

**Initial Agreement for the
Replacement of Hunter Health Centre, East Kilbride**

Purpose of Paper

1. The NHS Lanarkshire Board is asked to approve the attached Initial Agreement for the replacement of Hunter Health Centre with a new Primary Care Resource Centre for East Kilbride. This was identified as one of the priorities in the 5-year Capital Investment Plan.
2. NHS Lanarkshire has been working with South Lanarkshire Council to develop proposals that will modernise our primary and community health services in East Kilbride. In addition to replacing Hunter Health Centre, the proposals in the Initial Agreement will enable the collocation of services currently dispersed across a number of locations in East Kilbride and will considerably improve the quality and range of services.
3. South Lanarkshire Council has approved a paper in principle to redevelop the entire East Kilbride Town and Civic Centre. South Lanarkshire Council has asked NHS Lanarkshire to also approve this proposal in principle so that more detailed work can proceed. The proposed new Primary Care Resource Centre would be an integral part of a much larger development and therefore the Council are seeking an assurance that NHS Lanarkshire is committed to this project.
4. Although the Board has approved the capital in principle as part of its Capital Investment Plan, it is required to approve the detailed business case proposals for each of the major projects. In the case of projects where the capital expenditure exceeds £5,000,000, the planning process starts with approval of an Initial Agreement, which is then followed by considerably more detailed work to develop an Outline Business Case, which in turn is followed by a Full Business Case. Each stage of the approval process requires both NHS Lanarkshire Board approval and Scottish Executive Capital Investment Group approval.

NHS LANARKSHIRE

INITIAL AGREEMENT

EAST KILBRIDE PRIMARY CARE RESOURCE CENTRE

Summary

The purpose of this Initial Agreement is to establish the need for the development of a Primary Care Resource Centre in East Kilbride, replacing health service accommodation at Hunter Health Centre, the Red Deer Centre, Strathmore House and Atholl House.

The Initial Agreement describes the primary and community services which people in the East Kilbride area have access to and how these may be improved with the development of a Primary Care Resource Centre which will provide a wide range of primary, community and out patient services. This also represents an opportunity to collocate General Practitioners, healthcare professionals and social services into a purpose built central location that will allow a more integrated healthcare service.

NHS Lanarkshire Board is asked to approve this Initial Agreement and proceed to the development of an Outline Business Case for the development of a Resource Centre in East Kilbride, at an estimated net capital cost of £12,865,000 with estimated additional running costs of £296,442.

This Initial Agreement outlines a project that will not commence until 2009, for completion in 2011 and the Outline Business Case will be prepared during 2007/08. It is unusual to present an Initial Agreement so far in advance of the Outline Business Case, but the proposed development will be an integral part of a much larger redevelopment of the entire town centre and the Council and their developers require a commitment to the principle of the project in order to proceed with considerable detailed design work.

SECTION 1

Title of Scheme

The title of the scheme is **East Kilbride Primary Care Resource Centre**.

SECTION 2

Introduction

NHS Lanarkshire is committed to providing good quality services, designed to meet the needs of communities and to provide these services as locally as possible. NHS Lanarkshire's vision is to create integrated multi-service Primary Care Resources Centres in modern purpose designed premises in locations that are accessible to the communities they serve. NHS Lanarkshire's facilities at Hunter Health Centre and Alison Lea Health Centre are no longer fit for purpose in terms of their current role, and indeed are incapable of adequately accommodating the existing primary care staff, let alone a wider range of services and staff. As a result of this NHS Lanarkshire leases accommodation at Strathmore House and Atholl House and accommodates some staff outwith the East Kilbride area.

