Ripon Community Development Partnership Proposal

Project Vision

April 2015

Background
There is a central government requirement for public authorities to work more closely together for the benefit of communities, to ensure best value of assets and to deliver quality services at reduced cost.

There exists an opportunity in Ripon for a partnership approach to seeking solutions to local need for the following organisations:

- North Yorkshire County Council Health & Adult Services
- Harrogate and Rural District Clinical Commissioning Group
- Harrogate Borough Council
- Harrogate & District NHS Foundation Trust
- Dr Fletcher and Partners
- Ripon Spa Surgery
- North House Surgery

An initial meeting was held to outline the needs and aspirations of each partner and further meetings were held to explore “the art of the possible”.

The intention of this partnership is to provide a joint approach to seeking a solution to a range of needs for the transformation of facilities and services in Ripon. The County Council has a large site at Kirkby Road which could meet this need, assuming an appropriate design and funding solution can be agreed (the preferred site). The County Council is willing to conduct an OJEU-compliant procurement process to appoint a partner who will deliver the partnership’s identified specification if that is considered to be the best approach, however, the partnership will also consider other routes to identifying a partner, such as the Homes & Communities Agency (HCA) Development Partner Panel 2 (DPP2) solution.

Adopting this joint approach will secure best value in development terms as one solution could meet a range of needs and will negate the need for each organisation to appraise, fund and procure its own solution in isolation.

Existing services will need to remain operational whilst the new provision is being developed and there are some inter-dependencies that will require the project to be managed and developed in phased manner, based on a domino effect.
**Project Vision**

The partners have a joint vision to transform existing facilities and services in Ripon that will combine housing, health, social care and leisure services in a truly innovative way to enhance and protect services for the community long into the future.

Making best use of assets and available funding, the partnership aims to pilot an approach to integrated care which joins up housing, leisure, health and social care services in order to improve patient outcomes.

The project will provide a replacement for Ripon Community Hospital’s services and a new facility for three GP practices as well as a base for adult social care services.

It will strengthen the local community to better support the management of long-term conditions and provide enhanced and appropriate services such as intermediate care, respite and step up/step down services as well as palliative and end of life care.

It will provide modern, specially-designed supported housing and extra care housing for adults with a range of needs from low-level support through to end of life care at home. The housing will provide on-site care and support to older people living with age-related frailty and disability, including those living with dementia and to younger adults with a learning disability and people with more complex needs.

It will enable the development of a new swimming pool to replace Ripon Spa Baths and establish links between this facility and physical therapies such as physiotherapy and occupational therapy and other community-based health and wellbeing programmes.

**Required Outcomes**

Each partner has set out its required outcomes from the project, as follows:-

**Harrogate Borough Council**

New swimming pool required to replace Ripon Spa Baths. A Community Pool offering the opportunity for swimming and aquatic activity. The preference is for a new facility on the Ripon Leisure Centre site to enable improved operational integration between wet and dry leisure facilities and the opportunity to re-focus the site as a base for community-based health services and health and wellbeing programmes. The assumption is that HBC will sell the existing Spa Baths site (which is adjacent to the Ripon Hospital site) to fund development of the new pool. The Council is however open to consider others sites or ways in which these objectives could be achieved.

**NHS**
The results of ‘Healthy Ripon’ the public engagement session held in 2013 concluded that:—

- People want a service in Ripon
- They want x-ray facilities
- They want an outpatients’ department
- They want a diagnostics facility
- Some beds need to remain but new models for providing these in an affordable and flexible way should be explored. This could be on the basis of shared use with Health & Adult Services within the extra care housing scheme. People want to be supported to remain independent by having access to care at home
- They want a physiotherapy service although this may be better placed in either the leisure centre or the extra care housing scheme for ease of community access

**General Practice in Ripon**

The three GP practices aim to work together to transform and enhance primary care in Ripon for the benefit of all patients in line with the NHS Five Year Forward View and the local Primary Care Strategy.

