

Report of the Bradford District and Craven CCG to the meeting of the Health and Social Care Overview & Scrutiny Committee to be held on 22nd September 2020

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Subject:

Healthcare Estate in Keighley & General Practice APMS Contract for North Street Surgery

Summary statement:

This paper is in two parts and is intended to brief the Health and Social Care Overview and Scrutiny committee (OSC) on the commitment of Bradford District and Craven CCG and the former AWC CCG to deliver fit for purpose primary and community estate in central Keighley, it also provides a briefing in relation to a contract for general practice services which has an end date of November 2021.

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1. Summary

Part 1: updates on progress made since the formation of Bradford District & Craven CCG on the Keighley estates development; it sets out the high level timeline of planned activities; confirms the financial 'affordability'; outlines the three potential estate options and the intended approach to public engagement..

Part 2: sets out an interdependency - the estate development is also likely to be required to make provision for 6.5k patients currently registered at a practice which has a contract of time limited nature (Alternative Personal Medical Services – APMS contract) with an end date of November 2021

Key points:

- Plans are underway for re-provision of healthcare estate for community services including community diagnostics; community dental services for the Airedale locality; plus Holycroft Surgery (10k patients) and for the APMS North Street contract (6.5k patients)
- The former AWC CCG clinical executive (CEG) commitment for anticipated additional revenue costs was secured December 2019. This will be incorporated into future BD&C CCG financial plans, in line with scheme completion
- The Primary Care Commissioning Committee (PCCC) reaffirmed in July and September 2020 the view that a solution for the premises issues at the North Street Surgery and the Health Centre/Holycroft Surgery in Keighley is the CCG's main estates priority
- There are three potential options which are all viable: re-provide on current site; new build on one of two sites in Keighley.
- Subject to the necessary approvals, the current timeline indicates patient engagement/consultation activities commence in November 2020. The plan and intended approach to engagement will be presented to the committee at the September 2020 meeting and councillor views invited.
- NHSE/I 'Planning, Assuring and Delivering Service Change for Patients' assurance process underway. Strategic Sense Check letter of support received
- The North Street APMS contract for circa 6.5k patients in central Keighley ends November 2021.
- Market testing will be undertaken to inform options and decision making (procurement; managed patient allocation; dispersal)
- The outcome will determine estate requirements for North Street patients
- Early engagement activities are planned for patients registered at the North Street Surgery.

2. **Background**

2.1 **Keighley Health and Wellbeing Estate Solution.**

The need for healthcare estate development in Keighley has been recognised for many years. Former NHS bodies have proceeded to the public consultation stage; however the development and delivery of an estate solution for integrated services did not proceed due to a range of reasons including financial constraints and NHS reorganisation.

The case for change has not diminished; it is in fact stronger due to the growing population need; increasing health inequalities; and the deteriorating nature of the estate; namely Keighley Health Centre, Holycroft Surgery and North Street Surgery which are becoming increasingly expensive to maintain. The case is strengthened through the intent of the NHS Long Term Plan; national policy direction and local strategy and vision.

In central Keighley there are five practices within 1.5 mile of each other. The delivery of an estate solution for Keighley will address the CCG estate priorities and the needs of the Holycroft Surgery (10k patients); North Street Surgery (6.5k patients) and community services, including community diagnostics for the Airedale locality (circa 54k population).

NHSE commission dental services for vulnerable people and those who have difficulty accessing a 'high street' dentist as such they are key stakeholders as the community dental service delivered by BDCFT is also located within the health centre. The overall model is for re-provision of current services, recognising that there are opportunities for integrated working and shared space, creating and realising benefits and efficiencies.

The North Street Surgery contract is an Alternative Personal Medical Services (APMS) contract which has already been extended to its limit and so a decision regarding the future of the contract is required. The estate plans include re-provision of the North Street Surgery service which is currently delivered from a converted Georgian House situated on North Street Keighley. There is the ability to scale back should the outcome of decision making be dispersal to Keighley

practices or a managed patient allocation which negates the need for re-provision of estate.. Please see section 2 for more detail regarding the APMS contract.

2.2 APMS contract for North Street Surgery in Keighley ends Nov 2021

The contract for provision of general medical care to patients registered at the North Street Surgery in Keighley is an Additional Personal Medical Service Contract (APMS) which ends November 2021. The contract has already been extended and there is no ability to extend further. Unlike the general medical service (GMS) and personal medical services (PMS) contracts APMS contracts have an end date and are subject to competitive procurement.

The national [Public Health England fingertips' site](#) makes available General Practice profiles and the profile for the North Street Surgery demonstrates that the practice serves a population in the most deprived decile nationally. The list size in April 2020 was 6,659 patients. Patients registered at the North Street Surgery are mainly from a SE Asian background.

In recognition of the need to reduce health inequalities for this population, the current APMS contract has additional requirements as a 'health promoting general practice'. The current provider (Affinity Care), have demonstrated that their approach to care has resulted in improved outcomes for patients and the practice is no longer perceived to be a significant outlier amongst the Keighley practices, as demonstrated through changes in the primary care dashboard.

3. Report issues

3.1 Keighley Health and Wellbeing Estate Solution

Current position:

The Clinical Executive Committee of the former AWC CCG signed off the strategic outline case and financial envelope for the Keighley Estate initiative in December 2019.

The Bradford District and Craven PCCC endorsed Keighley as the CCGs estate priority in July and September 2020.

