

**The East Sussex Downs & Weald and Hastings & Rother
PCTS**

Equitable Access to Primary Medical Care

**Report for East Sussex County Council's Health and
Overview Scrutiny Committee**

1. Introduction

Lord Darzi, in his *Interim Report of August 2007 (Next Stage Review of the NHS)* gave a commitment to establishing at least 150 GP-led health-centres providing access to GP services on an 8am - 8pm, 7 days a week basis. Each health centre is to provide both bookable appointments (for registered and non-registered patients), and a walk-in facility. These services are to provide the 'core' around which other services should in time be developed, e.g. diagnostics, community pathology, minor surgery, rehabilitation, chronic pain management, stroke care.

The health centres are part of a wider national programme of improving access to primary medical services, which also include opening at least 100 new GP practices and extending GP practice opening hours.

Local PCTs have the responsibility for procuring the new health centre through a process of competitive tending using the Alternative Provider Medical Services (APMS) contract that has been developed nationally. The contract is to be offered for an initial term of five years. The Strategic Health Authorities (SHAs) are charged with ensuring that PCTs set up local teams to plan and procure the new health centres - though it should be emphasised that PCTs are being asked to procure new *services* - not necessarily new buildings or facilities. The SHAs also have the responsibility to report progress to the Department of Health (DoH) regarding the progress of the procurement programme.

The DoH has specified that the contracts for the new health centres should be awarded by 31 December 2008, with service commencement following as soon as possible after this date.

2. Local implementation

The East Sussex Downs and Weald (ESDW) and the Hastings and Rother (H&R) PCTs are each in the process of procuring GP-led health centres.

For both health centres, the core service will be based around a GP practice holding a list of registered patients. Each facility will offer bookable appointments for both registered and non-registered patients, and a walk-in service. These services are to be GP-led, but patients will be triaged by appropriate trained nurse practitioners who will direct patients to the most appropriate practitioner/service.

As well as basic GP services, the centres will also offer a range of enhanced services (Directed, National and Local), including childhood immunisations, minor surgery, anti-coagulation monitoring, and sexual health services. Also number of additional services (to be confirmed) will be available, and could include cervical screening, maternity medical services, contraceptive services, vaccinations and immunisations. It should be noted, however, that there are limitations in terms of continuity of care and that not all these services can be offered to patients who have not registered with the new practice.

For both centres there is a clearly defined procurement programme with a number of benchmarks that are monitored by the DoH using the UNIFY2 performance management system.

Key milestones for the local procurement process are as follows:

Milestone	Date
Advert published and Expressions of Interest invited	2 nd May 2008
MOI Published (web based)	9 th May 2008
Deadline for receipt of Expressions of Interest	10 th June 2008
Bidder Information Day	20 th June 2008
PQQ issued to potential Bidders who have expressed an EOI	27 th June 2008
Deadline for receipt of PQQ submissions	11 th July 2008
Completion of PQQ evaluation and communication of result	1 st August 2008
Invitation to Tender (ITT) issued to Bidders	8 th August 2008
Deadline for receipt of ITT bids	29 th August 2008
ITT evaluation	Sept – Nov 2008
Contract awards	Dec 2008

There will be extensive consultation with all key stakeholders, and potential tenderers will be invited to attend bidder events where the procurement process and service details will be explained in more detail. The PCTs intend to use a 'competitive negotiation' approach to a set of selected bidders, using criteria that will be made explicit to all. Bidders will be asked to address not only the core services, but also to suggest how they would add value, and address other needs of the local population.

