

CYNGOR SIR POWYS COUNTY COUNCIL.

**CABINET EXECUTIVE
8th March 2022**

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Portfolio Holder for Adult Social Care

REPORT TITLE: North Powys Wellbeing Programme – Strategic Outline
Case for Infrastructure and Health, Care and Assisted
Living (including Memorandum of Understanding)

REPORT FOR: Decision

1. Purpose

- 1.1 To provide the Cabinet with an update on the North Powys Wellbeing Programme.
- 1.2 To gain Cabinet approval on the Strategic Outline Case (Appendix one) and supporting Memorandum of Understanding (Appendix two), ready for submission to Welsh Government following endorsement of the Programme Business Case.

2. Background

2.1 The North Powys Wellbeing Programme was formally launched in May 2019 to test and deliver a new integrated model under the remit of the Health and Care Strategy. The programme has received Welsh Government Transformation Funding to support the delivery of:

- long-term change of a new integrated model of care and wellbeing which is being tested in north Powys initially; this includes a new development of a multi-agency wellbeing campus
- short term areas of acceleration of change in relation to new ways of working that can be implemented now to deliver a new integrated model

The Transformation Funding was awarded over an initial 2-year period until April 2021. In August 2020 Welsh Government announced an extension to their Transformation Funding to April 2021/22 as a result of the pandemic and the impact it had on delivery across Wales. Powys Regional Partnership Board were awarded a further £1.8m.

The Programme Business Case was submitted to Welsh Government during in November 2020 and received approval from their Strategic Investment Board in November 2021, it is awaiting ministerial approval. Endorsement of the PBC is essential in submitting the Strategic Outline Case to Welsh Government.

2.2 The programme team undertook extensive public and staff engagement following the formal launch of the programme in 2019. This engagement supported the development of a new co-designed integrated model of care and wellbeing for Powys which was approved by Cabinet Member decision and PTHB Board during Q1 of 2020. Covid-19 has impacted engagement opportunities significantly and the programme had a period of time during 2020 and in to 2021 where engagement was not possible due to ongoing pressures of the pandemic.

2.3 Engagement has in recent months recommenced in order to solicit robust stakeholder engagement to support development of the Strategic Outline Case for the multi-agency wellbeing campus. The following key members of public have been targeted as part of this phase of engagement:

- **Individuals:** People in the Newtown area who make decisions about their own health and care, and that of their families
- **Health and Social Care Providers:** Public and private sector organisations who deliver health and social care services in north Powys, including primary and secondary care
- **Policy Makers:** Decision making bodies at local level with responsibility for residents' health and wellbeing, and at national level from Welsh Government
- **Education Providers:** Schools and colleges in north Powys, both staff and pupils
- **Communities:** Link with community groups and third sector around shared space, activities, and services with links to health and wellbeing. The creation of walking and exercise space within neighbourhoods, location of health facilities as close as possible to people's homes.
- **Stakeholders:** Organisations who have a strong interest in health, social care and wellbeing services in Powys outside of the public sector, for example: Joint Committee for Rural Health and Care, Powys Community Health Council, PAVO, Town and Community Councils
- **Staff:** Staff from PCC and PTHB who make decisions about health, social care and wellbeing programmes, HR, Workforce and OD, Finance, Education, Property/Estates etc.
- **Primary Care Cluster and Mid Wales Joint Clinical Advisory Committee** who continue to provide clinical input and support to the programme.

2.4 Service design work has been undertaken collaboratively with partners to understand how different aspects of the multi-agency wellbeing campus respond to delivery of the integrated model of care and wellbeing and RPB Outcomes Framework. Although there have been some challenges around operational capacity to support with the service design work, the programme has sought alternative ways of ensuring appropriate levels of input from clinicians, professionals and strategic leaders across health, social care and the third sector. A bottom-up approach was taken to developing the service

specifications, working with frontline staff and middle managers on a 1:1 basis to articulate their service visions and future service requirements.