The three practices would be re-located to the new site within the extra care housing and new hospital building, sharing access with those facilities.

The intention is that the new facility becomes a community hub offering primary, diagnostic and urgent care facilities as a shared resource with the opportunity to explore closer working for extended hours.

Whilst retaining their separate business identities with each having allocated space, the three practices would share some facilities with each other and within the extra care housing scheme. Detailed design proposals are still to be discussed and agreed but the outcome would achieve a facility that has distinct practice areas along with a combined approach to service delivery to achieve streamlined, quality and efficient services whilst enhancing the patient experience.

The three practices wish to enable the provision of an on-site Pharmacy, owned jointly by the three practices. This would provide a 100 hour Pharmacy service.

**Vanguard Award**

Partners from health and social care in Harrogate and District have been chosen to take a national lead on transforming health and social care.

Harrogate’s Vanguard site is one of only 29 in the country to be chosen to lead the way in transforming care for local people. It is made up of the following organisations: Harrogate and Rural District CCG, Harrogate and District NHS Foundation Trust, North Yorkshire County Council, Tees Esk and Wear Valleys NHS Foundation Trust, Harrogate Borough Council and Yorkshire Health Network.
It will deliver access to prevention, advice and information for individuals who find themselves needing support 24/7. The aim will be to provide support to people to remain independent, safe and well at home with care provided by a team that the person knows and they can trust, set out in a universal care plan.

This service will be provided by an integrated care team from community based hubs such as the one proposed in Ripon, which include GPs, community nursing, adult social care, occupational therapy, physiotherapy, mental health and the voluntary sector. Boundaries between primary, community, acute, mental health and social care will be removed and acute hospital beds will be used only when they are truly needed.

This means that “George” for example, who has multiple long term conditions and lives alone, will have an agreed care plan going forward that people involved in his care, share and understand. He will be able to access advice and information in times of crisis 24/7 which will support him to stay in his own home whenever possible.

As a Vanguard site, the partners involved will be able to access a transformation fund and tailored national support to redesign local health and care services to keep people well. For local people, this will lead to significant improvements in their experience of health services and will ensure they can access the right care, in the right place, at the right time.

This award will bring national expertise, guidance and support that can be applied in Ripon.

North Yorkshire County Council
The County Council is looking to develop an extra care housing scheme, accommodation for people with a learning disability and for people with complex needs as well as peripheral bungalows for people with a physical disability. All accommodation would have access to the communal facilities within the extra care housing scheme and would be able to secure care and support services from the scheme. It would meet a range of ages, not just older people. The County Council has set out its expectations for design and ethos and good practice requirements for dementia care, which any scheme would be required to meet.

Partners
The members of the partnership and the named officers with responsibility for it are as follows:-

