

Sexual Assault Referral Centre (SARC)

Project Update

Strategic Development and Operational Delivery Committee

26th June 2023



The Purpose of the SARC Project / Strategic Alignment

SARC Project

Purpose:

To allow Hywel Dda University Health Board (HDdUHB) to invest in the refurbishment of infrastructure for the delivery of adult (16+) acute Sexual Assault Referral Centre (SARC) services and non-acute SARC services to people of all ages. The project will form part of the Mid and West Wales Hub and Spoke model of care under the national SARC programme of work which is being delivered by three regional Service Delivery Groups (South-west, South-east and North Wales) and governed by the Welsh Sexual Assault Services (WSAS) Programme Board by:

- providing sustainable ISO-accredited infrastructure through the refurbishment of the ground and first floors of the Canolfan Rheidol Ceredigion County Council Offices in Aberystwyth. This will replace the current SARC facility, which is leased by Dyfed-Powys Police (DPP) from Ceredigion County Council.

Strategic Alignment:

- The objectives of the Well-being of Future Generations (Wales) Act;
- A Healthier Wales: long term health and care strategy;
- The national WSAS Programme;
- The HDdUHB 'A Healthier Mid and West Wales: Our Future Generations living well' (AHMWW) strategy.
- The Ceredigion Local Well-being Plan 2023-28.

It is also informed by relevant strategies including: The Violence Against Women; Domestic Abuse and Sexual Violence (VAWDASV) Strategy (Wales) 2022-2026; The Victims' Strategy 2018; The Race Equality Action Plan; and Together for Mental Health.

Strategic Case: Background and Case for Change

SARC Project

- In 2013 WG undertook a review looking at the unmet needs in SARC services and the lack of integration between services. The findings from the review formed the case for change for a multi-agency review of sexual assault services across Mid, South and West Wales, led by the National Health Service (NHS) Wales Health Collaborative.
- A SARC Programme Board was established comprising of representatives from health, police and third sector, to oversee the development of a service model to address the service gaps that were identified. The Board identified concerns at the Aberystwyth SARC, located in Bow Street and concluded it was not fit for purpose, as the site:
 - was not accessible to disabled persons and could not cater for any disabled patients or their families;
 - was housed within a residential care home and could not be accessed due to restrictions during the pandemic;
 - shares toilet facilities with the care home, which puts patients' anonymity at risk;
 - is not conducive to future proofing for developments in remote technologies, such as live links to court for vulnerable witnesses;
 - is unable to support the holistic needs of victims and their families due to space limitations.
- In December 2022, Bow Street SARC was refurbished to ISO 15189:2022 standards and is currently awaiting accreditation award.
- On 4 April 2023 Ceredigion County Council gave notice on Bow Street SARC premises, in that the facility would no longer be available to utilise for SARC services from the 1 April 2025.
- Currently, Bow Street continues to remain not fit for purpose and the Board, therefore, commenced the process of identifying and assessing potential options.

Strategic Case: Business Needs

SARC Project

The business need for the Aberystwyth SARC Project is therefore to procure a new SARC facility which will be capable of:

- Securing ISO 15189:2022 accreditation by 1 April 2025 at the latest.
- Meeting acute demand in Aberystwyth consolidated from Newtown and Carmarthen
- Meeting growth in demand due to increased incidence and/or reporting of sexual assault.
- Meeting the needs of all service users.

Strategic Case: Drivers – Spending Objectives – Benefits – Outcomes

SARC Project

Drivers	Spending Objective	Benefit	Expected Outcome
Effectiveness	To deliver an acute and non-acute Aberystwyth SARC facility compliant with ISO accredited standards from which DPP, the University Health Board and the third sector can deliver their respective services.	Contribution to achievement of the objectives of the national SARC programme.	Improved access. Provision of on going therapeutic support for victims.
Efficiency	To deliver an acute and non-acute Aberystwyth SARC facility that is compliant with accredited standards to meet an anticipated in acute demand of 194% resulting from the consolidation of services from Newtown and Carmarthen.	Ability to support acute and non-acute cases presenting in Dyfed Powys region, as well as south Gwynedd.	Enhanced integration of clinical, forensic, social and therapeutic services across the region.
Economy	To deliver an acute and non-acute Aberystwyth SARC facility that is compliant with accredited standards to allow for the consolidation of services and the rationalisation of estate.	Rationalisation of Estate.	Outcomes related to cost efficiency.
Compliance	To deliver an acute and non-acute Aberystwyth SARC facility which meets the standards required for ISO 15189:2022 and complies with the requirements of the Equality Act on disabled access.	An ISO-compliant SARC.	Improved quality of evidence collected and in doing so mitigate potential defence challenges and loss of prosecutions in court.
Replacement	To replace the current acute and non-acute Aberystwyth SARC facilities to provide business continuity and prevent the loss of essential SARC services serving Aberystwyth and surrounding areas.	Continuation of Business as Usual continuity for SARC services.	Continuation of Business As Usual (BAU) SARC Services.