2.1. East Sussex Downs & Weald PCT

2.1.1. Proposed service

ESDW is proposing to establish a health centre which will serve the town of

Eastbourne, which has a population of approximately 95,300. The precise location of the health centre is still to be decided, but it is to be located within one of the most deprived wards in the town - Devonshire

This densely populated ward, located in the centre of the town, immediately adjacent to the main shopping centre and seafront, comprises in the main small ex-hotels and large terraced houses, a large number of which are in multiple occupation, and which in recent years have attracted immigrants and people living on benefit allowances. Some key statistics are:

- 4.42% of working age adults are unemployed and 9.81% are claiming income support (East Sussex average = 5.4%)
- 29.51% of households are on low incomes and 29.18% of children are affected by income deprivation (East Sussex average = 17.4%)
- Life expectancy is 75.8 years (East Sussex average = 79.68)
- The ward has high levels of adults who smoke (35.2% compared with East Sussex average of 20.3%)
- 20.3% of adults admit to binge drinking
- The teenage conception rate is 61.5% (East Sussex average = 51.1%)

2.1.2 Project Group

A project team has been assembled, led by the PCT Chair and comprising Finance, Corporate Governance and Primary Care Commissioning representatives, with clinical input from a GP representative of the PCT's Professional Executive Committee (from a locality not involved in the procurement), has been set up to manage the procurement process. Professional procurement expertise has been secured on a consultancy basis to support the Group in its task.

2.1.3 Progress to date

- A detailed project specification has been produced
- An internal affordability exercise has been completed
- Local consultation started. This comprises a two stage process, with key stakeholder meetings and focus groups being conducted prior to the tender advert and Memorandum of Information (MOI) being posted; followed by formal stakeholder consultation while the tender documentation is being prepared. The formal consultation process started in May and is to be completed by the beginning of August.
- Advert and MOI posted
- Bidder Information Day being planned for 20 June
- Pre-Qualifying Questionnaire (PQQ) has been drafted, ready for issuing to prospective bidders on 20 June
- PQQ evaluation process being finalised (see Section 3.2)

It is expected that while the contract for the new service will be let by December 2008 it is not expected that the new services will be operational until April 2009.

2.1.4 Patient numbers

The health centre is intended to serve the population of Eastbourne (some 95,300 people) and may possibly attract patients from Polegate (population approximately 7,000). The PCT has identified the Old Hampden Park Health Centre as a potential site but is not being prescriptive about this. It will be for bidders to decide the potential for the services to be offered by the health centre, but the PCT has made its own estimates of possible future demand based on experience elsewhere and its knowledge of local health needs.

Preliminary estimates suggest that the demand for the walk-in centre is expected to grow from 725 per month in year 1 to 1500 per month in year 5. The projected GP list size could potentially grow from 750 at the end of year 1 to 3000 at the end of year 5, though this is dependant on the final location of the health centre.

2.1.5 Expected health gain

Patients will benefit from improved access and opening hours. The additional GP capacity will be targeted on the populations in the most deprived parts of Eastbourne, which score highly on indices of socio-economic deprivation, mortality and morbidity. The bookable appointment service and more particularly the walk-in service, is intended to serve the whole of Eastbourne and especially the transient population, comprised mainly of the thousands of visitors who come to Eastbourne every year.

2.1.6 Stakeholder Engagement and Communication

Initial consultation has been taking place with a number of key stakeholders (surrounding GP practices, Community Services, Adult Social Services, Eastbourne Borough Council, ESHT, SPT,). A special local focus group was assembled to debate the PCT's preliminary proposals on the 29th April prior to the commencement of the formal consultation process.

A detailed Stakeholder Engagement and Communication Plan for both procurements has been drafted (see Appendix A).

2.2. Hastings & Rother PCT

2.2.1. Proposed Service

Hastings and Rother (H&R) PCT is proposing to integrate the new health centre services into the new Primary Care Centre being developed as part of the Station Plaza Scheme. The PCT has added additional space to the original scheme and the Health Centre, which is to be located on the first level of the development will provide for a 2-partner GP practice and offer bookable appointments (to both registered and non-registered patients) together with a walk-in service. Again, these services will be available 8am - 8pm 7 days a week

2.2.2. Progress to date

A Project Group led by the Director of Commissioning and Primary Care and

comprising of Finance, Corporate Governance and Primary Care Commissioning representatives, together with independent clinical input from the Professional Executive Committee has been set up to manage the procurement process. Professional procurement expertise has been secured on a consultancy basis to support the Group in its task.

