

WEST LOTHIAN INTEGRATION JOINT BOARD

Date: 14 March 2017

Agenda Item: 7

PRIMARY CARE PREMISES REPORT

REPORT BY DIRECTOR

A PURPOSE OF REPORT

The purpose of this report is to set out the Primary Care premises priorities for West Lothian and to recommend actions to adjust the existing Infrastructure to support the needs of the steadily growing West Lothian population.

B RECOMMENDATION

. The Integration Joint Board is asked to

1. *Note the contents of the report*
2. Note the progress made in developing new premises and refurbishing existing premises to increase physical capacity for primary care and community service provision.
3. Approve the Primary Care premises priorities for West Lothian and actions required to match Primary Care infrastructure to population growth including:
 - a. Development of new Health Centre premises in East Calder
 - b. Development of an additional GP practice in new building in Armadale
 - c. Refurbishment of Whitburn Health Centre
 - d. Progress the established development of Blackburn Partnership Centre to implementation in September 2017.
4. Recognise that premises, GMS income and associated funding streams are only part of the community service capacity which needs to be developed. This work needs to come together with the workforce planning for all associated disciplines.

C TERMS OF REPORT

POPULATION AND HOUSING

The total number of households in West Lothian is projected to change from 75,035 in 2014 to 87,436 in 2039, which is an increase of 17 per cent. In Scotland as a whole, the projected number of households is set to increase by 14 per cent over the same 25 year period.

Over the same period the population of West Lothian is planned and expected to grow by approximately 15,323 which is equivalent to 2.8 average sized GP practices

	2014	2019	2024	2029	2034	2039
Total number of households	75,035	78,406	81,250	83,714	85,777	87,436
Population projections	177,200	181,188	184,974	188,169	190,657	192,523

Table 1: Source National Records of Scotland Demographic Factsheet (January 2017)

West Lothian Council is at an advanced stage in replacing the West Lothian Local Plan with a new Local Development Plan (LDP). Preparation of LDPs is a statutory requirement under the Planning (Scotland) Act 2006 and Development Planning Regulations 2008 and Scottish Government, through Scottish Planning Policy 2014, promotes a plan-led system to assist in the delivery of development that contributes towards economic growth.

The council has published their Proposed Plan which sets out the council's settled view as to where most new development should take place (and where it shouldn't). It gives an indication as to when development is anticipated to be delivered, informs decisions on investment in infrastructure e.g. schools and roads, and sets out the policies that will be used to inform decisions on planning applications. It will be reviewed every five years to ensure an up to date plan is in place to guide future development in the area. The LDP covers the ten year period from 2014 to 2024 but it also sets out a longer term planning strategy for West Lothian.

A key component of the spatial strategy is the need to allocate land for housing development. In order to provide adequate land to meet future housing needs, and having regard to housing projections and the Scottish Government's policy of providing a generous supply of land for housing, the key housing objectives for the LDP are to

- Direct growth to places where it will support sustainable development goals, community regeneration;
- Ensure that necessary social and physical infrastructure accompanies growth;
- Allow for a range of house types and sizes across all sectors;
- Achieve and maintain a minimum of 5 years effective housing land supply in each of the sectors identified in the current housing needs and demand assessment;
- Have regard to significantly increased demand for rented housing; and
- Deliver affordable housing, particularly in the areas of highest demand.

The scale of housing development proposed in the LDP is set by the approved South East Scotland Strategic Development Plan and its associated Supplementary Guidance for Housing (SG). The housing land requirement for West Lothian is identified as providing for a minimum of 18,010 houses over the period 2009 to 2024.

This is well above the NRS projections outlined in table 1 and if completed would lead to potential population growth by 2024 of 39,081 – equivalent to 7 new GP practices

NHS CAPITAL PLANNING

The development, procurement and implementation of capital and revenue funded projects across NHS Lothian are managed through the Capital Planning and Projects Team. The team are responsible for the development of business cases for the programme of major new acute and primary care facilities, management of the Board's capital equipment replacement programme and the on-site management of strategic projects following appointment of designers and contractors.

The Lothian Capital Investment Group (LCIG) is chaired by the Director of Finance and made up of representatives from across the Board. LCIG considers bids for capital projects and their recommendations are either approved under delegated authority or recommended for consideration by the Board's Finance & Performance Review (F&R) Committee.

