

The case to relocate Woodingdean Surgery

Current Position

For the past 25 years, the Woodingdean Surgery has occupied a converted house on Ridgeway Road. There are three full-time GPs who provide primary health care to nearly 6,000 local residents. The number of patients has steadily grown over the years and, although it has remained static over a more recent period, this is in no small part due to the constraints placed upon the Practice by the facilities from which they operate.

The surgery is identified in the PCT's city wide Estates Strategy as failing to meet minimum NHS primary care premises standards and is listed as one of the top priority surgeries for relocation support.

The Practice has only one entrance/exit which means it is in breach of fire regulations. On the ground floor, there is only one consulting room and one nurse treatment room; while, on the first floor, there are a further two consulting rooms. There is no lift and no possibility of incorporating one into the building which means that patients with disabilities, and frail elderly patients, are unable to access two thirds of the consulting rooms. The corridors are cramped and access to the Practice itself and the consulting rooms is insufficient for wheelchair-bound patients. There is no privacy or confidentiality in the reception area and no separate storage area for patient notes; indeed, some notes are stored in locked cabinets in the waiting room which is itself extremely limited and has no children's facilities. There is no dedicated staff rest area, meeting area or kitchen. The internal accommodation measures approximately 200m², whereas the standard for modern GP surgeries would recommend in excess of 500m² for a practice with this number of patients.

A PCT commissioned survey assessing practices' compliance with current DDA requirements highlighted non-compliance areas amongst others include:

- No disabled person lift to first floor areas
- No automatic front door
- Existing doors are undersized for wheelchair access
- Steep slope outside the premises makes the approach hazardous for patients and staff with mobility problems.

Further to this, the survey suggested that the building has "poor thermal insulation qualities" and therefore suffers from "high heating, maintenance and running costs". The report concludes that the building has "major deficiencies" and overall is a "poor working environment" particularly in comparison to modern, purpose built medical facilities.

The way forward

The practice has enlisted the services of Medcentres PLC, a Third Party Development company with a good track record in delivering modern primary care buildings. Medcentres would build the surgery to the specification agreed with the practice and the PCT and then lease the building to the practice on a 25 year term. All the preliminary work including design, consultation and submission of a planning application is carried out at the developer's cost and risk. The initial rent reimbursable to the practice by the PCT, or subsequent NHS organisation, would be set by the district valuer to ensure good value for money who would also approve the proposed lease terms.

Potential benefits to patients which would arise as a result of a new facility include:

- More Woodingdean residents able to register with a local surgery
- Fully DDA compliant premises
- Employment of a nurse practitioner
- Adequate accommodation for medical trainees including medical students and GP registrars
- Far better infection control including dedicated areas for clinical waste
- Provision of minor surgery
- Space for in-house counselling services and additional patient clinics

What is needed?

- Space to provide between 500-600m² for a purpose built surgery
- A central, ideally highly visible, site within Woodingdean.
- Adjacent excellent public transport links and some parking.
- Space to provide local "out of hospital" services

Proposal

The ideal location for a new surgery would be the Woodingdean Community Centre site, which is wholly owned by the council. The opportunity exists for a shared building development with the library, which would provide tremendous potential for joint working, particularly around health promotion, which would further benefit the local community.

Chris Naylor, Estates Lead, NHS Sussex, August 2011

COMMUNITY NEED FOR A NEW LIBRARY IN WOODINGDEAN

Woodingdean is an eastern suburb of Brighton & Hove separated from the main part of the city by downland and the Brighton Racecourse which despite its size still manages to maintain a village atmosphere.

Woodingdean Library is 111 square metres and was opened as a 'temporary' building in 1959 and is particularly small for modern usage. It is sited near a range of established community facilities in need of modernisation and there have been various plans for development of the larger site that have not come to fruition though some refurbishment work has taken place on individual buildings.

Woodingdean Library is too small for modern requirements and too inflexible to meet the identified library service and wider and related community development needs. The library is expensive to maintain and has asbestos throughout.

