

Brixham Hospital Site Development: “Brixham Health & Care Village”

The overall aim of this paper is to inform a clear strategic decision making process for the service requirements and developments of the Brixham Hospital site. This paper will form the basis for the development of the Business Case.

There are several factors which must be considered for the development of the Brixham Hospital Site:

- 1) Following the successful refurbishment of the Briseham Unit to form two 10 bedded wards and successful refurbishment of the main hospital building, it is no longer necessary to rebuild the hospital. The investment of £2 million in the existing estates has maximised its potential and resolved a number of backlog maintenance concerns and improved the environment for patients significantly.
- 2) Brixham is served by three GP practices. Two of these practices, Greenwood Surgery and St Luke’s Medical Centre, are housed in substandard accommodation. The premises are undersized and not fit for delivery of modern healthcare. Re-provision of these practices will be subject to Torbay Care Trust’s standard primary care value for money and procurement processes.
- 3) Brixham Health and Social Care Community Team are currently housed on the Brixham site within a portakabin, which is only fit for purpose in the short term. Torbay Care Trust’s intention has always been to build permanent accommodation for the community team on-site. This will ensure the team remains based within Brixham to serve the local population effectively.
- 4) The contract for St Kilda Residential Care Home was awarded to Sandwell Community Caring Trust via a competitive tendering process. This detailed the provision and planning assumption that Torbay Care Trust would work with Sandwell to re-provide the St Kilda premises. Torbay Care Trust has therefore made a commitment to work with Sandwell Community Caring Trust to rebuild St Kilda Residential Care facility within Brixham. The current building is not ideal, with shared bathrooms for example and restricts flexibility of use.
- 5) Torbay Care Trust will honour the Mayoral pledge to the 8 remaining long term residents of St Kilda. They will live out their days within St Kilda, in its re-provided facility.

The Brixham Hospital site currently provides:

- 20 bedded inpatient facility
- Minor Injuries Unit
- Outpatient clinics
- Physiotherapy Department
- Family Health Services, including family planning clinics

There is scope for development on land located at the hospital site. Torbay Care Trust is in an excellent position to undertake partnership working and create new buildings to house additional health and social care services within the grounds of the hospital site. This paper proposes the content of the new site and seeks to create a health and social care complex,

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providing multiple health and social care facilities for the residents of Brixham and the surrounding area, on one site. An added advantage will be the use of the site for community health and social care related meetings.

Since 2006 the Head of Estates and senior colleagues have worked closely with the League of Friends. The Friends have been consulted with and involved in all changes and proposals on the Brixham Hospital site. They are an important stakeholder and are supportive of developments at the Brixham Hospital site. Following more recent discussions, Friends have offered a significant financial contribution to enhance the site and enable the delivery of additional services.

Sandwell Community Caring Trust are also committed to the re-provision of St Kilda's on the Brixham Hospital grounds. Sandwell is also proposing to develop and manage extra care housing on-site, as a sign of their commitment to this endeavour. Extra care would be provided by Sandwell at no risk to Torbay Care Trust. However, Torbay Care Trust would continue to own the site of the housing and maintain a controlling interest over the future use of facilities built on-site.

Brixham Health and Care Village

In addition to the current provision, it is proposed that the following developments are re-provided within the hospital grounds:

- Provision for the Brixham Community Health and Social Care Team
- Provision for GP services (Greenswood Surgery and St Luke's Medical Centre)
- Re-provision of St Kilda's Residential Home, including additional services for the locality
- Provision of Extra Care Housing

Work will need to take place with the two GP surgeries, Sandwell and their architects to arrive at the optimum solution for the GP scheme, in terms of affordability and build on-site. The Trust's Primary Care Advisors will also be involved in this process to ensure value for money and optimised use of the available land. This will form a vital part of the sign-off process for the GP re-provision scheme.

St Kilda Re-provision

The St Kilda re-provision offers an invaluable opportunity to reshape the care delivered within the facility and tailor the services offered to the needs and wishes of local residents.

Sandwell Community Caring Trust is currently contracted for the provision of 36 beds. St Kilda currently provides:

- Up to 20 beds for intermediate care clients
- Up to 7 beds for respite care
- Up to 9 beds for long term residential care

An audit, commissioned by Torbay Care Trust is currently being conducted by Compass House Medical Practice to evidence those clients who, due to current admittance restrictions, cannot be placed within the local Brixham area. The audit also includes those clients being placed at St Kilda and other nearby residential and nursing homes. The results of this audit are expected towards the end of March 2011 and will enable Torbay Care Trust to evidence the full requirements within Brixham and those specific additional services to be accommodated as part of the St Kilda re-provision.