Infrastructure projects are required to comply with the terms of the Scottish Capital Investment Manual (SCIM). This applies to both capital schemes and schemes using third party developer funding or other ways of providing premises for independent contractors.

Depending on the value of the scheme, the stages – each of which need to submit to governance - are:

- Strategic Assessment
- Initial Agreement
- Standard Business Case (within delegated limits, i.e. <£5m) or
- Outline Business Case then Full Business Case if > £5m.

Schemes greater than £5m require Scottish Government approval at each stage, in addition to that of NHS Lothian and the Integrated Joint Board. The time to get through this can be considerable and pragmatic and helpful decisions will be required at times to avoid the consequences of delays which may threaten service provision.

For smaller projects under £250K applications can be made through the Capital Funding Pipeline and West Lothian has benefitted from this funding source in refurbishment schemes for some of our older Health Centre premises.

PRIMARY CARE INFRASTRUCTURE

To date Primary Care Infrastructure development has been driven by a response to the poor state of existing premises, the capacity of individual practices to raise awareness of their particular issues and the opportunities created by sites becoming available. The linkage of premises development to population growth was previously largely opportunistic and not always adequate.

Population growth in the core development areas together with difficulty in recruiting GPs to replace those retiring/ leaving is having significant impact on General Practices and their capacity to manage the demand. In addition to adjusting premises infrastructure we are supporting development of new roles and partnership working to manage capacity issues and support provision of primary care.

Whilst it is noted that the Local Development Plan requires developers to make contribution to the infrastructure to support population growth this is currently used to develop schools and roads etc and does not extend to health care provision

The Scottish Government review of Primary Care Premises is due to report and it is anticipated that this may give a strengthened role in premises provision and management to the NHS/IJBs.

Independent contractors' views on their practice size, the suitability of their buildings and their location may vary from other assessments and there is no mechanism to oblige an independent practice to move or grow.

In 2014 we assessed all of the West Lothian Primary Care premises against the following criteria to determine priorities for development.

- Physical Condition of existing premises
- Functional Suitability of existing premises
- DDA / Statutory Compliance
- Control of Infection Compliance
- Deprivation
- Practice Population Growth
- Potential Future Practice Population Growth
- Joint Development Opportunity
- Site Development Opportunity

From this the former CHCP agreed a list of priorities and actions. The Primary Care Premises Plan (appendix 1) has been refreshed to update progress against these.

PRIORITY DEVELOPMENTS

Blackburn Partnership Centre build is in progress and due to complete in September 2017.

The Calderwood development is impacting on capacity within East Calder Health Centre. The GP practice have indicated willingness to grow to accommodate the population growth however the existing premises are too small and not fit for purpose. LCIG provided resources to support preparation of plans and discussions are being progressed with West Lothian Council to identify development options preferably adjacent to the new partnership centre which is being built next to the existing Health Centre. Initial Agreement is being progressed for approval.

The Southdale development in Armadale is having a major impact on the existing GP practice who have recently placed restrictions on their list with corresponding impact now on neighbouring practices. LCIG provided resources to support preparation of plans and discussions are being progressed with the developer at Southdale regarding site availability and procurement. Initial Agreement is being progressed for approval.

Winchburgh core development is being progressed and population growth is having impact on existing Primary Care provision. The health centre is small and landlocked with little development potential. The LDP has a site set aside within the plan for health and social care development. The practice has recently merged with Kirkliston to form new GP practice. There is also significant housing development in Kirkliston and the premises there are modern with room for expansion. Discussions are being progressed with the practice to determine future requirements.

The Heartland Development in Whitburn is in progress and the GP practice is now seeing growth in their population. The Health Centre has potential for refurbishment and we have engaged architects to draw up plans to reconfigure the internal space which will enable creation of 6 additional consulting rooms and 2 interview rooms. The cost of this development will be in the region of £150- 200K and application will be made to the Capital Pipeline to resource this. There are also site issues in relation to traffic management and plans have been approved to create additional parking and turning for liveried vehicles to rear of building to manage the health and safety risks on site.

Summary

Population growth due to new housing has been estimated; these figures will be locality sensitive and will be adjusted and refined annually. Accordingly, the premises plan is only recommending capital investment where there is a known substantial population increase and/or the urgent requirement to renew existing premises.

