence Park and Graham Road patient newsletter. The CCG continues to communicate with both the PPG and the Chair of HOSP to ensure that key information is shared on the progress of the project; an update in person will be made at the next HOSP meeting on 30th September.

3. Financial resource implications

The sources of capital for the scheme are £3.2m STP capital and £1.4m ETTF funding. At this point, both capital funding streams are available to draw down once an OBC and then a FBC have been developed and approved by both NHSE and the Department for Health. NHSE have scheduled the capital for draw down for the STP capital in 2020/21; the ETTF funding must be drawn down by March 2021.

For the ETTF £1.4m funding, it is possible that should a deliverable Phase 1 approach for the primary care facility be defined at OBC stage, further discussions with NHSE may be had to review the business case process for this part of the capital funding. Should this be feasible, there may be a faster development of the GP accommodation phase, reflecting the original application for emergency funding. The CCG continues to discuss the process requirements with NHSE on drawing down this part of the capital fund allocation

The CCG estates team have secured NHSE regional ETTF 18/19 underspend of £130k to be used to support the cost of business case development and Archus have been appointed to deliver this work.

4. Legal implications

No specific legal implications for the CCG have been identified during the site option appraisal process; any legal issues relating to sites that would have a bearing on successfully proceeding to planning permission stage have been reviewed and considered in the long list and shortlist process as a critical success factor.

5. Risk implications

A project risk register continues to be reviewed by the Central Weston Estate Steering Group, with full mitigation plans put in place and escalated to Healthy Weston Steering Group where necessary.

6. Implications for health inequalities

Consideration of existing or potential health inequalities will be made throughout the appraisal process and review of clinical and architectural design. STP capital funding for the development of a new primary care facility in central Weston has been allocated on the basis that there is evidence of need for better access to primary care in Weston, addressing that there have been

closures of primary care facilities in Weston in recent years e.g. the closure of the Boulevard Medical Centre.

An Equality Impact Assessment (EIA) screening on the Clarence Park and Graham Park service change proposal assessed negative impacts of the proposal on people with Protected Characteristics. This included parents with young children, older people who are frail and/or have mobility issues and people who have disabilities all who may need to travel further to the new practice location. These potential inequalities are applicable to the population that will ultimately relocate to a new Central Weston facility and the impact will be fully assessed in an EIA during the next steps of the project, ensuring that appropriate mitigation is in place.

7. Implications for equalities

An Equality Impact Assessment shall be completed during development of the site option appraisal process to ensure that inequalities are not inadvertently created and inequalities, where possible, are addressed in consideration of possible sites for a new primary care facility

8. Consultation and Communication including Public Involvement

A PPI plan is in development to support the project and consider opportunities to involve service users in the design of the facility and the clinical model. The Clarence Park & Graham Road PPG have been engaged with throughout the process, with updates in conjunction with Pier Health Group via a fortnightly patient newsletter. The CCG continues to attend PPG meetings and liaise with the PPG Chair regarding the progress of the project.

9. Recommendations

PCCC is recommended to:

- Note the progress of the project to date, including the site option appraisal process and agree the next steps to define a preferred site for the development of an Outline Business Case (OBC)

Report Author: Clare McInerney, Head of Locality Development, North Somerset

Report Sponsor: Colin Bradbury, Area Director, North Somerset

Appendices

Appendix 1 – Critical Path to OBC, Central Weston Estate Project

Appendix 2 – Indicative development timeline

Glossary of terms and abbreviations

Archus Consulting	Environmental, planning and engineering consultants, employed by BNSSG CCG to provide development consultancy services for the Central Weston Estates project
APMS	Alternative Provider Medical Services
CCG	Clinical Commissioning Group
ETTF	Estates and Technology Transformation Fund
FBC	Full Business Case
GP	General Practitioner
HOSP	Health Overview and Scrutiny Panel
NSC	North Somerset Council
NSCP	North Somerset Community Partnership
NHSE	NHS England
OBC	Outline Business Case
PAU	NHS England Project Appraisal Unit - reviews and determines business cases for capital fund projects
PHG	Pier Health Group Ltd - a provider group of GPs in Weston delivering GP services to Clarence Park & Graham Road GP practices
PPG	Patient Participation Group
STP	Strategic Transformation Partnership

Appendix 2 – Indicative development timeline

Central of Weston Primary Care Estate Development Timeline