To maximise the usage of beds, Torbay Care Trust recognises the requirement that the re-provision of St Kilda creates an appropriate environment, resourced to enable flexible usage of its bed stock. Optimal usage of the facility is only achievable if the service provision can be flexible to meet the varying needs of the community. Whilst negotiations have not yet finalised the detail, it is anticipated that the re-provision will aim to provide intermediate care assessment and rehabilitation, mental health assessment, residential care and nursing care facilities. However, in the financial climate, it is important that the re-provided services are broadly cost neutral. Negotiations and modelling of the appropriate mix to achieve this will determine the final service provision. Some service needs identified within this paper may be provided for by other partners within the independent sector.

In accordance with the mayoral pledge, the 8 current long term residents of St Kilda will benefit from the new provision and can be assured of their continued residency and care from Sandwell staff. From review of the market, there is limited availability and choice of nursing homes within Brixham. As such, the design of St Kilda will include the ability to take nursing level clients and this is a key area of discussion with St Kilda and our hospital partners.

Mental Health inpatient assessments are currently being conducted by other providers within Torquay. The Local Dementia Statistics 2007 (Alzheimer's Society national figures) highlights that the proportion of both males and females aged 65 and over with dementia in Torbay is the highest in England, at 6.57% and 11.0% respectively. Torbay Care Trust's Dementia Strategy highlights Brixham as having an older average population age than the remainder of Torbay. It is therefore fair to assume that the prevalence of dementia within Brixham is higher than that within the remainder of Torbay. As such, the negotiations around the new St Kilda include the potential to develop the capacity for mental health services. This service will primarily cater for Brixham residents and would also support the existing arrangements within Torquay.

It is important to continue to provide for intermediate care rehabilitation and assessment facilities locally, as part of the re-provision. A pilot is currently underway, increasing the

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intermediate care capacity at St Kilda during the winter period, where service escalation is required. Feedback during the pilot has been positive. The overall results will feed into negotiations for the re-provision and ensure intermediate care provision is sufficient throughout the year.

Active day rehabilitation could provide a day based service for clients to support their continued living in their chosen place of residence. They would attend St Kilda to receive assessments and rehabilitative therapy. This service would not seek to replace outpatient facilities provided by Brixham Community Hospital, but rather complement the range of services on offer. It could include assessments and rehabilitation for those clients who require additional reablement or adaptations to their home. Specialised active day rehabilitation could also be provided for mental health clients, such as memory groups for clients with dementia. These services would also contribute to the provision of respite for carers.

Modernised day services could be offered in place of the current contract for traditional day care. Services should be developed and amended on an ongoing basis to ensure they reflect the interests and wishes of clients utilising them.

Dependent on occupancy rates of inpatient facilities, active day rehabilitation and modernised day service places will vary. That is, as inpatient occupancy increases, day services may need to decrease to ensure staff-to-patient ratios are appropriate and the health and safety of patients and staff is not compromised.

Access to the following services should be provided as standard for residents and day clients:

- Podiatry
- Hairdressing
- Bathing
- Dentistry

Initial plans have proposed the St Kilda's re-provision could be sited on the unused grass area at the hospital site. However, detailed work is required with all stakeholders before a plan can be signed off. This plan will ensure the most effective and efficient use of the available land to provide the most appropriate working solution for stakeholders, and best access for patients and clients.