The provision of Primary Care infrastructure is moving from an opportunistic approach to deliberate planning in parallel with West Lothian's Local Development Plan. Although the LDP offers a very helpful guide to expansion, it does not account for the cumulative development of small schemes nor associated timescales. This means we have to be able to respond to a more complex picture than that indicated by the plan alone and be mindful of the impact of population growth and subsequent demand on GP practices who may in turn require a range of additional support to maintain service provision.

Whilst we await the report from the Scottish Government review of Primary Care Premises it is anticipated that this may strengthen the role of the NHS/IJBs in primary care premises provision and management.

D CONSULTATION

NHS Lothian Capital Planning Team

Primary Care and Community Forum

E REFERENCES/BACKGROUND

Scottish Capital Investment Manual

F APPENDICES

1. Primary Care Premises Plan

G SUMMARY OF IMPLICATIONS

Equality/Health	Rapid Impact Assessment has been undertaken which highlighted the risks associated with any new population being unable to access a GP list or appointments are thought to be greater for areas of widespread economic deprivation. The consequences of substantial numbers of the population by-passing Primary Care Services would be increased pressure on Acute and other direct access health and social care service
National Health and Wellbeing Outcomes	All National Health and Well Being Outcomes
Strategic Plan Outcomes	Underpins all Strategic Plan Outcomes
Single Outcome Agreement	We live longer healthier lives and have reduced health inequalities Older people are able to live independently in the community with an improved quality of life
Impact on other Lothian IJBs	Co dependencies on NHS Lothian Capital Planning and Projects Team and competing priorities for investment
Resource/finance	NHS Lothian Capital Resources
Policy/Legal	Compliance with the terms of the Scottish Capital Investment Manual
Risk	Impact on access for patients to primary care services and additional pressure on whole system

H CONTACT

Contact Person:

Carol Bebbington, Senior Manager Primary Care & Business Support

<mailto:carol.bebbington@nhslothian.scot.nhs.uk>

Tel 01506 281017

6th March 2017

Appendix 1: Primary Care Premises Plan (Revised January 2017)			
Location	Priority	Plan	Comments
Armadale & Armadale Clinic	1	Re-provision with increased capacity	HubCo drafted plan Negotiation with Southdale developer re site availability and procurement Progressing Initial Agreement for approval
East Calder	2	Re-provision with increased capacity	HubCo drafted plan Negotiation with West Lothian Council re site availability Progressing Initial Agreement for approval
Blackburn	3	Re-provision with increased capacity	New Build in progress due to open September 2017
Linlithgow	4	Expansion or re-provision	Refurbishment completed to increase clinical capacity and improve space utilisation 2016
Winchburgh	5	Re-provision with increased capacity	Discussion with Practice re requirements following merger with Kirkliston
Carmondean	6	Refurbishment to increase clinical capacity and space utilisation	Refurbishment completed 2016
Dedridge	7	Refurbishment to increase clinical capacity and space utilisation and meet DDA/HAI standards	Refurbishment completed 2016
Whitburn	8	Refurbishment to increase clinical capacity, improve space utilisation and meet DDA/HAI standards	Architect Plans developed Application for Capital Pipeline 2017/18
Murieston	9	Re-provision with increased capacity	GP developed new premises: Opened 2016
Craigshill	10	Refurbishment to increase clinical capacity, improve space utilisation and meet DDA/HAI standards	Draft plans 2017/18
Boghall	11	Determine future use of building	Exploring options for future use
Bathgate	12	Maintenance in accordance with Lease	Modern Facility (2001)
Howden	13	Refurbishment to increase clinical capacity, improve space utilisation and meet DDA/HAI standards	Completed refurbishment 2014
Kirkliston	14	Maintenance in accordance with Lease	Modern Facility (2003) Discussion with Practice re requirements following merger with Winchburgh
Blackridge	15	Maintenance as required	Refurbishment to increase clinical capacity and space utilisation and meet DDA/HAI standards completed 2004
Stoneyburn	16	Maintenance as required	Refurbishment to meet DDA/HAI standards completed 2015
Fauldhouse	17	Maintenance in accordance with Lease	Modern Facility (2013)
Strathbrock	18	Maintenance in accordance with Lease	Modern Facility (2002)
West Calder	19	Maintenance in accordance with Lease	Modern Facility (2013)