As a designated Neighbourhood Renewal Area, Woodingdean achieved Corporate Community Development Funding to address participation of a range of designated 'communities of interest and identity' to engage in neighbourhood activities and develop cohesive communities, as recommended by the Communities of Interest Network (COIN) report on services, resources, participation and gaps in Neighbourhood Renewal Areas Brighton & Hove.

Woodingdean has a number of identified community development issues including:

- a sense of isolation
- limited transport links
- a lack of sufficient or adequate up to date community facilities
- community safety concerns
- a feeling of 'missing out' or being ignored in past funding opportunities
- strong local identity and volunteer network, rural feel, sense of history, motivation and will to organise develop and improve their quality of life.

In Woodingdean there have been community led discussions over a number of years on the development of new community facilities in the area, including a new library. The development of a new Woodingdean Library would not hinder a broader development of the wider site.

In 2004 Brighton & Hove City Council was given a grant by the Department of Transport to improve the bus service after the national census categorised Woodingdean as an isolated rural area qualified to receive a rural bus support grant.

Woodingdean has 3,888 households and a population of 9,547 of which:

- 16.7% are aged under 16
- 4.7 % are aged 16-19

- 18.3% are aged 65 plus
- 9.7% are in lone parent households
- 18.5% have limiting long term illnesses
- 10.7% provide unpaid care of which 22% provide more than 50 hours per week
- 13.5% aged 16-74 are educated to degree/diploma level

In particular the following differ from the percentage figure for Brighton & Hove as a whole:

- There is a significantly lower number of people aged 16-74 educated to degree/diploma level (-15.2%)
- There is a higher than average number of lone parent households (+1.1%)
- There is a higher than average number of people with limiting long term illness (+.5%)
- There is a higher than average number of unpaid carers (+1.8%) and those providing more than 50 hours a week (+3%)

The Communities of Interest Network (COIN) report on services, resources, participation and gaps in Neighbourhood Renewal Areas Brighton & Hove fed into the community development commissioning work undertaken by the Trust for Developing Communities (TDC) in Woodingdean including funding a range of interventions aimed at ensuring sustainability and development of resident led organisations and in addition, to develop and support the creation of a multi agency community local action team /community safety group. There is a committed network of community organisations and activities with which the Library Service is working.

Woodingdean community development priorities are detailed in the extract from the TDC document below:

Woodingdean- NDC area: Priority Area 2.

Priorities:

- A Neighbourhood Action Plan
- Community development in its early stages – ongoing need for development support
- General community development infrastructure development/services
- Big Young peoples issues (large % of pop) – need for centre and detached services including diversionary (esp summer), drug, alcohol and sexual health
- Lone parents including wrap around childcare to enable continuation with education or in gaining employment
- Older people – to reduce isolation (geographical)
- Traveller projects

This development will particularly support the above development priorities as follows:

- Developing services to families and lone parents
- Developing services to young people
- Improving accessibility and delivering services for older people
- Improving community information provision and health information
- Facilitating and playing a key role in community development

LIBRARY RESEARCH

Brighton & Hove City Libraries carry out regular research and consultation in order to identify community needs, measure library performance and identify how the service might be improved. The research and consultation uses a range of methodologies including desk research (Community Profiles), surveying users (CIPFA Plus) and non-users (community surveys), focus group work (eg BME), library open days, and workshops with targeted stakeholders.

In addition the library service has regularly contributed to both areas community newsletters, attended tenants and residents and community association meetings and contributed to community development forums.