Service specifications have been developed to articulate the models of care and services that will be located on the multi-agency wellbeing campus:

- **Rural Regional Diagnostics and Treatment Centre** – *Reablement services will be integral to the inpatient facility, supporting the D2RA pathways and enabling timely recovery and discharge underpinned by a 'home first' ethos.*
- **Integrated Health and Care Centre** – *including location of Integrated Community Teams which will bring together health, social care and third sector services to strengthen citizens' abilities to manage their own health, promoting self-care and independence wherever possible through a strengths-based approach. The Integrated Community Team will also include a rapid home-based support service that brings together social care, home care, therapy services and reablement to provide input in an emergency or period of poor health to prevent people from having to go into longer term care or acute hospitals. Children's Social Care will also form a part of the Integrated Health and Care Centre, working in collaboration with PTHB Women and Children's Services and third sector services. There are also opportunities to locate the homelessness team into this building, providing a holistic offer to support them to access the services they require to live fulfilled lives.*
- **Learning, Innovation and Community Hub** – *The library will be located in this space, with librarians becoming educators and champions of self-care, with digital skills and resources at their disposal for the purpose of providing life-enhancing opportunities for residents. The Academy will provide training for social care professional education, supporting the health and care sector in Powys to become the sector of choice, by growing the workforce through local training and education, skills development and leadership. The community hub element of this space will support the prevention agenda, helping to tackle isolation and reducing demand on statutory social care services.*
- **Supported Living Accommodation** – *Development is being led by Social Care and Housing services, to support a range of identified needs across social care including children in transition to adulthood, step-down care for older people, and those experiencing or facing homelessness.*

These service specifications set out the service vision for each service to be included within the facilities, as well as an initial assessment of the integration opportunities, digital opportunities, spatial requirements and workforce requirements. The specifications are iterative at this stage and though have been used to support the Strategic Outline Case, they will continue to be developed as further detailed design work is undertaken to develop the Outline Business Case, at this point, they will be signed off as final versions.

2.5 Strategic demand, capacity and financial modelling has been undertaken to support with the Strategic Outline Case. Phase 1 has focused initially on the key elements of the built environment. This has helped to inform the Schedule of Accommodation as well as providing a level of reassurance around the deliverability and affordability of the new integrated model of care and wellbeing. Due to the pressures of timescales, the modelling has been split into two phases and the first phase has focused on the highest cost areas or areas with the greatest opportunities for transformation.

Further work is required during Outline Business Case (OBC) to refine and validate the assumptions underpinning the modelling for the SOC, this will be based on development of more detailed models of care, pathways/flows and workforce planning. It is anticipated further efficiencies will be achieved and the overall space requirements will reduce.

2.6 Underpinning the work is an agreed Planning Framework, this has shaped and guided the service planning for the programme, and sets out five key areas of focus to enable the programme to deliver transformational change. These have been developed and will align with the renewals priorities in PTHB as well as the new ways of working in PCC. The five key areas proposed for transformational change are set out below:

- Children and young people (the ambition for the future model is to embed a multi-agency one stop shop, supporting all children and young people to meet their individual needs).
- Social model for health (the ambition for the future model is to embed a citizen-led, place-based community approach to preventing disease and illnesses, improving wellbeing and reducing social isolation).
- Integrated community model and frailty (the ambition for the future model is to embed an Integrated Community Model, providing timely access to care, adopting a proactive, person-centred, community-based approach).
- Mental health, learning disabilities and wellbeing (the ambition for the future model is to transform mental health, learning disabilities and wellbeing services into a well-designed, seamless and fully integrated network of care).
- Diagnostics, ambulatory and planned care (the ambition for the future model is to embed a regional planned care and diagnostic network providing access to advice and guidance, diagnostics and planned care in the community setting).

The current situation, business need and high-level vision for each of the 5 transformational areas has been articulated to support with the Strategic Outline Case and are included within the service specifications. To deliver these aspirations and level of transformation change requires investment into the multi-agency wellbeing campus as a vehicle for delivery to develop the services as set out in the service specifications.

2.7 The school element of the multi-agency wellbeing campus is being managed through a separate business case, with different timelines. The teams are working closely together to ensure alignment. To enable the schools work to

proceed, further work has been undertaken on the infrastructure elements of the site and site layout options. Hughes Architects were commissioned to look at site options and have produced concept drawings to articulate visually what the site could look like and to aid with master planning. These can be found at Appendix C. Further feasibility work is being undertaken by the Schools Transformation team who are working with the School to look at options of where the school could be located, this is being tested against the work that Hughes Architects have undertaken. The location of the school will be confirmed following completion of the feasibility works in April 22.