- A detailed project specification is being produced
- Local consultation started. This comprises a two stage process, with key stakeholder meetings and focus groups being conducted prior to the tender advert and Memorandum of Information (MOI) being posted; followed by formal stakeholder consultation while the tender documentation is being prepared. The formal consultation process started in May and is to be completed by the beginning of August.
- Advert and MOI posted
- Bidder Information Day being planned for 20 June
- Pre-Qualifying Questionnaire (PQQ) has been drafted, ready for issuing to prospective bidders on 20 June
- PQQ evaluation process being finalised (see Section 3.2)

2.2.3. Special dispensation

Because the new Primary Care Centre is not expected to be commissioned until December 2009, the PCT has sought special dispensation from the DoH for the commencement date of the service to coincide with the expected commissioning date of the main development. Because the proposal meets the national guidance criteria so well in all other respects, the DoH has agreed to this later start date although the contract for the new health centre services is still expected to be awarded by 31 December 2008.

2.2.4. Patient numbers

The Station Plaza Primary Care Centre is sized to accommodate 10 GPs who are eventually expected to provide services to a population of 20,000 people. Initially it is expected that some 13,000 registered patients will relocate there together with the 7 GPs working in the five practices who have agreed to relocate to the new facility. The 2 GPs associated with the new practice will join the 7 GPs in the new Primary care Centre. The projected list size for all practices located to Station Plaza is expected to be 14,000 at the end of year 1 and is projected to rise to 16,000 by year 5. The monthly average attendance for the walk-in centre is projected to be some 1200 patients in year 1 rising to 1500 in year 2 – it is expected that the position will stabilise as the service becomes established. However, because the bookable appointments and walk-in services will be available to the whole of Hastings and St Leonard's, they may well attract people from this wider catchment area.

2.2.5. Expected health gain

Patients will benefit from improved access – a central location open 12 hours a day, 7 days a week. They will also be able to take advantage of a wide range of community and primary care based services housed within the new Primary Care Centre (x-ray, sexual health, mental health).

The GP practice and walk-in will be housed within a major new primary care development (Station Plaza) located in the town centre location that has easy access to the main transport hub (rail, bus and taxi). It is adjacent to the Hastings College of Art and Technology, which is expected to have a regular attendance of 6000 students. Hastings, as a seaside town, also attracts a large number of visitors, who would be eligible to use the centre and the walk-in facilities. The centre is located in wards which have a high level of deprivation and unemployment, so will be able to provide a range of new primary and community services to the resident population.

2.2.6. Consultation

The engagement processes already established for the main development will be utilised for this project as the stakeholders are the same. A PPI strategy has been approved by the project team which involved setting up a specific Station Plaza group comprised of representatives from the following agencies:

- Practice population
- Age Concern
- Hastings and Rother Disability Forum
- Hastings Young Persons' Council
- Castle Ward Forum
- The Hastings Intercultural Organisation
- Hastings College
- The Health and Social Care Forum
- Sure Start
- Active 8 (Hastings and Rother MIND)

The PCT also plans to work extensively with existing community groups in order to follow up on the actions from the previous consultation which took place in 2005.

3. Next steps

3.1. Bidder Information Event

A bidder information event for both PCTs is being planned for 20 June at the Pilgrim's Hall in Uckfield. This will be an opportunity for all potential bidders to find out more about the procurement principles and process. It is also hoped that the event will encourage organisations to proceed to the PQQ stage.