Library research and consultation carried out over recent years has identified the following main needs:

- Bigger buildings with increased opening hours
- More stock and computer access
- Dedicated areas for children and families
- Homework clubs/more school use
- Youth focus
- Public toilets
- Interview/121 rooms/community use rooms
- More local history and arts focus

Some indicative quotes from this research and consultation are given below:

'The Library has offered an excellent service...over the years for my family..'(Woodingdean)

'I wish the library could be extended and have more books' (Woodingdean)

'Increased access and study space please' (Woodingdean)

Consultation carried out in 2007 for the Big Lottery bid highlighted the following:

- The need to provide more learning opportunities for people of all ages and abilities

- The need to provide an improved 'core' library service of book stock as well as IT and community facilities
- The need to have better and dedicated spaces for children and families and young people
- The need to makes libraries 'more interesting and fun' for young people via the provision of ICT, relevant and lively book, information and audio visual provision
- Help with school projects, homework, revision and school issues was also highlighted.
- The need to continue to consult and involve widely particularly to involve people who are not part of organised groups or attend meetings via such events as the annual Woodingdean Carnival

Some indicative quotes from this most recent consultation are given below:

'The Schools in the Deans are keen to enable their pupils to become active learners and the development of appropriate library facilities and services will contribute to this.' Deans Extended Schools Partnership

'Most of our special needs children visit the library once a week, and apart from being part of the literacy curriculum , it is very important for our pupils to be involved in the amenities of the local community, and have such opportunities to interact with mainstream life. If other day time events were part of an enlarged library service it would be great for our school' Downs View Special School

'We desperately need Woodingdean to be regenerated. A new, much bigger library, enabling a wider range of community activities to take place during and outside opening hours would be a wonderful start. If we had a good modern comfortable venue it would be worth starting up a Woodingdean U3A and I daresay, several other groups would be interested in using the facilities.' Five Deans U3A (University of the Third Age)

'Provide a space for young people to enjoy, paint the library pink and keep books longer.' Response to questionnaire carried out by Woodingdean Youth Centre.

OPTIONS APPRAISAL FOR DEVELOPMENT OF A NEW LIBRARY IN WOODINGDEAN

AIM

To enable the provision of improved community facilities for residents in Woodingdean to improve the lives of local people and contribute to community cohesion and development.

OBJECTIVES

- To meet the needs of the local communities
- To deliver a community hub, enabling access to learning, information and other council services
- To provide accessible modern community library delivering services to a range of identified target beneficiaries
- To deliver sustainable, eco-friendly library building and services, promoting the green agenda
- To deliver a partnership model for community library development

OUTCOMES AND BENEFITS

- Larger, modern community library in Woodingdean able to provide improved flexible and more accessible library and community spaces in response to identified community needs.
- More effective delivery of health information and education to the local community.
- Local community actively engaged in the delivery, development and management of library services.
- Responsive range of learning opportunities and community development activities delivered to people of all ages in the area.
- Sustainable, energy efficient new library building, promoting environmentally friendly local services, with a reduced carbon footprint.

OPTIONS

1. Do nothing
2. Develop services in existing building
3. Extend the existing building
4. New stand alone build on existing site
5. Move community library to alternative sites
6. Develop new facilities in partnership with another other agency

CRITERIA

1. Objectives
2. Benefits and outcomes
3. Costs
4. Timetable
5. Risks

ANALYSIS OF OPTIONS AGAINST CRITERIA

OPTION 1: DO NOTHING

Criteria 1: Objectives

- Consultation shows that current facilities do not meet the expressed needs of local people.
- Current library has very limited space to deliver learning opportunities or to access information or other council services
- Current library is only accessible to traditional users, with limited appeal to our target beneficiaries.
- Current building is old, contains asbestos, and is costly to maintain. It is not eco-friendly.
- Only limited opportunities for developing effective partnerships for service delivery due to the limitations of the existing building that is not appealing to our potential partners.

Criteria 2: Benefits and Outcomes

- Current library is too small to provide more than two or three computers and one study table, making effective or cost effective learning opportunities or information delivery very difficult.
- Current building is old fashioned, inflexible and unsuitable to delivery of modern library services, with no designated space for targeted services other than very small children's sections.
- Limited current involvement of community with local library other than traditional borrowing
- Current building is not energy efficient or environmentally friendly.

Criteria 3: Costs

- Building maintenance costs will continue to grow, with no real improvement in facilities.