- 2.8 The location and proposed configuration of the campus will maximise mental and physical wellbeing and leisure and cultural prospects via essential links with vast outdoor green spaces through Open Newtown and to the Oriel Gallery, providing art, play and outdoor activities to help support wellbeing and leisure opportunities for children, adults and families. The location of the proposed campus also lends itself to further opportunities to enhance wellbeing, increasing collaborative working with partners such as Oriel Gallery, Police, Fire, Leisure Centre, Third Sector and local businesses. Furthermore, there are opportunities for strengthening community resilience by utilising partners' assets on the site to host community groups outside of school hours, further expanding the wellbeing offer that the campus brings as well as providing value for money.
- 2.9 The Third Sector has a strong presence in north Powys and there are many examples of wellbeing services that are in operation and could be enhanced and offered from the campus. By providing spaces on a wellbeing campus, that are accessible and multi- purpose; groups and wider will offer services in a more joined up way. Sharing resources, together offering and meeting the needs of individuals and groups. Building and developing their skills and transferring knowledge. When groups and teams work from the same spaces it provides opportunities to try new ways of working, to test innovative approaches.
- 2.10 The Strategic Outline Case has been prepared using the agreed standard and format for business cases using the Better Business Cases Five Case Model as outlined in the HM Treasury Green Book, which comprises the following key components:
- **The Strategic Case:** this sets out the strategic context and the case for change, together with the supporting investment objectives for the programme.
 - **The Economic Case:** this dimension of the five cases focuses on options appraisal and demonstrates that the proposals will maximise social value to society through the selection of the optimal combination of projects and related activities.
 - **The Commercial Case:** this describes the development and procurement of the potential deal, ensuring it is commercially viable and attractive to the supply side.
 - **The Financial Case:** this focuses on the whole life costs of the proposed deal, confirming the programme is affordable and is fundable over time.

- **The Management Case:** this demonstrates that the scheme is achievable and can be delivered successfully to cost, time and quality and focuses on the implementation arrangements for the proposal.

2.11 The main focus of the Strategic Outline Case is to:

- Demonstrate the scheme is aligned to national and local policy.
- Define the benefits of a multi-agency wellbeing campus in Newtown.
- Provide an overview of the work PCC and PTHB have undertaken to further define and assess options for the multi-agency wellbeing campus, including detailed service design work.
- Demonstrate the desired service scope will fit on the preferred site.
- Define the economic and financial elements of the scheme and commercial intentions.
- Outline the management arrangements and indicative timescales for delivery.

The scope of the scheme includes primary school provision, a Rural Regional Diagnostic and Treatment Centre, Integrated Health and Care Centre, Learning, Innovation & Community Hub, and Supported Living. The scope of the SOC covers all aspects other than the primary school, which is being driven by the PCC Schools Transformation programme and is managed under a separate business case.

2.12 The Strategic Outline Case (Appendix one) builds on the initial feasibility work undertaken in 2018 (and approved by Cabinet in February 2019), this work appraised all the available sites in the Newtown area, identifying a preferred site of which further work was undertaken to test the level of ambition would fit on this site. It also further builds on the Programme Business Case that was developed in 2020, approved by Cabinet in October 2021, which strengthened the initial feasibility work by further testing of the level of ambition and fit on the site, identifying synergies the multi-agency wellbeing campus would bring, as well as the development of the commercial case.

2.13 A core aim of the programme is to provide significantly improved and enhanced local integrated services, delivered from a single location within sustainable and fit-for-purpose accommodation. The strategic case demonstrates the campus is fully aligned and will deliver against a number of national and local policies and strategies. It will significantly contribute to the decarbonisation agenda and Programme for Government through development of the hub, focus on wellbeing and integration of primary and community care services with pharmacy, education, housing, third sector and other community-based services.

2.14 The campus will maximise efficiency, integration and innovation across multiple sectors which will represent significant benefits for the local community, including a wider range of services being delivered in county. There has also been a strong emphasis throughout the development of the case on decarbonisation and what opportunities we can harness to reduce

our carbon emissions across the public sector through the built environment, procurement and reduced unnecessary travel out of county.

2.15 The location and proposed configuration of the campus will help to support economic growth and regeneration of the area, in line with the National Development Framework, which identified Newtown as an important regional centre. The scheme will also have strong links with the town centre supporting Welsh Government's initiative "Town Centres First". Though the programme is largely health and care focused, the benefits of delivering the programme span much wider than health and care; regeneration and economic growth is recognised as one of the key benefits that the scheme will deliver. The social and economic benefits can be found within the Strategic Outline Case. Additionally, the delivery of hubs and regional centres via the multi-agency wellbeing campus is aligned to the latest Programme for Government in Wales.