Strategic Case: Key Project Business Risks

SARC Project

Description	Mitigation
<p>Reputational risk arising from failure to provide infrastructure that:</p> <ul style="list-style-type: none"> • Meet required timescales. • Meets quality standards. • Is Sustainable. 	<p>Technical capability of the SARC project group. Support from and technical capability of wider Wales Sexual Assault Services programme.</p>
<p>Non-compliance with ISO 15189 Accreditation standards.</p>	<p>Technical capability of the SARC project group and wider Wales Sexual Assault Services programme.</p> <p>Award of ISO 15189 Accreditation Standards.</p> <p>The national SARC Programme has procured specialist ISO accreditation resource for the new Aberystwyth and Swansea SARCs.</p>
<p>Design does not meet regulatory standards.</p>	<p>Technical capability of the SARC Project Group and wider Wales Sexual Assault Services programme.</p>
<p>Failure to secure capital funding in time and / or in entirety.</p>	<p>Engagement with WG.</p>
<p>Capital and / or revenue costs are higher than projected.</p>	<p>Technical capability of the SARC Project Group and wider Wales Sexual Assault Services programme. Sensitivity analysis.</p>

Strategic Case: Key Project Service Risks

SARC Project

Description	Mitigation
Failure to achieve planning permissions and / or building regulations approvals.	Engagement with local authorities as required
Noise pollution during construction	Noise reduction / abatement requirements to be detailed in tender specifications.
Tendered price is higher than costs estimated in this Business Justification Cases (BJC)	<p>Estates team to follow the University Health Board’s project approval process prior to tender for construction and engineering projects based on three key stages:</p> <p>Stage 1: Provisional cost estimate; Stage 2: Budget cost estimate; Stage 3: Pre-tender estimate.</p> <p>Development costs will be re-evaluated at each stage of this process.</p>
Risk associated with potential reduction in parking spaces, including disabled spaces, during construction	Requirements to be detailed in tender specifications

Strategic Case: Key Project Constraints

SARC Project

Area	Constraint
Policy decisions	The Project is constrained by the scope and timescales of the national SARC programme.
Legal considerations	The Project is constrained by the need to reach an acceptable agreement with Ceredigion County Council as lessor.
Regulations	The new SARC must meet the quality standards of ISO 15189:2022 – Medical Laboratories: Requirements for Quality and Competence.
Timescales	The new SARC space must be ISO accredited by April 2025.
Affordability – Capital / Revenue	The space must be delivered within the affordability constraints shown in the Financial Case.
Quality of fit-out	The SARC must be of sufficient quality to serve for a typical operational life of 20 years.

Strategic Case: Key Project Dependencies

SARC Project

Area	Dependency
Other Projects	Other projects in the SARC programme.
External factors	Lease / Heads of Terms Agreement.
Partner operations	Integrated working between LA, UHB, DPP and New Pathways.
Legislation	The Project will be dependent on receiving accreditation under ISO 15189:2022 – Medical Laboratories: Requirements for Quality and Competence.
Approvals	The Project will be dependent on internal approvals from the University Health Board and the SARC Programme Board and external approvals from WG.
Availability of capital	The Project will be dependent on capital funding from WG. This could be vulnerable to inflation and / or competing priorities at a national level.
Supply market availability	The Project will be dependent on the capacity of the supplier market to meet the Project’s requirements.

Economic Case: Critical Success Factors (CSF)
Project

SARC

CSF	Description
Strategic fit	The option will meet the Spending Objectives and Drivers relating to Effectiveness, Efficiency, Economy, Compliance and Replacement.
Business needs	The option will provide an ISO-compliant SARC facility which will meet projected demand and the needs of all service users.
Value for Money	The option will: <ul style="list-style-type: none"> • Provide a robust solution within required timescales. • Optimise costs and benefits. • Provide flexibility to meet future service needs.
Supplier capacity and capability	The scope and timeline of the option are consistent with the capacity and capability of the supplier market.
Affordability	The option is affordable from a capital and revenue perspective.
Achievability	The option is deliverable, specific, measurable, realistic and timely.