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Officer and Title</th>
<th>Role within this Partnership</th>
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<tbody>
<tr>
<td>NYCC Health &amp; Adult Services</td>
<td>Kathy Clark</td>
<td>Lead Officer for NYCC</td>
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<td>Assistant Director – Health &amp; Adult Services</td>
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<td></td>
<td>Dale Owens</td>
<td>Extra care and supported accommodation</td>
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<td></td>
<td>Head of Accommodation</td>
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<td></td>
<td>Marion Drewery</td>
<td>Project Support</td>
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<td></td>
<td>Project Officer</td>
<td>(Meeting arrangements, Agenda and Minutes)</td>
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<tr>
<td>Harrogate and Rural District CCG</td>
<td>Amanda Bloor</td>
<td>Lead Officer for HaRD CCG</td>
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<td>Chief Officer</td>
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<td></td>
<td>Dilani Gamble</td>
<td>Finance Lead for HaRD CCG</td>
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<td></td>
<td>Chief Finance Officer</td>
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<tr>
<td>Harrogate &amp; District NHS Foundation Trust</td>
<td>Jonathan Coulter</td>
<td>Lead Officer for HDFT</td>
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<td>Finance Director</td>
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<td>Dr Ros Tolcher</td>
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<td>Chief Executive</td>
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<td>David Plews, Deputy Director, Partnerships &amp; Innovation</td>
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<td></td>
<td>Angela Gillett</td>
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<td>Deputy Director of Planning</td>
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<td>NHS Property Services Ltd</td>
<td>Mike Dyson</td>
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<td>Capital Investment Manager</td>
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<td>John Watson</td>
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<td></td>
<td>Senior Property Manager</td>
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<td>Gary Dowson</td>
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<td>Dr Fletcher and Partners</td>
<td>Dr Alistair Ingram</td>
<td>GP Partner</td>
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<td>Church Lane Surgery</td>
<td>Dr Chris Preece</td>
<td>Integrated Care and Long Term Conditions - CCG</td>
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<td>North House Surgery</td>
<td>Dr Peter Johnson</td>
<td>GP Partner</td>
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<td>Nigel Peacock, Business Manager</td>
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<td>Ripon Spa Surgery</td>
<td>Dr Charles McEvoy</td>
<td>GP Partner</td>
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<td>Harrogate Borough Council</td>
<td>Lois Toyne</td>
<td>Lead Officer for HBC</td>
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<td>Head of Culture, Tourism and Sport</td>
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<td>Wallace Sampson</td>
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<td>Chief Executive</td>
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In each organisation, the Lead Officer is responsible, from their own organisation, for:-

- Authorisations and approvals
- Ensuring the right people attend meetings
- Securing any appropriate and relevant budget that is agreed by the partnership
- Providing clear, accurate and timely information, specifications and briefings to the partnership as required
- Respecting the confidentiality of partner organisations
- Liaising with partner organisations over any media stories – whether planned or unplanned
- Working with partner organisations to meet the tasks and timescales set out in the Partnership Project Plan and the Partnership Communications Strategy

Site Information
The County Council has a site at Kirkby Road, Ripon which is 9.8 acres in size and is a green-field site. It is bare scrubland that is regularly used by local people, mainly for walking dogs although it is currently leased for horse grazing. It is listed as amenity space within Harrogate Borough Council’s Local Development Plan (LDP).

In the past, the County Council has secured outline planning consent for this site for the development of general needs housing, however, this has since lapsed and, in June 2010, the County Council’s planning consultant advised that no detailed planning consent would be likely to be forthcoming in the short to medium term.

The site sits within the gypsum risk area of Ripon and there is a pond to the rear of the site which may suggest the presence of great crested newts. There is also likely to be local public concern about the loss of the site as open space, especially from those people who use the site to walk their dogs. A Phase 1 Site Investigation Report has confirmed the presence of gypsum on the site and a Phase 2 Site Investigation Report would be required to establish the extent of the gypsum and this Report would inform the assessment of the site’s development potential. The Phase 2 Site Investigation has not yet been commissioned and the decision whether or not to instruct this work will be taken by the partnership once early stage site appraisals have been undertaken. The presence of gypsum on the site does not mean that the site could not be developed but careful design would be required to the placement of buildings of different height and cost considerations would apply because of the potential and likely need for deep pile foundations and/or raft foundations.

The County Council has met with colleagues at the Borough Council from Housing Strategy and Planning. There is a positive and supportive response in terms of the identified need for extra care housing in Ripon and for the fact that the location of this site is convenient. The proposal to develop a scheme that would also provide a range of facilities and services in a partnership approach such as for dementia, physical disability, learning disability and general needs housing - an element of which will be affordable and therefore assist in meeting the Borough’s housing targets - alongside health and wellbeing facilities – is supported in principle.
Another consideration would be the requirement for some of the site to be retained as public open space in some way.

Borough planning colleagues acknowledged that there would be challenges to developing this site such as those outlined above. The informal advice is that these challenges are not insurmountable.

There is also the possibility of re-developing the existing hospital site although services would need to remain operational during any construction of new facilities. Again, this would add cost but, both the Kirkby Road site and the hospital site present development challenges that would add cost for different reasons.