2.16 The benefits of the programme have been further explored are outlined within the Strategic Outline Case, grouped under the following 5 key areas:

- **Access to health and care:** Improved sign posting and uptake of wellbeing services and activities to enable people to self-manage and live independently; reducing social isolation and hospital admissions.
- **Health and care outcomes:** Prudent healthcare and the early intervention/prevention agenda in social care
- **Workforce:** More sustainable and efficient workforce model through new ways of working co-location and collaborative working
- **Decarbonisation and environment:** Reduce miles travelled for service users and staff as a result of repatriation of services and increased use of digital technology reducing CO2 emissions
- **Regeneration:** Creating a social and economic hub making Newtown a more desirable place to live and work
- **The built environment:** A purpose-built environment to enable innovation in practice, flexible working with digitally enhanced facilities to improve efficiencies and future proof service delivery

2.17 The investment objectives have been further refined at a more granular level for the Strategic Outline Case, based on what was included within the PBC:

- **Integrated Local Services:** provide a multi-agency environment in Newtown that is conducive to wellbeing and enables delivery of integrated health, care, third sector and other public services, serving the population of north Powys.
- **Sustainable Workforce:** deliver a new and sustainable workforce model that improves the recruitment and retention of staff, through career opportunities, enhanced training and a focus on staff wellbeing.
- **Innovative Environment (Fit for Purpose Estate):** An innovative use of the built environment to provide flexible, digital enabled spaces, which aid relationship building, provides health and wellbeing opportunities and allows the population of north Powys to Start Well, Live Well and Age Well.

- **Innovative Environment (Effective Accommodation):** To provide safe, efficient and compliant accommodation, which improves utilisation and makes the best use of public sector funds and assets.
- **Decarbonisation (Infrastructure & Estate):** To support decarbonisation through the procurement and design of health and social care services and infrastructure which utilise low carbon technologies, reduce energy consumption and supports biodiversity.
- **Decarbonisation (Greener Travel):** To support decarbonisation through minimising service user and staff journeys, by providing care closer to home, while promoting active travel and supporting 'green' travel plans.
- **Regeneration:** Generate opportunities to optimise Social Value through stimulation of the local job market, increased engagement with the third and voluntary sector, and through increased footfall to the area, by making Newtown a destination of choice.

2.18 The economic case assesses all the options available to support delivery of the investment objectives and to achieve the desired benefits. The short-listed options were then further subjected to a non-financial appraisal, considering the appraisal of the options in relation to the economic benefits and intended outcomes.

2.19 The preferred option at this stage identified by the partnership is to deliver the solution in one location through a new build partially integrated Campus, delivering an optimised model of care, on a site with new utilities and site infrastructure solutions. This is to be supported by a reconfiguration of the local road network to open up the Campus. The preferred scope of services delivered through the campus is proposed to include, enhanced core and repatriated services delivered through an Integrated Health and Care Centre, Rural Regional Diagnostic and Treatment Centre and Community Hub (including library & H&C academy). The site will also include assisted living accommodation, GP Primary Services and space for Highstreet Primary Care.

2.20 The commercial case has explored the following Procurement options:

- Building for Wales Framework
- Welsh Government Mutual Investment Model
- SEWSCAP Framework
- Modular Build Frameworks

2.21 The financial case has looked at the high-level capital and revenue implications appropriate at this stage. The high-level capital banding of the PBC was £89m (including £10m for the school). The capital costs for the health, care, supported living and infrastructure costs are show below (excluding the school). The schools programme currently forms part of the Band B regime, and funded in principle by both Welsh Government and the Council, although the full business case has yet to be prepared and approved.

2.22 The increase in capital costs is driven by further work on infrastructure (circa £10m) and increase in optimism bias and risk appropriate for SOC planning. It is envisaged the scheme will be fully funded by Welsh Government and there will be no impact on PCC capital.

2.23 Though the lead partner for the build elements has not been identified at this stage, if PTHB take the lead there will be VAT implications as outlined in the table below, unlike a project led by local authorities who can reclaim the VAT.

Project Costs	
Capital Cost	£67,146,191
Optimism Bias	£16,115,086
Risk	£7,751,486
VAT (only to be included where non-recoverable by applicant)	£18,202,553
Total Project Cost (inclusive of optimism bias and risk)	£109,215,316
Funding Body Contribution	100% funded by Welsh Government

2.24 The revenue costs in the long term are unknown at this stage, although requirements for the Council may not be large, and be funded within existing base budgets.

2.25 The management case is aligned to the existing programme governance arrangements. Recognising further work is required to revise these in line with the Programme Assessment Review and next stage of the programme.

2.26 Following approval of the Strategic Outline Case, each aspect of the scheme will move into the more detailed planning contained within the Outline Business Case and Full Business Case. For the health, care and infrastructure aspects of the scheme, this will also include more detailed service planning work looking at innovative practice and pathway changes, validation of demand, capacity and financial modelling and revenue business case development for major service developments.