Criteria 4: Timetable

- No timetable involved

Criteria 5: Risks

- Community disillusion; service stagnation; longer term financial risk due to deterioration of building

OPTION 2: DEVELOP SERVICES IN EXISTING BUILDING

Criteria 1: Objectives

- It is possible to make limited improvements to library services in the existing building, but we could not help meet the community identified needs as the building is too small and inflexible with limited facilities.
- Current library has very limited space to deliver learning opportunities or to access information or other council services

- Some increased accessibility could be achieved through targeted stock, and some focussed events. However, current building severely limits the range of people that we might reach as it is small and very traditional in appearance.
- Current building is old, contains asbestos, and is costly to maintain. It is not eco-friendly.
- Community engagement work would enable us to develop some partnerships, but the limitations of the existing building would limit these opportunities.

Criteria 2: Benefits and Outcomes

- Current library is too small to provide more than two or three computers and one study table, making effective or cost effective learning opportunities or information delivery very difficult.
- Current building is old fashioned, inflexible and unsuitable to delivery of modern library services, with no designated space for targeted services other than very small children's sections.
- Limited current involvement of community with local library other than traditional borrowing
- Current building is not energy efficient or environmentally friendly.

Criteria 3: Costs

- Maintenance costs would continue to grow, with no real improvement in facilities. There would be additional revenue costs in delivering improved services in existing building, for which we would need to seek funding.

Criteria 4: Timetable

- An annual programme of limited learning and community activities could be developed.

Criteria 5: Risks

- Lack of funds to deliver; community disillusion; longer term financial risk due to deterioration of building

OPTION 3: EXTEND THE EXISTING BUILDING

An extension to the current Woodingdean Library building would provide many of the benefits outlined in the new build option, as the expanded size would create enough space to offer more community learning and development activities. However:

- the overall appearance of the library would remain traditional and so unappealing to wider audiences
- the change of levels on the site would make an extension an expensive option and therefore not deliver value for money
- the current building was built as a temporary structure in 1959
- the building would continue to be riddled with asbestos (we have removed as much as possible, further removal would require effective demolition), would not be energy efficient and would retain a high carbon footprint
- costs would remain high for the running and maintenance of the building

- risk that improvements would not achieve level of impact on community need, resulting in low value for money and limited community benefits

OPTION 4: NEW STAND ALONE LIBRARY ON EXISTING SITE

Criteria 1: Objectives

- New community library building would enable us to help achieve some of the priorities identified by local community
- New library development can be purpose designed and built to enable learning activities and community events to take place, and for new services to be delivered. New facilities would complement and not compete with the existing range of community and learning facilities in the area.
- New library building can be designed to more adequately meet the identified needs of the local communities and so have greater success in reaching more people and especially targeted beneficiaries.
- New build would enable us to design and develop highly sustainable, energy efficient and eco-friendly building, and educate people about the service and economic benefits of ecological buildings.

Criteria 2: Benefits and Outcomes

- The impetus of a new building would attract many more people in the local community to get involved in the exiting opportunities provided by the new development.
- New library development can be purpose designed and built to enable learning activities and community events to take place.
- A new building could be designed to be more accessible and more flexibly used, and be more appealing to non-traditional users.
- Any new build would be more energy efficient, with a lower carbon footprint.

Criteria 3: Costs

- Building running costs would be more efficient. Greater involvement from the community and voluntary sector would enable us to deliver some activities in partnership.
- Cost of building a stand alone library is significantly higher than a shared building would be.

Criteria 4: Timetable

- Estimated two years from project planning to delivery of new facilities.

Criteria 5: Risks

- Raised expectations in the local communities that outstrip the capacity of the new development.

OPTION 5: MOVE TO ALTERNATIVE SITE

An analysis of current local community libraries across the city identified some libraries in the cit that were in the wrong locations. However, Woodingdean Library

is thought to be in the appropriate location. This was endorsed by a workshop of Council Members set up to look at community library development across the city.

Woodingdean Library is located on the same site as one of the local schools, the community and youth centres, and an open-air swimming pool. It is opposite the main parade of shops in the area. Previous work with local community organisations in the area reinforces our view that co-location with other community facilities is essential and our goal is to compliment and enhance the limited existing facilities, maybe even helping to kick-start a wider site redevelopment for the area.

