



## Barnet Health Overview and Scrutiny Committee

4 July 2016

<b>Title</b>	<b>Colindale Health Project Update</b>
<b>Report of</b>	LB Barnet, NHS England and Barnet CCG
<b>Wards</b>	Colindale, West Hendon
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	None
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### Summary

At their meeting in December 2015, the Health Overview and Scrutiny Committee received a presentation from NHS England and the London Borough of Barnet on the estates proposals for future GP services in Colindale. At the meeting, the Committee requested to be provided with a further update report at their July 2016 meeting.

This report provides details of the public consultation feedback on the proposals as described within the Options Appraisal document. Work to prepare an Outline Business Case for the replacement of Grahame Park Health Centre, together with the Full Business Case for a new start up practice in Beaufort Park as part of longer term Central Colindale proposals has been commissioned and work is underway on both documents. In parallel the Council has begun detailed negotiations with the developers of each of the key sites.

The next step in terms of the work of this committee will be the review of the two business case documents once they have been considered and approved by NHS England and Barnet CCG; this is anticipated in late Autumn 2016.

## Recommendations

### 1. That the Committee note the report.

#### 1. WHY THIS REPORT IS NEEDED

- 1.1 As part of their engagement plan, NHS England (NHSE) requested that the Barnet Health Overview and Scrutiny Committee receive a presentation on the provision of health services in the Colindale area. Upon consideration of the report, the Committee requested to be updated on the consultation feedback and progress with the business case in July 2016.

#### 1.2 Updates in relation to matters previously raised by the Committee

- 1.2.1 Officers contacted Burnt Oak Ward Members as part of the Public Consultation and invited them to respond. However engagement from the Labour Group of Members continued to be mainly led by the Colindale Ward Members.
- 1.2.2 The difficulties associated with getting GPs to occupy newly delivered space within the new facilities will be de-risked for both Grahame Park and Central Colindale through the following matters that have been resolved:
- a. Parkview Surgery have confirmed their preference to consolidate the branch surgery into their main practice, as a result they will not be required to take on a lease at the replacement Grahame Park health facility. This change to services will be integrated into and signed off as part of the Outline Business Case. The Practice will now consult on their plans to close the branch surgery and seek agreement from the North Central London Joint Committee for this service change.
  - b. Everglade Medical Practice has agreed to 'sponsor' the Outline Business Case for the replacement health facility at Grahame Park, and therefore has demonstrated full commitment to the relocation and the relevant implications associated with the business case.
  - c. NHS England (with CCG agreement) shall begin the procurement processes to identify and appoint a new GP provider for the Central Colindale facility during 2016-17. The procurement will specify that the practice will operate from the new temporary facility in Beaufort Park, alongside leading on developing the OBC for the longer term relocation to a permanent facility opposite Colindale Tube Station.
- 1.2.3 The Council will take the head lease for the new Community Hub at Grahame Park and is considering also taking the head lease for the temporary Central Colindale facility to ensure timely delivery of new services. The void cost risk for the spaces will be underwritten by Barnet CCG and this commitment will be made viable through careful financial planning as part of each business case.

- 1.2.4 Through Council held leases the process of creating new facilities and meeting local community health needs will be de-risked for all current providers and commissioners. The preparation of the Full Business Case for Central Colindale can therefore be prepared ahead of the completion of the NHS England procurement process for the new GP provider. Overall this will ensure faster delivery of the new services.