Despite investment to extend the premises in 1996, Hunter Health Centre still has a number of deficiencies, not least increasing problems due to lack of space: for example the area allocated to the GPs is approximately one third of their minimum entitlement under the Statement of Fees & Allowances. In 1998 Lanarkshire Healthcare Trust provided minor capital investment to address access and functional problems at Alison Lea Health Centre, however due to the constrained nature of the site additional space requirements could not be fully addressed and there are continuing difficulties due to lack of space in the existing premises. As a result of considerable developments in healthcare provision, an increase in patient lists, and subsequently activity, throughout East Kilbride there is a substantial shortfall in available space in existing premises for the provision of local healthcare services.

A number of options have been under consideration for a long period of time including further investment in the existing premises at Hunter Health Centre; relocation to part of the existing Civic Centre; new build as part of a redeveloped civic centre; new build as part of a redeveloped town centre and the development of surgery premises outwith the town centre.

Strategic Objectives

NHS Lanarkshire's Health Plan and the "Picture of Health" consultation document both emphasise the need for local, accessible services that enable the health service to work with its local authority partners in high quality facilities. The Health Plan specifically

outlined a programme of investment that brings its health centres up to suitable standards and enables them to provide the appropriate accommodation for both joint working with local authorities and the provision of a wider range of services as appropriate in the community to create a modern integrated health care facility. The capital cost of a new East Kilbride Primary Care Resource Centre has been identified and included in the Health Board's Five Year Capital Plan and the proposed development is also included in the Health Plan and the Property Strategy.

The Scottish Executive has promoted a vision of community care adopting a 'Joint Future' approach to the provision of Health and Social Care Services. The prospect of a potential redesign of service that is provided here is an opportunity to explore a partnership approach with South Lanarkshire Council for the provision of a Primary Care Resource Centre in East Kilbride. As a result, a series of discussions have taken place with South Lanarkshire Council to review the options for joint working that could become possible through the development of an integrated healthcare facility. A number of scenarios have been considered and an agreement reached on the collocation of the health centre with social work accommodation, civic offices, a Council Service Point and a library. These will be in a new linked development creating a "One Stop Shop" for Council and Health services.

Clinical Need

The lack of space in the existing accommodation has restricted the range and volume of clinical services that are available. In recent years, developments in healthcare provision and the attachment of community nurses and mental health teams to GP Practices have resulted in improved team working and integration of services. At the same time, such developments have resulted in increased demands for accommodation, which the current accommodation cannot provide.

Another particular area of concern is the lack of accommodation for the Mental Health Resource Network: this causes difficulties as some community mental health staffs are based in leased premises where they cannot see clients and some are based in Hamilton, due to the lack of space.

The existing health centre no longer has adequate accommodation for the number of general medical practitioners in East Kilbride and there is a significant lack of space for the extended primary care team. The situation is now so difficult that some staff, who should be collocated with GPs, will be moving imminently to the Red Deer Centre as a temporary solution to the overcrowding.

Proposed Outcomes – Benefits to Patients

The re-provision and redesign of the primary/community facilities in East Kilbride will enable people to access a wider range of community-based health and social care services, assessment and support and advice within a purpose built centre.

Improvements to accommodation will reduce waiting times and will enable more informal access to a range of services. There is also the opportunity through the collocation of staff to improve integration, offering a more seamless service to patients. The opportunity of co-location with social services will supplement the provision of a whole range of Community Care Services. Close physical proximity would provide increased opportunity for informal knowledge sharing and work co-ordination.

SECTION 3

Service Description

Current Service

Hunter Health Centre was constructed in 1973 and extended in 1996 and Alison Lea Health Centre was built in 1972. Alison Lea Health Centre (and its adjacent attached building) accommodates 4 GP practices and although space is inadequate, if one of the larger practices were to relocate, there would then be adequate space for the remaining GPs. Hunter Health centre is extremely busy and suffers from a historic lack of investment, with sloping floors, and poor internal layout. The ground floor of the building is used by the GPs, with allied health professionals and Community Dentists accommodated upstairs with the community nursing staff and locality management offices.