The partnership is in the process of appointing a consultant to undertake an appraisal and financial modelling of both sites as well as to consider any other sites that may be available in the City.

Colleagues from Highways at NYCC will be included in site appraisals.

Harrogate Borough Council owns the Ripon Spa Baths site which is adjacent to the Ripon Hospital Site and also owns the Ripon Leisure Centre site and adjacent land on Dallamires Lane.

**Options Appraisal, Approvals and Funding**

NHS Property Services Ltd and NHS England Finance Directorate are providing guidance for the procurement of a consultant to undertake the options appraisal work and on potential sources of capital and revenue funding.

The consultant will be required to:

- Produce a Phase 1 Project Initiation Document (PID) to include:
  - Phased project plan
  - Project timetable with key milestones/decisions
  - Phased project budget
  - Project structure, taking account of all stakeholder governance requirements,
  - Project risk register

The Project Brief and PID will be put to the Partnership Steering Group and NHS England and must be approved prior to commencement of the next stage. If it is decided not to proceed, then the project will cease at this stage. If however the Phase 1 work provides enough evidence to proceed, then the consultant will be required to:

- Undertake an options appraisal of potential sites, to include (but not limited to) space and massing, deliverability, access and planning issues, risks and benefits, concluding with clear recommendations
• Undertake an options appraisal for the possible site on Kirby Road
• Identify options for redevelopment of the existing hospital site and the adjacent Ripon Spa Baths site (separately and together)
• Review existing/alternative uses for the sites that may result in capital receipt to support the project. Identify medium- and long-term use of the sites against strategic objectives with health, local authority, voluntary and community partners for the provision of local services
• Undertake a fresh search for potential alternative brown-field sites in the area
• Produce a report in the form of an Outline Business Case, which can be shared with the public, Councillors and the CCGs and other partners’ Council of Members/Governing Body/Governance Structures who are not experts in this area of work
• Recommendation from the site options appraisal
• Consideration of procurement options and potential commercial structures, which would see expeditious delivery of the preferred option, taking account of the partners’ financial and governance arrangements. Provide advice, giving clear rationale, on landlord arrangements and head lease options which may be preferential to the current arrangements in order to support joint commissioning with the local authority and to ensure capital funding for the redevelopment and make suggestions and advise on future tenancy agreements/market rates etc
• Initial estimates of capital and revenue funding requirements
• Discussion regarding potential cash releasing benefit/savings to be realised through service integration (centralised and integrated facilities to support integrated care and support for local people, shared staffing resources, considering flexibility of future beds, use of technologies for delivering care in the home or closer to home, diagnostic requirements, national horizon scanning, wellbeing agenda and development of a resource centre and use of agile working and flexible workspaces etc

A number of partner organisation have a site that may be released as part of this partnership solution and the relevant Lead Officer will be responsible for confirming a plan for these released sites, the funding of the new facilities and the statutory responsibility for their own service area.

**Timescale**
It is anticipated that, by autumn 2015, the following steps can be undertaken:

• Appoint consultant
• Consultant undertake Phase 1 work
• Partnership Steering Group and NHS England review Phase 1 and agree Phase 2
• Consultant undertake Phase 2 work
• NHS England review PID and OBC and confirm funding and approvals
Assuming success on all of these tasks, the next step would be to conduct a procurement to secure a partner to develop the scheme. This could be undertaken and a partner/s appointed within six months, resulting in project launch in summer 2016.

Applying an estimated build period of eighteen months predicts project completion at around end 2017/early 2018.

These timescales will be developed further by the consultant and are therefore rough estimates at this stage.

**Summary**
This is an exciting opportunity to replace and enhance existing facilities and services in a ground-breaking partnership approach that will protect services for the community long into the future.

It makes efficient use of public assets and available funding whilst meeting a range of national, regional and local priorities.

The partners involved are committed to succeeding to achieve the identified project outcomes.

Ripon Community Development Partnership
April 2015