### **1.3 Outcomes of the Public Consultation**

- 1.3.1 A report on the findings of the public consultation was published by Barnet Council in March 2016 on its Consultation Hub website. Please see section 1.4 of this report for a summary of the headline findings, and the background papers for the full details.
- 1.3.2 The consultation consisted of an online survey published on [engage.barnet.gov.uk](http://engage.barnet.gov.uk). Paper copies were available in Grahame Park Library and Grahame Park Health Centre. A letter and leaflet with details of the consultation were sent to residents of Grahame Park, the Colindale area (as defined in the Colindale Area Action Plan) and West Hendon, and patients of the Everglade Medical Practice and Parkview Surgery.
- 1.3.3 In total 103 surveys were completed, including 86 online responses and a further 17 paper responses. Of the 93 respondents who specified in what capacity they were completing the survey, 95 per cent of responses were from Barnet residents, with a further single response from a Barnet resident and business, one from a local GP provider, one from a representative of Central London Community Health and two others, including a member of a GP patients' panel. This was viewed by a local Ward Member as a successful level of response to a public consultation in the locality.
- 1.3.4 Four drop-in sessions also took place, though attendance at these events was low. Residents and stakeholder organisations were invited to send any specific queries about the public consultation to NHS England via post, email or telephone. It is possible that people were unaware of the consultation, but due to the nature of questions and queries raised, it is considered that the low levels of controversy with the proposals meant less people felt the need to articulate concerns or seek clarity in person at consultation events.
- 1.3.5 The public consultation has delivered improved local awareness, particularly amongst stakeholders, and has therefore informed the direction of travel and specific requirements needing to be fed into the commissioning of the Outline Business Case for Grahame Park and / Full Business Case for Central Colindale.

### **1.4 Feedback from the Public Consultation**

- 1.4.1 The following information is the main findings of the report.
- 1.4.2 91% of survey respondents were registered at a GP practice, of which 39% were registered at Grahame Park Health Centre (Everglade and Parkview practices). 68% of the respondents agreed their GP practice building is safe and well maintained; whilst 59% agreed and 20% disagreed the facilities meet their needs.

- 1.4.3 There is lower satisfaction with the availability of GP appointments, 52% said they are unable to get an appointment when they need one compared to 37% that said they could get one.
- 1.4.4 There is a mixed level of satisfaction with GP opening hours (40% satisfied and 41% dissatisfied); yet 86% of respondents were in favour of extending GP opening hours. Opinions about how to extend hours of operation were split. Overall there was similar preference for both evening and weekend appointments, and lower preference for early mornings or lunchtimes.
- 1.4.5 Satisfaction with existing primary care services was generally positive with 66% satisfied with customer services, 51% with the range of services provided and 64% with the service provided by medical staff.
- 1.4.6 However booking appointments is clearly an issue, with 98% of respondents favouring effective telephone appointment booking systems (resolve in a single call) and 88% also wanting the introduction of online appointment booking services. Reducing the time and hassle of booking appointments is an important step for patients locally.
- 1.4.7 74% would like to be able to see a GP of their choice and 65% would like the option of telephone consultations. There was lesser interest expressed in being able to choose the gender of the GP (52% in favour) and low interest in access to 'online' consultations (35% in favour).
- 1.4.8 72% of respondents support a replacement health facility at Grahame Park, and 86% support the introduction of a temporary health facility (with a new start-up practice) operating from Beaufort Park, as soon as possible.
- 1.4.9 There was support, but to a slightly lesser extent (68%) for the long term Central Colindale provision being from the Peel Centre (opposite Colindale Tube Station); it is expected the 18% differential level of support for the permanent relocation is probably linked to those survey responses from residents of Beaufort Park.
- 1.4.10 There was more ambivalence around the proposal for no changes to GP services in West Hendon over the coming decade, with 65% of respondents answering 'don't know' or 'neither agreeing nor disagreeing'. However it should be noted that of the 20% of respondents who disagreed with this proposal, these tended to be those registered at GP practices in the West Hendon area.
- 1.4.11 Of the respondents who disagreed or strongly disagreed with the proposal for no change to services in West Hendon, most were registered at Hendon Way surgery (4 of 5 respondents registered), a GP practice in another borough (3 of 4 respondents), and the one patient registered at the Jai Medical Centre (Branch). Therefore it is recommended that NHS partners should have a watching brief in the local area to regularly review the impact of population change and capacity of primary care services.