3.2. PQQ Evaluation

A structured evaluation process for the PQQ is currently being developed for both PCTs. The key milestones are as follows:

MILESTONE	DATE
PQQ available to potential Bidders	20 th June 2008
Deadline for potential Bidder clarification	7 th July 2008

MILESTONE	DATE
questions	
Approval of PQQ Evaluation Plan	23 rd May 2008
Final PQQ responses received	11 th July 2008
Preliminary Compliance Review	15 th July 2008
Initial Evaluation	18 th July 2008
Full Evaluation	25 th July 2008
PQQ Consolidation Meeting	30 th July 2008
PQQ evaluation and selection of Bidders to proceed to short-listing stage completed	4 th August 2008
Notification of Successful and Unsuccessful Bidders	8 th August 2008

For evaluation purposes a number of key elements have been identified against which each expression of interest will be evaluated. Each element will be allocated to an evaluation team (termed a workstream in the advocated NHS process) comprising of a Workstream Lead, one or more Assessors and a Moderator who will evaluate them against a set of standard questions. These individual element scores will be received by the main Evaluation Panel that will weight them to produce an overall score for each bidder. A shortlist of interested parties will be compiled who will be invited to take part in the formal tendering process

- Clinical
- Local Integration
- Workforce
- Information Management and Technology (IM&T)
- Legal
- Commercial / Financial
- Property, Facilities Management & Equipment
- Procurement Management / Project.

Members are being selected for these teams based on their experience and knowledge but is a requirement that they have no prejudicial interest in the procurement. LINKs have been invited to nominate a representative to participate in the local integration workstream team

Appendix 1

Equitable Access Project to develop a new GP led health centre in Eastbourne and Hastings

Stakeholder Engagement and Communications Plan

Timetable April 2008 onwards

-  Complete
-  In progress
-  Not yet appropriate/ little or no progress made

Element of Process	Date	Action	Responsibility	Progress at May 2008	Status
Pre tender	14 April	Focus group for Hastings project.	Sara Geater	Completed	Green
Pre tender	16 April	Press release sent out to local media and stakeholders in Hastings & Rother giving details of Hastings project.	Joel Hufford / Suzanne Gooch	Completed. Coverage included articles in the Hastings Observer and Argus newspapers plus a radio interview with John Vesely (Head of Primary Care) on Arrow FM radio	Green

Element of Process	Date	Action	Responsibility	Progress at May 2008	Status
Pre tender	18 April	Briefing for HOSC	Lisa Compton	Completed and feedback noted	Green
Pre tender	25 April	Item included in monthly PCT news bulletin to local stakeholders (ESDW AND H&R)	Joel Hufford	Completed	Green
Pre tender	29 April	Focus group for Eastbourne project	Joel Hufford	Completed. Feedback written up and circulated with further information to focus group participants	Green
Pre tender	30 April	Press release sent out to local media and stakeholders in East Sussex Downs and Weald area giving details of Eastbourne project.	Joel Hufford	Completed. Details of coverage / feedback to follow	Green
Pre tender		Item to be included in PCT Chief Executive's weekly bulletin to staff	Suzanne Gooch	In progress	Amber
Pre tender	April onwards	Regular project updates to board meetings (May, July, Sept, Nov, Jan, Mar). These will be reported in board briefings to staff	Suzanne Gooch / Joel Hufford	In progress	Amber
Pre tender	April onwards	Add to agenda for PCT staff briefings	Suzanne Gooch	In progress	Amber

Element of Process	Date	Action	Responsibility	Progress at May 2008	Status
Pre tender	April onwards	Add to items for PCT local team briefings (especially in Eastbourne and Hastings)	Suzanne Gooch	In progress	Amber
Pre tender	April onwards	Ongoing engagement with Station Plaza User Group	Sara Geater	In progress	Amber
Pre tender	Mid May	Tenders invited via adverts in local and trade press. Adverts and MOIs to be added to PCT websites and extranet by 9 May	Alan Binks / Suzanne Gooch	Completed	Green
Pre tender	May	Invite LINKs and Station Plaza Primary Care Centre Development User Group to nominate a representative to take part in evaluation of tenders	Jessica Britton	Invitation issued	Amber
Pre tender	May/June	Invite HOSC representative to observe at planned bidder day on 20.06.08 for parties who have expressed an interest to tender.	Jessica Britton	Invitation issued In progress	Amber
Pre tender	June / July	Develop process for engaging the Eastbourne Practice Participation Groups.	Jessica Britton	Group representatives contacted. In progress	Amber
Pre tender	May	Briefing to be sent to E Sussex Youth Parliament	Joel Hufford	In progress	Amber
Pre tender	May	Briefing to be sent to Brighton University, Sussex Downs College, local EFL Colleges and other local education establishments	Joel Hufford	Completed	Green