Pressure on space is so great that the locality management offices, along with some community nursing staff and allied health professionals will relocate imminently to the Red Deer Centre, which is underutilised but some distance away from the town centre. NHS Lanarkshire owns one third of the Red Deer Centre, with the rest of the building being owned by South Lanarkshire Council. It is no longer used by either the Council or the Health Service for its original purpose and will close when the new town centre development is completed.

In addition to these health centres, there are community mental health staff located in both Strathmore House (in the town centre) and Atholl House. Staff cannot see patients at the Atholl House accommodation because of restrictions on the lease. The Drug &

Alcohol Team are based in poor, overcrowded accommodation in Hamilton and travel out to East Kilbride to see clients.

There are 6 GP practices currently operating from Hunter Health Centre and a further 4 practices at Alison Lea. In addition there are GP practices at Murray and Greenhills and this year the capital programme includes funding of £500,000 to extend the Greenhills premises. The practice population of East Kilbride is in excess of 75,000.

Proposed Service

The proposed new Primary Care Resource Centre will continue to accommodate the range of existing services but in a much improved and expanded accommodation. The environment from which services are provided plays an important role in the health and well being of patients and staff. Functionally suitable accommodation relieves pressure on staff time and resources and allows more time to be spent productively with patients.

One of NHS Lanarkshire's major objectives in its health centre development programme is to provide a single location from which GPs, other appropriate primary healthcare providers, Child and Family Psychiatric Clinics, Community Mental Health Teams and particularly, the local authority Social Work Services could be based. In recent years, developments in healthcare provision and the alignment of community nurses and mental health teams to GP Practices have resulted in improved team working and integration of services. At the same time, such developments have resulted in increased demands for accommodation. There will be an opportunity to expand clinical services in conjunction with other aspects of service reconfiguration arising from the "A Picture of Health" consultation.

The majority of East Kilbride GPs are already in the same building, which is very close to the town centre, and central to the catchment population with each practice attracting patients from each geographical part of East Kilbride. As Hunter Health Centre is already so central, in replacing it a key consideration has been to retain a central location. There are good transport links to the town centre and it is proposed that all the Hunter Health Centre GPs and one of the Alison Lea practices collocate, along with a wide range of other health and social work services. The proposed location for any new development would be more central than all of the existing locations. Excellent public transport services and off-street car parking would be available and it compliments the Local Authorities Regeneration Programme.

A new build solution would facilitate a more multi disciplinary team centred approach to the delivery of community healthcare as proposed by the recent "Delivering for Health", (2005) policy document. Other improvements will include additional treatment and consulting room facilities, which will enable a wider range of clinics to be provided.

SECTION 4

Options

A long list of options was prepared in consultation with South Lanarkshire Council, and following examination of these a short list compiled.

As part of the development of a long list of options, a range of sites in the East Kilbride area were looked at in consultation with South Lanarkshire Council over a long period of time.

It was quickly apparent that the existing site was far too small to enable a credible expansion/refurbishment option. Discussions took place with the Police, Council and Fire Service, all close neighbours, to establish whether any options existed on or near Hunter Health Centre. The Police and Fire Service confirmed that they would not be able to relocate but an early option that was considered was to relocate to part of the existing civic centre, with this area being refurbished to create new health accommodation.

Consideration of the option to collocate in the Civic Centre prompted South Lanarkshire Council to consider the long-term future of the Civic Centre and this developed into an option to completely redevelop the entire area and create a new Civic Centre, Courts and Health facility. This option would create a stand-alone redevelopment of the Civic Centre campus and the existing Civic Centre and Hunter Health Centre would be demolished on a phased basis to ensure continuity of service. The new building would accommodate the Primary Care Resource Centre; a bespoke Q&A service; a training suite and a range of Arts facilities including a theatre. The frontage would face towards the town square setting.