Economic Case: Options Analysis

SARC Project

Options considered and discounted:

Options	Rational for discounting
Option 1: Business As Usual (BAU)	<p>The option is unachievable as Ceredigion County Council has stated that the accommodation at Bow Street, Aberystwyth will not be available after 1st April 2025.</p> <p>The option does not enable the University Health Board to meet the Spending Objectives and Critical Success Factors.</p>
Option 2: Development of the new SARC facility as part of the Aberystwyth Integrated Care Centre (AICC)	<p>Although this option may comply with the requirement to make a new ISO 15189:2022-accredited SARC facility available, the timescale within which it can be delivered is uncertain. This would mean that services would have to continue to be delivered from the Bow Street SARC, which cannot meet the needs of all service users and will no longer be available after 1 April 2025.</p>

Economic Case: Options Analysis – Preferred Option

SARC Project

The preferred option:

Option:	Rational
<p>Option 3: Development of the new SARC facility within the Canolfan Rheidol Ceredigion County Council Offices in Aberystwyth.</p>	<p>This option aligns with the Spending Objectives and CSFs.</p> <p>There is some risk to the achievement of the business needs over the longer-term if Ceredigion County Council were to terminate one or both of the leases before the end of their twenty year terms, however this risk is mitigated by the fact that the University Health Board and Ceredigion County Council are partners with a shared interest in providing SARC services to the population.</p> <p>The Project Group has therefore concluded that Option 3 is the only option which is realistically capable of providing an ISO 15189:2022-accredited facility by 1 April 2025 and therefore of mitigating the risk of prosecutions failing or not being possible because admissible evidence cannot be collected.</p>

Commercial Case: Outputs / Capital Cost Estimates

SARC Project

Outputs:

The University Health Board will procure the refurbishment (including works, furniture and medical equipment; IT hardware and software, infrastructure, networking, installation, supervision and commissioning complete) of an area of 342.08m² within the Canolfan Rheidol Ceredigion County Council Offices in Aberystwyth.

Capital Cost Estimates:

This BJC is submitted on budget cost estimates, due to the need to expedite the Project so that it will be available by the agreed project timeline. The Forecast Project Out-turn Cost, prior to going to tender and for approval by WG, is £2,185,085 (post-VAT recovery). At tender stage more robust costs will be obtained and submitted to WG for review and final approval. The project completion date under the timeline agreed for the Project is March 2025.

Commercial Case: Capital Cost Estimates

SARC Project

Capital Cost Estimates:

Cost	Net cost (£)	VAT @ 20%	Gross cost (£)
Works cost	1,055,021	211,004	1,266,025
Fees	218,160	43,632	261,792
Non-works costs	338,929	67,786	406,715
Equipment costs	86,900	17,380	104,280
Contingency	158,253	31,651	189,904
Forecast Project Out-turn Cost (pre VAT recovery)	1,857,264	371,453	2,228,717
Less recoverable VAT		43,632	43,632
Forecast Project Out-turn Cost	1,857,264	327,821	2,185,085

Commercial Case: Procurement Route – Contracting Arrangements - Payment Terms

Procurement Route:

The procurement route for all goods, services and works pertaining to the Aberystwyth SARC will comply with Hywel Dda Standing Orders and Standing Financial Instructions and ensure due regard to statutory requirements (including Public Contract Regulations), WG and central government policy and Audit Commission guidelines are followed.

Contracting Arrangements:

The University Health Board will hold a competitive tender for refurbishment of the premises located within the Canolfan Rheidol Ceredigion County Council Offices in Aberystwyth utilising the OJEU compliant Swansea Bay & Hywel Dda University Hospitals Construction Framework – Agreement 4 (Lot 4), which is a multi-supplier framework between the Authority and Framework Suppliers for the provision of Construction works valued between £200k - £2m in respect of the Hywel Dda Region.

Payment Terms:

- Payment terms will be determined by the terms and conditions of the form of contract used.
- The University Health Board is likely to propose payment terms whereby percentages are paid on completion of milestones, with percentages held back until the site is commissioned and for any defects until twelve months after completion date.