NHSE as commissioners of community dental services have been briefed and we await formal confirmation of their backing by way of letter of support.

The CCG has set an annual revenue affordability envelope with a ceiling value based on indicative space requirements and capital development costs. This ceiling value is for the re-provision of services and represents the total annual premises costs (rent and rates, and including VAT) of the estates solution. This will be factored into future CCG financial plans in line with scheme completion.

An updated Project Initiation Document (PID) will be submitted to NHSE/I mid-September. This will need NHSE/I approval prior to any engagement and consultation being undertaken.

A range of options have been considered and these have been refined to three viable options:

- a) Re-provision on the existing Keighley Health Centre site on Oakworth Road. Keighley. The Holycroft Surgery is co-located on this site. A feasibility study has been undertaken which confirms that there is the ability to refurbish and expand on the current site and accommodate the expected space requirements. This is likely to be through a phased approach to minimise disruption to service provision, otherwise a decant solution may be required.
- b) New build on one of two potential sites in central Keighley. Both are cleared land and would reduce disruption to services and negate the need for a decant solution.

Impact Assessments: Quality; Equality and Privacy impact assessments are being undertaken on each of the three potential options.

The decision making criteria which was included in the paper the AWC CEG approved in December 2019 is being reviewed and there is the option to test the criteria during engagement activities.

A high level timeline of activities has been set out and a senior manager assigned to oversee delivery.

Engagement/Consultation:

With regard to the estate development as a whole; general practice; community and dental services; the Head of Engagement has taken advice about the right approach to ensure that we fulfil our statutory duties, particularly given the restrictions linked to Covid-19. The Head of Engagement and project lead have worked through an engagement screening tool to develop the rationale for our recommended approach and will develop a plan/timeline for engagement activities.

The Head of Engagement will appraise members of the committee of the intended approach by way of presentation at the meeting in September and invite Councillors' views on the plans seeking their support.

NHSE/I's indicative assurance position suggests that a robust and meaningful public engagement process may be the correct approach, rather than formal consultation. However this is subject to the views of the OSC and the CCG Primary Care Commissioning Committee (PCCC).

We are awaiting NHSE's position on the dental aspect and whether they wish to conduct their own engagement activities or be part of the overall approach.

NHS England: Planning, Assuring and Delivering Service Change for Patients.

NHSE/I, as part of the 'Planning, Assuring and Delivering Service Change' process were furnished with a range of documentation and information and in July 2020 the Bradford District and Craven CCG received a letter of support as part of the 'Strategic Sense Check'. Subject to OSC approval, NHSE are supportive of an engagement approach.

3.2 APMS contract for North Street Surgery in Keighley ends Nov 2021

The current registered list size for the North Street Surgery is relatively low. Through experience we are aware that the population express a sense of 'belonging' as a community associated with the practice and particularly value the services received. Taking this into account, the PCCC have advised 'market testing' is undertaken to ascertain interest from potential providers in responding to procurement for a practice with a list size of 6.5k. The outcome of the 'market testing' will inform the PCCC decision making regarding the future of the contract.

In the 'market testing' phase a prior information notice (PIN) will be published on the relevant platforms which ensures that the CCG meets the 'Official Journal of the European Union' (OJEU) requirements. We will also share the PIN with local providers so they have opportunity to respond. The market testing phase is likely to take 8 weeks+ this allows time to assess any responses to the PIN. The responses received will enable an assessment of the market response and in turn determine confidence levels that a re-procurement would have a successful outcome.

Should there be no interest expressed, and then the CCG is able to proceed to managed patient allocation or list dispersal as we are able to demonstrate that due process has been undertaken with regard to procurement activities.

Estate Solution:

Given the long recognised need to provide fit for purpose accommodation for the North Street service, re-provision of estate is factored into the plans for Keighley. The Holycroft Surgery team, as well as the current providers of the North Street contract have engaged in stakeholder activities and affirmed their willingness to work together and share space in order to create an environment which is flexible and multi-functional, thereby realising benefits and efficiencies.

Should the outcome of market testing indicate that there is no market interest in the contract then managed patient allocation/ list dispersal would be a likely outcome and the estates requirements may change. There is the ability to adjust the Keighley Health and Wellbeing estate plans accordingly.

Patient engagement:

Given the imminent market testing, it is proposed that engagement activities with patients registered at the North Street Surgery commence prior to engagement on a broader scale in relation to the overall estate developments. Once the PIN is published on the relevant procurement frameworks the information is publically available. In view of this, it is important to inform patients of the nature of an APMS contract so that the CCG as commissioner and Affinity Care as the current provider are not misrepresented; patients understand the efforts being made to ascertain whether there are providers interested in taking on the contract; and they understand the potential implications if there is no interest.

It would also be an opportunity to advise patients of the forthcoming estate engagement and the importance of responding with views and preferences in relation to future site. The Head of Engagement is developing plans with the current provider so that a partnership approach is taken.

4. Options

4.1 Members may wish to comment on the information provided in the report.

5. Recommendations

5.1 Members of the Health and Social Care Overview and Scrutiny Committee are asked to:

- Note progress made on the Keighley estate development, and note the NHSE/I letter of support.
- Consider the proposal for public engagement
- Note the need to secure service provision for the 6.5k patients registered at the North Street Surgery post November 2021, informed by the outcome of market testing.
- Note the engagement activities with the registered population of the North Street Surgery

6. **Background documents**

None

7. **Not for publication documents**

None

8. **Appendices**

None