## **1.5 Commissioning of the Business Case documentation**

- 1.5.1 In December 2015 the NHS England Finance, Investment, Procurement and Audit (FIPA) Board received Project Initiation Documentation (PIDs) that followed their recommendation that the project split development of new facilities and services in Colindale into two separate business cases. Each business case must

stack up independently, but be developed in parallel to ensure interrelationships between the sites and services are fully taken into account:

- The replacement of Grahame Park Health Centre, with the business case to be sponsored by the current GP practices.
- The procurement of a new GP service for Central Colindale by NHS England provided there is support from Barnet CCG via co-commissioning arrangements, to be sponsored by NHS England London Region.

- 1.5.2 During January – March 2016 the Parkview Surgery proposal to consolidate into their main site was agreed to be requested via the Grahame Park Outline Business Case (OBC). A briefing paper on requirements, including those of facility owner Central London Community Health (CLCH), was prepared by NHS England for the practice.
- 1.5.3 In September 2015 the Colindale Health Project Board agreed to fund the development of the OBC for the replacement Grahame Park Health Centre using developer contributions. The board recognised that securing timely completion of the business case would commissioning the OBC on behalf of the practice.
- 1.5.4 In March 2016 NHS England wrote to LB Barnet to confirm that it has agreed with Barnet CCG to fund the preparation of the business case for Central Colindale through the Primary Care Transformation Fund.
- 1.5.5 In March 2016 the Council issued the tender specification for the two OBCs to North London Estate Partnership (NLEP). They are a pre-procured provider of consultancy services via an NHS framework agreement.
- 1.5.6 On 23 May 2016 Barnet Council confirmed the acceptance of the fee proposal from NLEP and formal development of the business case via delegated authority. It was agreed that project timescales would need to slip to recognise it will only be possible to achieve FIPA sign off of the business cases in September 2016 as opposed to June 2016 as indicated to the committee in December 2015.
- 1.5.7 Subsequently discussions with the NHS England Project Advisory Unit have helped to shape the direction of the recommendations sought through the business cases. The Grahame Park OBC will be unchanged. However the Central Colindale documents will now be a Full Business Case based on the temporary facility and creation of the new start-up practice.
- 1.5.8 Paired with a feasibility study (including a high level financial case) it will set a firm direction of travel for the long term relocation to the permanent facility, and the long term capital and revenue requirements associated with this new start up practice (feeding into Council and CCG business planning, enabling this information to feed into the NHS England procurement process).

## **1.6 Negotiation of detailed requirements and leases with developers.**

- 1.6.1 In December 2015 the Council signed the S106 Agreement with Redrow for the Peel Centre site, this agreed to the provision of a health facility in Phase 2 of the development, to be made available to the NHS in two stages according to NHS space requirements for expansion and based on a market rent.

- 1.6.2 In February 2016 the Council commissioned Regional Enterprise (Re), drawing on health expertise from Capita Consulting, to undertake a review of space utilisation and service requirements for a replacement Grahame Park Health Centre. This process was designed to finalise the 'Schedule of Accommodation' requirements including consideration of opportunities for efficiencies associated with the co-location of health, children's and community facilities.
- 1.6.3 In April 2016 the Grahame Park report on accommodation requirements was completed and negotiations began with Genesis Housing Association around the best means of delivering the proposed community hub within their development.
- 1.6.4 In May 2016 NHS England commissioned the District Valuer to appraise the likely market rents associated with the various facilities in Colindale to inform lease negotiations and financial planning associated with the business cases.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 By receiving this update, the Committee will be kept up to date on the issues surrounding primary care provision in the Colindale regeneration area.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 1.1 None in the context of this report.

## **4. POST DECISION IMPLEMENTATION**

- 1.2 Once the Committee has scrutinised the report, they are able to consider if they would like to make any recommendations to NHS England.