Commercial Case: Lease Agreement / Heads of Terms

Heads of Terms of the Lease – Key details:

Landlord	Ceredigion County Council
Tenant	Hywel Dda University Health Board
Security of Tenure	Lease to be excluded from provisions of Part II Landlord & Tenant 1954
SARC Ground Floor	
Term	20 years (contracted outside the Act)
Rent	£21,250 per annum excluding VAT
Break Clause	Tenant break at 5, 10 and 15 years.
Other	Exclusive of all outgoing. Cleaning/repairs and maintenance to be carried out by Ceredigion Council and recharged Making good provisions at the cost of HDUHB upon vacation
SARC First Floor	
Term	20 years (contracted outside the Act)
Rent	£12,750.00 per annum excluding VAT
Break Clause	Tenant break at 5, 10 and 15 years
Other	Exclusive of all outgoing. Cleaning/repairs and maintenance to be carried out by Ceredigion Council and recharged Making good provisions at the cost of HDUHB upon vacation

Financial Case: Funding and Affordability - Capital / Operating / Revenue Costs for Preferred Option

Capital Expenditure	Total	Y1 2023/24	Y2 2024/25	Y3 2025/26	Y4 2026/27	Notes
Works	1,266,025		1,266,026			
Fees	261,792	170,165	91,627			
Non Works Costs and Fees	406,715	42,000	364,715			
Equipment	104,280		104,280			
Contingency	189,904		189,904			
Less VAT Recoverable	- 43,632	- 28,360	- 15,271			VAT assessment will be undertaken with VAT advisors on approval of funding. VAT recovery % to be notified to WG. Recovery shown here relates to VAT on fees, assumed to be fully recoverable.
Total Capital Costs	2,185,085	183,804	2,001,281			
Operating Expenditure						
Lease	136,000		34,000	34,000	34,000	Yr 5 £34,000. Annual lease rent estimate on basis of discussion between HBUHB and Ceredigion County Council
Other premises costs	238,707			79,569	79,569	Yr 5 £79,569. Costs based on estimates developed from information provided by Ceredigion County Council and reviewed by HDUHB Estates team
IT revenue costs	15,000			5,000	5,000	Yr 5 £5,000. Estimate provided by HDdUHB IT department
Equipment service contract	9,000			3,000	3,000	Yr 5 £3,000. Estimate of service contract on colposcope
Total Operating Costs	398,707		34,000	121,569	121,569	Yr 5 £121,569
Total Costs	2,583,792	183,804	2,035,281	121,569	121,569	Yr 5 £121,569
Revenue						
Recharge to WSAS	- 366,400		- 31,000	- 111,800	- 111,800	Yr 5 -£111,800. Recharge estimate on the basis of discussion with Welsh Health Specialised Services Committee (WHSSC)
Net Cost	2,217,392	183,804	2,004,281	9,769	9,769	Yr 5 £9,769

Management Case: Delivery Arrangements

SARC Project

Project management

- The Project will be undertaken in line with NHS Infrastructure Investment Guidance and using established project management methodology.
- The University Health Board set up the SARC Project Group (the Project Group) on 10 October 2022. The Project Group is responsible for good management and governance of the project, to ensure its delivery within available resources, on time and to agreed service model specifications and that the Spending Objectives and expected benefit outcomes are realised.
- The Project Group is accountable to the Senior Responsible Officer (SRO), being Hywel Dda University Health Board Executive Director of Strategy and Planning; and Hywel Dda University Health Board Project Director, being the Ceredigion County Director.

Management Case: Delivery Arrangements

SARC Project

Implementation - Milestones	Timeline
BJC HB internal scrutiny process	June to July 2023
BJC WG scrutiny and approval	August to October 2023
Planning approvals	May to September 2023
Detailed technical design	October to December 2023
Tender period	January to February 2024
Construction	March to September 2024
Commissioning	October to November 2024
ISO Validation period	December 2024 to March 2025
Handover	March 2025

Business Justification Case: Approval Process

SARC Project

The BJC over the coming weeks will be taken through the Health Boards internal scrutiny business case review process, which was approved by the Executive Team and the Capital Sub-Committee in September 2022.

The purpose of the review process is to:

- Provide early scrutiny & challenge to the BJC;
- Improve the robustness of business case;
- Ensure that the evidence used is robust;
- Test the strategic fit.

The scrutiny journey through the HB:

- Key Leads;
- SARC Board;
- Strategic Development & Operational Delivery Committee;
- Use of Resources Group;
- Executive Team;
- Board.

Recommendation

The Strategic Development and Operational Delivery Committee is asked to **NOTE** the progress on the SARC Business Justification Case (BJC) and support presentation to Board on 27 July 2023 once the internal scrutiny of the BJC is complete.