Risks & Issues

Risk / Issue	Control
High capital expenditure required to continue with this venture	Torbay Care Trust will not be required to contribute capital funds. Plans are in place for Sandwell Community Caring Trust to loan and contribute circa £4million to the development. The League of Friends will also make a substantial contribution. Torbay Care Trust will contribute the land for the development. The ownership of the site will be established in a legal form that protects the investments made by the NHS and League of Friends, to ensure continuity and full protection, so the land can only be used for health and social care.
Extra Care Housing is a separate entity to St Kilda and therefore must offer independent living to the clients on-site	Sandwell Community Caring Trust to manage Extra Care housing and ensure provision of independent living and maintain as a separate business venture
Sandwell to develop workforce to accommodate the variation to service provision	Re-build process will take up to 3 years is the scheme is approved in 2011. This will therefore allow time for Sandwell to develop the appropriate workforce
Failure to increase therapy staff capacity may result in decreased efficiency and capacity at St Kilda or to manage clients within their chosen place of residence	Employ additional therapy staff and/or implement sharing of therapy staff from Brixham Hospital and community team. Sandwell are also investigating the possibility of employing their own therapy staff for St Kilda
Increased buildings, staff and visitors to site may result in reduced parking availability.	Brixham Hospital is located on a regular bus route. It is acknowledged that parking will be challenging. However, Torbay Care Trust will ensure it maximises parking for patients, within the given constraints of the planning regulations and environmental considerations.
Introduction of active day rehabilitation may reduce the need for outpatient facilities on the Brixham Hospital site	Active day rehabilitation will work alongside outpatient facilities at the hospital rather than replace them. However, the Head of Estates and managers within Brixham Hospital are working together to change the schedule and improve the occupancy and efficient use of consulting rooms within the outpatients department.

Benefits

1. Improved usage of existing NHS facilities and grounds
2. Creation of a bespoke “health and care village” to provide access to the most essential service requirements of Brixham’s residents on one site. This health and care village will serve as a community facility for health and social care activities, including meetings for schemes such as expert patient, co-creating health, carers groups, young parent groups etc
3. Provision of a fit for purpose inpatient facility to provide flexible inpatient care in Brixham.
4. Creation of a permanent build for the community health and social care team within Brixham town
5. Increased Extra Care housing provision within Brixham
6. Increased and flexible usage of Brixham Hospital wards and staff to provide additional internal step-down facility as required during periods of winter escalation.
7. Co-location on-site for Brixham GPs and the community health and social care team, improving upon integrated working.
8. Increased capacity and usage of step-down facilities during winter escalation ensures continued throughput of patients from District General and Community Hospitals, relieving hospital bed pressures.
9. Increased usage of hospital outpatient department with further possible services accessible on-site as a result
10. Whilst NHS land will be invested, it will be retained by Torbay Care Trust via a leasehold contract with Sandwell. No capital investment will be required from Torbay Care Trust to undertake this development and Torbay Care Trust and the League of Friends will ensure the site remains used for the benefit of the local community and its health and social care needs.

Next Steps

1. Work is ongoing to ensure the best possible service and bed mix for St Kilda to meet the needs of Brixham residents, support the wider health and social care community and offer the best value for money.
2. Work is required to determine what level of risk each organisation will assume as part of the variation to contract. Discussions should take place to agree block and spot purchase of various activities to ensure best possible value for money for Torbay Care Trust and the local Brixham population.
3. A timeline has been included (overleaf) to demonstrate the activities and next steps required to deliver the re-provision of St Kilda and the wider hospital site development.

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Activity	Deadline	Status
League of Friends Committee Meeting (consultation)	7 th February 2011	Complete
Brixham Community (Ward) Partnership Consultation	21 st February 2011	Complete
Commissioning Paper for Brixham Hospital Site Development to Torbay Care Trust Management Team	28 th February 2011	Complete
Brixham Town Council Meeting (Consultation)	07 th March 2011	Complete
Commissioning Paper for Brixham Hospital Site Development to Health Scrutiny Committee (commencing consultation)	10 th March 2011	Complete
GP Scheme Memorandum of Understanding	31 st March 2011	Work in progress
Memorandum of Understanding (All Partners)	30 th April 2011	Work in progress
Commissioning Paper for Brixham Hospital Site Development to Commissioning Group	12 th April 2011	Work in progress
Detailed Commissioning Paper for St Kilda Re-Provision drafted for Torbay Care Trust Management Team and Health Scrutiny Committee	14 th April 2011 MTM: 19 th April 2011 Health Scrutiny: 16 th June 2011 (tbc)	Work in progress
GP Scheme Business Case	31 st May 2011	
League of Friends Legal and Financial 'sign off'	31 st May 2011	

Longer term activity post May 2011 (detailed below) is estimated for planning purposes only and subject to change, dependent on the completion of other activities in the timeline

Activity	Deadline	Status
Full Business Case (Whole Site Development)	30 th June 2011	
Full Business Case to SHA	31 st July 2011	
Planning Application	31 st August 2011	
OJUE Build Contracts	30 th September 2011	
Appoint and Mobilise Contractors	31 st October 2011	
Construction Phase Commences	February 2012	