## **5. IMPLICATIONS OF DECISION**

### **1.3 Corporate Priorities and Performance**

- 1.3.1 The Overview and Scrutiny Committee must ensure that the work of Scrutiny is reflective of the Council's principles and strategic objectives set out in the Corporate Plan 2015 – 2020.
- 1.3.2 The strategic objectives set out in the 2015 – 2020 Corporate Plan are: –

*The Council, working with local, regional and national partners, will strive to ensure that Barnet is the place:*

- *Of opportunity, where people can further their quality of life*
- *Where people are helped to help themselves*
- *Where responsibility is shared, fairly*
- *Where services are delivered efficiently to get value for money for the taxpayer*

## **1.4 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 1.4.1 There are no financial implications for the Council associated with this report. However the Committee should note that it makes reference to the decision approved under delegated powers to commission business case documentation from North London Estates Partnership, the combined value of which was £73,496.50, as a call-off from the OJEU procured LIFTCo Strategic Partnering Agreement.
- 1.4.2 As reported in Paragraph 5.2.4 of the approved Delegated Powers Report (see paragraph 6.1 for reference and weblink), a budget of £137,500 has been allocated for delivery of the Outline Business Cases / Full Business Cases, comprising £62,500 of S106 monies and £75,000 from the Primary Care Transformation Fund. This budget funds both the costs of services from NLEP, as well as the council's own costs in relation to project management and oversight of the project.

## **1.5 Social Value**

- 1.5.1 The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. Before commencing a procurement process, commissioners should think about whether the services they are going to buy, or the way they are going to buy them, could secure these benefits for their area or stakeholders.
- 1.5.2 The Business Cases being developed will consider the social value opportunities that could be secured through the projects:
- At Grahame Park the principle opportunity is through the new 'Community Hub' to draw more closely together the planning and commissioning of children's and health services, alongside the opportunity to consider the role of community partners in supporting service delivery outcomes.
  - In terms of the Central Colindale proposal, the procurement process for a new practice led by NHS England provides the opportunity to shape the requirements of services and capture these within the service specification for the new GP provider due to operate from these facilities.
- 1.5.3 Through the Colindale Health Project Board there is the opportunity for LBB, Public Health and Barnet CCG priorities to be considered in relation to the commission, and the opportunity for this will be considered as part of the preparation of the Full Business Case.

## **1.6 Legal and Constitutional References**

- 1.6.1 Section 244 of the National Health Service Act 2006 and Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013/218; Part 4 Health Scrutiny by Local Authorities provides for the establishment of Health Overview and Scrutiny Committees by local authorities.

- 1.6.2 The Council's Constitution Article 15- Annex A (Responsibility for Functions) sets out the terms of reference of the Health Overview and Scrutiny Committee as including having the following responsibilities:

*"To perform the overview and scrutiny role in relation to health issues which impact upon the residents of the London Borough of Barnet and the functions services and activities of the National Health Service (NHS) and NHS bodies located within the London Borough of Barnet and in other areas."*

## 1.7 Risk Management

- 1.7.1 Not receiving this report would present a risk to the Committee in that they would not have the opportunity to scrutinise the provision of primary care facilities within the area.

## 1.8 Equalities and Diversity

- 1.8.1 Equality and Diversity issues have been recognised as mandatory considerations in relation to this project, pursuant to the Equality Act 2010. Matters of equality and good relations have been integrated into day to day business, the design of policies and the intended approaches to the delivery of services.
- 1.8.2 The following duties set out in s149 of the Equality Act are supported through the work of the Colindale Health Project by effective collaboration and internal challenge between the project partners:
- *Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
  - *Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*
- 1.8.3 The Council has joined up its thinking with partners on Health and Wellbeing to produce a Joint Strategic Needs Assessment (JSNA). The JSNA aims to promote better outcomes for the rich diversity of all Barnet citizens by informing the approach to identify need, promoting inclusion and addressing social isolation. It will also ensure that every penny of public money is used as efficiently as possible and with maximum positive impact by having a shared understanding of the size and nature of Barnet's residents in each place.
- 1.8.4 Colindale is the 17th largest Ward by area in the borough, yet in 2012 it was the 3rd most populous ward with 18,727 residents and now it is the most populous Ward in the borough. Therefore the way people are living in Colindale represents a radical shift towards a more urban form of living experienced more commonly in Inner London. In that context the health and community infrastructure developed in Colindale will have an important role on future health outcomes in the locality.
- 1.8.5 Currently in Colindale Ward, the average life expectancy for men is slightly below the borough and London averages, and therefore partners involved in this project are aware of the need to ensure effective and timely availability of services. The Business Cases discussed in this report are focused on the needs of the local