OPTION 6: DEVELOP NEW FACILITIES IN PARTNERSHIP WITH ANOTHER AGENCY

Same options appraisal results as for option 4 'new build on existing sites', but with the added benefit of:

- Shared cost of capital development would make the whole development better value for money
- New library co-located with a new GP surgery would enable delivery of more effective health information and education
- More able to attract other agencies to help deliver learning activities and local access to information and advice
- Greater opportunities to involve participation from community and voluntary sector
- Able to address local needs more effectively

CONCLUSION

It is clear from the options appraisal that the preferred option is to develop new facilities in partnership with another agency:

- The proposal to develop a joint library and medical centre will bring significant benefits in terms of reduced capital costs and operational costs, and more effective services.
- The current community engagement activities, building on existing partnership arrangements with a number of local learning providers, will enable us to deliver other learning opportunities that compliment current local provision and that meet local needs.
- The planned designs will improve access to information and advice, which is essential in a community like Woodingdean that feels isolated. Improved information and advice can be delivered through one-to-one interview rooms for confidential advice sessions, as well as through traditional library services enhanced by ICT.
- Models of collaborative working with a children's centre has been developed in another community library in the city where the centre is included as part of the

library, and we expect to extend this method of working to the new libraries in Woodingdean.

- Closer working with community and voluntary sectors will extend the range of development activities offered, and we are seeking greater involvement by volunteers in enhanced library service delivery.

Benefits Realisation Assessment for a New Library in Woodingdean in Conjunction with a new GP Surgery

Dimension 1: Finance	
How much will the project cost to implement?	<p>The build costs of the project are currently estimated at £1,690k of which £519k (based on floor area) would need to be funded by the Authority. It is proposed that the land be a contribution to the project in return for a 125 year lease and is currently valued at £200k. Thus a net cash contribution of £ 319k would be required towards the build costs. In addition there would be costs in respect of fixtures & fittings, IT, equipment etc which is estimated at £110k, legal and technical costs of an estimated £25k, stamp duty at £15k and possible compensation to the Marching Band of £5k. Allowing for contingencies of say £ 26k, the capital costs are estimated to be in the region of £500k.</p> <p>Total development cost: £500,000</p>
How will the implementation be funded?	<p>The PCT will fund the development costs for the GP surgery. The split of costs is based on percentage of the built area, with 73.5% of the area being for the medical centre, and 26.5% of the area being for the library.</p>
How much will the new service cost to run after the project?	<p>New development would be more efficient in terms of energy consumption, and maintenance costs than current building which is 52 years old and in need of modernisation and refurbishment. Evidence from Jubilee and Patcham new libraries shows that increased visitor numbers brings the unit cost per visitor down.</p> <p>The total revenue costs for the library are around £65k per annum of which £25k is for staffing, £13k is for new books and other resources, £8k for central support services and £19k for other running costs. It is anticipated that the ongoing revenue costs of the new library will be in the region of £75k, assuming the same staffing levels, books and central support costs but allowing for an increase in business rates. These costs would be funded from the existing budget plus estimated income of £7k to £10k from renting out the community rooms. Plans are in place to ensure that there would not be any additional costs incurred for the temporary arrangements during the build. A new books collection will also be acquired during this period for the opening of the new library using existing bookfunds.</p>
Is the project affordable and does it represent	<p>There are a number of viable options for the funding of the library development:</p> <ol style="list-style-type: none"> 1) Council borrowing over a number of years. The