The second option is to integrate the Health and Council facilities into a redeveloped town centre. This involves the demolition of the Plaza tower and surrounding units to create a new build complex on one side of the Town Square, with an integrated frontage and pedestrian access from the Plaza Mall and pedestrian and vehicle access from Rothesay Street. The Primary Care Resource Centre would be in the heart of the town's redeveloped shopping centre alongside Council accommodation and a Library. The Shopping Centre would create a triple height internal Town Square of which Health and the Council would occupy one end, opposite the existing Marks & Spencer's main entrance. There would be new retail units including a large department store and 400 car parking spaces to serve the Health and Council facilities.

Given the size of East Kilbride, consideration was given to developing a number of GP surgeries in different geographical areas. There are already GP surgeries at Alison Lea in Calderwood, at Greenhills and at Murray. This option was explored in great detail, particularly with the Planning Department and housing developers to establish whether land could be acquired. In some areas, such as Stewartfield, there was simply no available space for further development, and generally the only land available was likely to be very

peripheral or on the sites of schools that were closing and this was not in the locations required. A further consideration was that GPs had patients from all over East Kilbride and were reluctant to inconvenience a large part of their practice population by moving to a particular part of East Kilbride. The GPs are also used to having a range of community nursing and allied health services in the same building and this could not be replicated for a series of smaller surgeries.

A full option appraisal and benefits analysis will be included within the outline business case for those options retained on the short list.

Risks

As previously stated, there is considerable pressure on the existing health premises in East Kilbride and the risks of not improving the service far outweigh any development risks.

In terms of non-financial risk, the current facilities clearly fail to meet the needs of patients and GPs. The buildings are now far too small to offer the range and frequency of services and clinics that are needed and this limits local access and joint working. The process of identifying options and developing the business case has been lengthy and there is a risk that the potential new build option on a new site will not be available unless an early commitment is made. The loss of this joint working opportunity would mean that any development on a new site would be less central and harder to access by public transport.

A full analysis of the financial risks will be provided in the Outline Business Case. However, estimated costs have been provided by South Lanarkshire Council and are relatively robust.

SECTION 5

Capital Costs

The capital construction cost projection is estimated at £14,265,000. This figure is based on NHS Lanarkshire's pro rata share of the larger project. The building costs on the Civic Centre site would be lower but there would then be no capital receipt from the sale of the existing Hunter Health Centre. The capital cost would take the form of a capital grant to South Lanarkshire Council.

Capital Receipts

A capital receipt is anticipated from the disposal of Hunter Health Centre and this is estimated to be £1,400,000. In addition, the Red Deer Centre (of which NHS Lanarkshire owns a third) if sold for residential development, would result in a capital receipt to NHS Lanarkshire of approximately £320,000.

SECTION 6

Revenue Costs

Revenue costs include cleaning, heating, maintenance of premises, insurance and rates. If a capital grant were made to South Lanarkshire Council, capital charges would not be applied. The revenue costs of the existing Hunter Health Centre, the Red Deer Centre Strathmore House and Atholl House will transfer to the new project.

All current staff would transfer into the new clinic, and the additional revenue costs for a new build option are likely to be approximately £296,442.

SECTION 7

Timescales

The anticipated timescale is as follows:

OBC approval	January/February 2008
FBC	June 2008
Conveyancing / Contract agreement	October 2008
Construction	April 2009 – 2011

SECTION 8

Conclusions and Recommendations

The development of a new Primary Care Resource Centre has the support of the CHP and the local GPs and the proposal has been developed in co-operation with South Lanarkshire Council. The proposal has been developed over a number of years and there is significant local frustration at the current state of facilities in East Kilbride. It is consistent with NHS Lanarkshire's estates strategy and capital plan.

The proposal is at a very outline stage and South Lanarkshire Council are seeking a commitment in principle from NHS Lanarkshire to take this forward. This commitment will obviously be subject to confirmation of costs and detail and the Board will be asked to approve an Outline Business Case at a later date. If this is approved, we will work with the Council to develop a detailed design, cost and timetable all of which will inform the next stage of the approval process, the Outline Business Case.