population and securing enhancement of local health services whilst recognising the need for improvements sits within the context of limited public resources.

- 1.8.6 The public consultation report recognised it had delivered a consultation process that was broadly consistent with the demographic profile for the Colindale Ward in terms of gender, disability and age. However there were a number of underrepresented groups in the survey sample that should be targeted in relation to any subsequent consultation and engagement activities. Specifically this included 18-24 year olds and Asian and Black residents.
- 1.8.7 This in part may be due to the Ward having a disproportionately higher level of young people than the borough average, meaning a greater level of engagement with this harder to reach group would have been required to ensure proportional parity with the Ward average. In terms of the Asian and Black residents, again this group is much more significant in Colindale than the borough average, for example 12.8% of residents describe themselves as from Black African origin compared with a borough average of 4.3%. Together with the recognition that 63% of school children in the area do not have English as their first language in the home, compared to a borough average of 44%, means the BAME group of residents were again much harder to reach, in part due to language barriers.
- 1.8.8 Therefore it is a partial success that the survey did receive responses from both of these harder to reach communities, even though a greater proportion of responses would have been better. Therefore attention in relation to this consultation should be balanced by the feedback from stakeholders, such as Local Ward Councillors and Patient representation groups who have a role in speaking on behalf of all local interested parties and communities.
- 1.8.9 The Patient Participation Groups at Everglade Medical Practice and Parkview Surgery Branch Practice were offered additional engagement events about the public consultation. However, the Parkview Surgery advised that there were no major queries and NHS England did not receive any requests for specific engagement events from any other patient participation groups across the area.

## **1.9 Consultation and Engagement**

- 1.9.1 The Project Team are taking the opportunity to engage with the Barnet Health Overview and Scrutiny Committee by submitting this report and summarising the feedback from the public consultation that was managed by LB Barnet.
- 1.9.2 The full report on the findings of the public consultation is available online, details of how to access the report are set out in the background section of this report.
- 1.9.3 By attending the Committee meeting it should offer the members the opportunity for any follow-up questions about the public consultation and how this has shaped the direction of travel for the Business Cases.

## 1.10 Insight

- 1.10.1 None in the context of this report. Upon considering the report, the Committee will determine if they require further information or future updates.
- 1.10.2 As part of the business case process, the background demographic analysis is being updated to ensure continued accuracy in relation to the projected timetable for population growth in the Colindale regeneration area.

## 6. BACKGROUND PAPERS

### 6.1 Delegated Powers Report (dated 23 May 2016) *“Procurement of service to develop the business cases for future health facilities in Colindale”*

<http://barnet.moderngov.co.uk/ieDecisionDetails.aspx?ID=6253>

### 6.2 Colindale Health Facilities Project consultation documentation:

#### 6.2.1 *Public Consultation documentation on the Option’s Appraisal report is available online at:*

[https://engage.barnet.gov.uk/commissioning-group/colindale-health/consult\\_view](https://engage.barnet.gov.uk/commissioning-group/colindale-health/consult_view)

#### 6.2.2 *The specific Consultation Findings report is available from that same website, the direct link is:*

[https://engage.barnet.gov.uk/commissioning-group/colindale-health/supporting\\_documents/Colindale%20health%20consultation%20report%20FINAL.pdf](https://engage.barnet.gov.uk/commissioning-group/colindale-health/supporting_documents/Colindale%20health%20consultation%20report%20FINAL.pdf)