2.27 A Memorandum of Understanding has been prepared between Powys Teaching Health Board and Powys County Council and is appended to the SOC. The MOU describes how the organisations will work together in creating a high quality, purpose-built multi-agency wellbeing campus also accommodating a new school and playing fields. Shared and linked space and facilities will be an essential underpinning commitment. This includes the following principles for the multi-agency wellbeing campus development:

- Cost effective public purse
- 'Do once' with no duplication
- Commitment to decarbonisation and biodiversity

- Deliver benefits from synergies and shared approach

2.28 Alongside the Strategic Outline Case, work continues to accelerate short term changes to support delivery of the integrated model of care and wellbeing and achieve 'quick wins' in achieving some of the programme outcomes. Examples include:

- **Digital Facilitators** – A digital first approach supporting improved access to advice and assistance. Digital facilitators have been providing digital support for the use of virtual health and care systems, and continue to support administrative teams to explore ways to provide digital support to service users during the continued impact of the Covid-19 pandemic and beyond. To date, 84 people have been assisted using digital facilitators (since June 2021). The Ask SARA platform has also been utilised to bring together existing and new information systems into one place that will help transform how citizens can self-serve to help them help themselves.
- **Bach a lach** – This project aims to upskill staff in schools and early years settings in the most deprived areas in Powys in order to deliver and embed physical and emotional literacy within curriculum and other areas of school life, to support children in more deprived areas to become physically and emotionally literate.
- **Powys Together** – The Powys Together project is a locality-based project working with communities across north Powys. The Newtown Together is based on the national Children First model, creating system change in the most deprived areas of Powys through increased opportunities and reduced disadvantages for children, young people and families. The project places the voice of children and families at the centre of everything they do. Powys Together supports a number of strategic priorities including community development, prevention and health improvement, supporting carers, tackling Adverse Childhood Experiences and innovative research and development.
- **Repatriation of Children Looked After** – Bringing children looked after back to Powys will support a reduction in inequalities and an improvement in outcomes. This is being improved through creating and developing additional in-house fostering capacity, development and establishment of north Powys residential provision for mainstream children, increasing resources for placement teams, and creating and development of additional supported lodgings capacity.

3. Advice

4. Resource Implications

4.1 The capital costs for this scheme are to be funded 100% by Welsh Government with no Council funding required. The scheme will require the transfer of Council owned land to the health board, this will take place

using land transfer protocols with the council receiving a capital receipt in exchange for the land transferred. At this stage there is no agreement on the cost to the council for the use of this facility to deliver council services, this will be explored further in the next stages of the project. There may be efficiencies released from vacating the Councils properties that are being transferred to the health board which may be able to offset these costs. As outlined earlier in the report the Calon y Dderwen school is not included in this programme, but has a key dependency within it, and separate business cases will be presented to cabinet in due course.

4.2 The Section 151 Officer confirms that the strategic outline case provides high level capital assumptions, that will be fully funded by Welsh Government. It is likely there will be capital receipts from the sale of land, but the detail of this along with wider revenue implications will be provided in more detail in the Outline Business Case (OBC). Due diligence to check the robustness of the OBC will be undertaken before any financial commitments take place.

5. Legal implications

5.1 The comments of the Head of Legal and Democratic Services (Monitoring Officer) will be reported at the meeting.

6. Data Protection

6.1 No processing of personal data.

7. Comment from local member(s)

7.1 Within the North of Powys we need to provide improved and enhanced local services and through this programme there will be many benefits to enable this to happen. I am in support of this as long as there is effective communication with the school so that they too benefit from this project.

7.2 Health and Care Scrutiny Committee have reviewed the SOC. There is a formal recommendation from the Committee that lessons learned both internally and externally need to be set out and applied through each relevant work stream as the programme moves to the next stage of planning and design. This will become part of the principles of working.

8. Integrated Impact Assessment

8.1 No Impact Assessment, to be completed during OBC.

9. Recommendation

1. To note the current position and progress made in relation to the programme.
2. To note the outputs of the demand, capacity and financial modelling.

3. To approve the draft Strategic Outline Case in Appendix one in readiness for submission to Welsh Government following endorsement of the Programme Business Case.
4. To approve the Memorandum of Understanding between Powys Teaching Health Board and Powys County Council (Appendix E of the Strategic Outline Case)

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Appendices:

Ref	Document Name	Attachment
Appendix one	Strategic Outline Case	Attached separately due to file size.
Appendix two	Strategic Outline Case Appendices inc MOU, Demand Capacity Modelling and Site Master Plans	Attached separately due to file size.