Element of Process	Date	Action	Responsibility	Progress at May 2008	Status
Pre tender	May	Briefing to be sent to local Chambers of Commerce and other trade associations including hotel and tourist industry	Joel Hufford	Completed	Green
Pre tender	May	Briefing to be sent to local transport groups	Joel Hufford	To be completed	Amber
Pre tender	May	Briefing to public sector partners for them to cascade to appropriate staff. Partners include Sussex Police, SE Coast Ambulance Service, East Sussex Fire & Rescue Service, East Sussex Hospitals Trust, Sussex Partnership, East Sussex County Council (Adult Social Care and Childrens Services especially), Eastbourne Borough Council, Hastings Borough Council.	Joel Hufford / Suzanne Gooch	Completed	Green
Pre tender	4 and 5 June 2008	Presentation and discussion at PCTs' Boards	Sarah Valentine	To be completed	Red
Pre tender	May / June	Offer of presentation on project to ESDW and H&R PECs	Sarah Valentine (tbc)	To be completed	Amber
Pre tender	May / June	Offer of presentation on project to Eastbourne and Hastings GP forums	John Vesely / Leslie Chapman	To be completed	Amber

Element of Process	Date	Action	Responsibility	Progress at May 2008	Status
Pre tender	June	Offer of presentation to local disability and condition specific groups. Presentation to be co-ordinated and given by Leslie Chapman / John Vesely	Jessica Britton / Sara Geater	To be completed	Amber
Pre tender	June	Offer of presentation to local BME groups. Presentation to be co-ordinated and given by Leslie Chapman / John Vesely	Sara Geater	To be completed	Amber
Pre tender	June	Update briefing for HOSC	Lisa Compton / John Vesely	To be completed	Red
Pre tender	June	Production and distribution of flyer on project to go out with PCT staff payslips and to GP surgeries, libraries, leisure centres etc	Suzanne Gooch / Joel Hufford	To be completed	Red
Pre tender	June	Offer of presentation to East Sussex LINK. Presentation to be co-ordinated and given by Leslie Chapman / John Vesely	Jessica Britton	In progress To discuss at meeting with LINK on 06.06.08	Amber
Pre tender	June	Youth focus group for Hastings	Sara Geater / Jessica Britton	To be completed	Amber
Pre tender	June	Offer of presentation to the Hastings and Eastbourne Local Strategic Partnerships (LSPs) for September 08 meetings	John Vesely / Leslie Chapman	To be completed	Red
Pre tender	July	Mailshot to all local representatives committees (LMC, LDC, LPC, LOC)	Joel Hufford	To be completed	Red

Element of Process	Date	Action	Responsibility	Progress at May 2008	Status
Pre tender	tbc	Discussion with staff on Joint Consultation and Negotiating Committee (JCNC)	John Vesely / Leslie Chapman	To be completed	Red
Pre tender	Summer	Consultation with public as part of PCT roadshows in Eastbourne and Hastings. May include use of new hand held patient feedback technology.	Joel Hufford / Suzanne Gooch	To be completed	Red
Pre tender	Summer	Display in Hastings Town Hall	tbc	To be completed	Red
Pre tender	Summer	Display in GP surgeries	tbc	To be completed	Red
Pre tender	Sept	Display and gathering of feedback at PCT AGMs	Suzanne Gooch / Joel Hufford	To be completed	Red
Post tender	Dec2008 / Jan 2009	Press release to local media and stakeholders re award of tender	Joel Hufford / Suzanne Gooch	To be completed	Red
Post tender	Jan 2009	Offer of meeting / presentation to stakeholders	John Vesely / Leslie Chapman	To be completed	Red
Post tender	Early 2009 onwards	Regular briefings to local media and stakeholders on progress towards new facility opening	Joel Hufford / Suzanne Gooch	To be completed	Red