VFM?	<p>estimated costs (including loan repayments and interest charges) based on a loan of £500k paid back over 25 years is 43k p.a.</p> <p>2) Strategic Investment Funding (SIF) – SIF funds could be allocated.</p> <p>3) Capital receipts – If the Jubilee Library refinancing goes ahead, some of the capital receipt from this could be used to fund this development.</p> <p>The build costs at £1920 per m2 are reasonable and compare well to other projects.</p> <p>The cost of developing a stand alone library of the same size on the same site would be considerably higher, at an estimated £700,000 for build costs, plus fit out and other costs solely falling on the authority, giving a total of an estimated £1million.</p>
Dimension 2: Customers and Stakeholders	
How does this help us meet our service standards?	Library development would increase our performance in terms of increased library use as well as increased customer satisfaction levels. Research has shown the demand in the area for increased access to study space, ICT, books and other resources, all of which could be delivered in a bigger and purpose built new building.
How does this help improve customer satisfaction?	Consultation with the local community and analysis of community need (see separate paper on community needs assessment) has clearly demonstrated the need and local demand for improved library facilities in this area. The GP surgery has also demonstrated a clear need for improved medical facilities. Previous library developments have demonstrated that improvements to facilities will result in significant improvement in customer satisfaction. The development will build on previous work with local community members through regular meetings and engagement with local community organisations.
How does this promote accessibility?	Development would have improved physical access to the building including accessible toilets, and new facilities would improve access for local community to ICT, community space, learning opportunities, information and library resources.
Dimension 3: Staff	
How does this impact on current staffing levels and skills	<p>The library could be operated on the same operating model as at present with three day a week opening.</p> <p>Co-location and the use of new technology present opportunities to use staff in different ways. The design of the</p>

requirements?	new building has built in flexibility to enable some spaces to be used out of hours without staff present. Skill levels of staff are similar to those required at other libraries across the city, so skills upgrading is already underway.
How does this impact on working practices?	Libraries have already introduced new ways of working in other libraries and so working practices are already changing in line with new developments. Other operating models will be explored to help extend access.
How will the change be managed?	Management of use of new technologies, and enabling access to community spaces without staff present is already being implemented in other parts of the library network.
Dimension 4: Corporate & Citywide	
How does this deliver against priorities?	A new library would provide a focus for community cohesion and development, providing a safe place to meet, learn and enjoy cultural resources and activities. It would support children and family learning, bringing together young and old. Free access to library based ICT has been shown in a recent survey to bring financial, social and educational benefits to users. The co-location with a medical centre would enhance the provision of health information and education in the area, helping to deliver the health and wellbeing Community Strategy outcome.
How can this improve sustainability?	Objectives of any new build will be to create a library building that uses less energy, pollutes less, creates less waste and has a reduced contribution to climate change.
How can this improve the council's performance?	Improvement in library performance would contribute to the overall performance of the council. Libraries are also one of the main access points to council services in the local community. Previous Audit Commission inspections have highlighted the need to make progress on community library improvements. This development would improve the council's reputation and have a positive impact on the local community. Evidence of this can be seen in the impact of Jubilee, Patcham and Coldean library developments.

Developer summary and track record

Extract from the full business case produced by Medcentres Sept 2011.

Medcentres PLC is a group of three companies which provide a complete, specialist service to Doctors and PCTs procuring new primary care facilities. They also offer their services to other government authorities and have completed several primary school projects. The companies within the group are:

Medcentres Project Administration – Project Management

Primary Secondary Design – RIBA accredited Architects

Health Care and Community Construction – Construction

They have been operating in the primary care market for over 15 years, focusing initially on managing cost rent schemes for GPs. Since then the company has grown extensively, becoming a PLC in 1999 and bringing design and construction elements to the group in 2002.

Whilst Medcentres Project Administration solely project manages and raises finance for 3PD and owner occupation schemes for Medcentres PLC, both Primary Secondary Design and Health Care and Community Construction also contract with third parties on other developments projects within the public and private sectors. Thus within the one group they have a wide range of knowledge encompassing both pure 3PD medical centre schemes and more complicated multiuser schemes.

To date they have completed over 30 projects with a further 3 currently under construction and another 6 in negotiation. Over the last 3 years they have completed and handed over 9 schemes.

Medcentres PLC would complete all aspects of the project as a single entity using the three companies within its group and take responsibility for all phases of the project from design through to planning, site surveys, finance, legal work, construction and ultimately hand over and aftercare.

Thus they are able to provide a complete turnkey solution, over which they retain full control.