

## NORTH YORKSHIRE COUNTY COUNCIL

### HEALTH SCRUTINY COMMITTEE

18<sup>th</sup> November 2011

#### Development of a Strategy For Healthcare Services In Whitby

##### **1. Purpose of the Report**

To provide background information on the development of a strategy for healthcare provision in Whitby.

To provide information on progress in developing a vision for the future provision of healthcare services in Whitby in the context of the North Yorkshire Review.

To provide an update on the development of a business case following the theatre closure at Whitby.

To propose that the Health Scrutiny Committee receives a more detailed update at the January 2012 meeting.

##### **2. Background**

There have been some significant events this year which have prompted the need to develop a strategy for the future provision of healthcare services in Whitby. These are:

- In March, the National Clinical Advisory Team Report recommended that a strategy for healthcare services in Whitby should be developed, led by local GPs and involving key stakeholders.
- The NCAT report (the key findings are attached as appendix A) highlighted a number of issues to be addressed particularly the lack of vision and public and clinical engagement.
- In June, the theatres were closed following surveys undertaken at Whitby and Malton which identified that the ventilation systems posed a risk.

The following events this year have improved the opportunity to develop a strategy and implementation plan for services in Whitby:

- In April, the Transforming Community Services process resulted in the transfer of community services including Whitby Hospital from the PCT to York Hospitals NHS Foundation Trust. This has enabled closer working with Scarborough Trust to develop an integrated approach to the delivery of care.

- The development of the Hambleton, Richmondshire and Whitby Clinical Commissioning Group engages GPs in leading the commissioning process.
- Commissioning relationships have developed at a local level with social care colleagues. For example, the re-ablement investment jointly agreed with North Yorkshire County Council, the PCT and Clinical Commissioning Groups offers an opportunity to develop community based services in Whitby and offer fully integrated care.
- In July, a workshop was held with key clinicians which identified support for reviewing the previously agreed strategies to include community services and the following key areas:
  - ❖ Theatres
  - ❖ Out-patients and other ambulatory services
  - ❖ Acute Care including minor injuries
  - ❖ Levels of Care – a project which considers whether health and social care services can be configured in such a way as to meet patients’ needs in the most appropriate setting, whilst providing value for money.
  - ❖ Diagnostic Services
  - ❖ Transport
- In August, the Report of the Independent Review of Health Services in North Yorkshire made extensive recommendations about the future provision of healthcare including the redesign of community hospitals as part of a wider strategy for improved community services (health and social care) for older people and the wider population, involving community health services, social care and primary care. Specifically the report suggested community hospitals provide ‘step-up’ care for patients from the community and ‘step-down’ care for patients from acute hospital settings, so that care is matched to patient need and provided in the right place. It was suggested that they could, where appropriate, become centres for simple diagnostics (blood tests, plain X-rays and ultrasound) and provide consultant outpatient clinics, and out-of-hours care as part of the urgent/emergency pathway. Admission must be on the basis of need and be equitable.

The background outlined above indicates that the scope for a strategy for the delivery of healthcare services for the people of Whitby is extensive.

There is a need to look at the needs of the population of Whitby and the surrounding area, now and in the future so that decisions can be made about how those needs may be most effectively met. The commissioning intention is to deliver safe, affordable local services that deliver the best outcomes possible for patients and the local community. Any changes to services need to be considered as a whole wherever possible rather on a piecemeal basis so that services deliver seamless and integrated care.

The implementation of the North Yorkshire Review provides an opportunity to ensure that the strategy for healthcare services in Whitby is developed locally while being supported with the clinical and management capacity and expertise required and the additional resources offered by a large scale review process.

It also ensures an equitable approach to the addressing the complex resource issues prompted by the review across the whole of North Yorkshire and adherence to appropriate governance arrangements.

### **3. Public and Stakeholder Engagement**

Over several years there have been a number of sudden or temporary changes to healthcare services in Whitby in response to difficult operational issues. When this happens the NHS has provided an explanation and information when the circumstances are less than ideal and over time the public have lost confidence and are concerned that their views are not considered.

In circumstances when service changes are planned the public are used to being presented by the NHS with a fully worked up solution for consultation rather than being involved at a much earlier stage when change is being considered or in a continuous dialogue as a proposal is developed.

The Clinical Commissioning Group for Hambleton Richmondshire and Whitby aims to meet the requirements for patient and public engagement more effectively by planning engagement with patients, the public, stakeholders, clinicians and staff to inform the development of the strategy and the commissioning intentions.

The CCG will take some soundings locally in Whitby on how best to achieve this and set out a proposed engagement plan.

A more transparent process will also be adopted, for example documents developed or used by the CCG to support the development of the strategy will be made available on the CCG website.

### **4. Next Steps**

Implementation of the North Yorkshire Review is expected to commence shortly and the Clinical Commissioning Group anticipates an opportunity to suggest an approach to developing the strategy for Whitby as part of the implementation plan.

It may be possible to give a further update on this at the next Scrutiny of Health Meeting. The Project Director will be working with the PCT from the 14<sup>th</sup> November 2011.

The PCT gave a commitment to the development of a business case to address the refurbishment of the theatres at Whitby in 2010. This was prior to the closure prompted by the recent inspection following the transfer of the service to Scarborough Trust in June and was based on limited information available to the PCT at the time. The cost of bringing the theatres and medical equipment up to date is currently being assessed.

The business case will need to compare the provision of the day case procedures previously undertaken at Whitby Hospital - this will include the option of refurbishing the theatres and medical equipment at Whitby Hospital. Other options will also need to be identified and all options need to consider the appropriate clinical and technical evidence to ensure that sure that each option can support the delivery of safe and effective outcomes for patients and is sustainable in the longer term. The overall impact on patient experience also needs to be considered.

There is an opportunity for clinicians involved in the delivery of care and experts in the provision of theatre facilities and equipment to set out the standards and requirements for the provision of day case surgery as part of the option appraisal process. Sharing this information with patients, staff and key stakeholders will be part of the process of developing the business case.

The previous levels of day case activity undertaken at Whitby are unlikely to be sufficient to be sufficient on their own to make the clinical services viable and other sources of activity may be required. As part of the business case development local providers have been asked what capacity they would require from refurbished facilities and the net may need to be cast more widely to ensure that a refurbished theatre can be fully utilised.

The expectation is that business case will be developed and considered by the PCT's Transition and Reform Board on 5<sup>th</sup> January 2011.

It is proposed that the Health Scrutiny Committee would be provided with an update about the strategy development and the outcome of the business case at their meeting on the 27<sup>th</sup> January 2012.

## **5. Summary**

The Health Scrutiny Committee is asked to:

- Note the background describing the key events requiring the development of a strategy for healthcare services in Whitby.
- Note the significant events this year that support the development of a strategy.
- Note the Clinical Commissioning Group's intention to engage patients and the public more effectively.

- Note the plan to complete development of the business case for day case surgery by January.
- Support proposed update on the development of a strategy and the business case at the January Scrutiny of Health Committee.

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## Appendix A

### Conclusions of the National Clinical Advisory Team Review in March 2011

1. The clinical model of ECT is a good model of care and every attempt should be made to preserve and develop it. We particularly liked the single point of contact (SPOC)
2. A strategic vision for the two community hospitals needs to be developed. Community Hospitals such as Malton and Whitby can provide intermediate care (including rehabilitation and palliative care), outpatient services, diagnostics and minor injuries. There will be an increasing requirement for this type of service in the future which can be affordable if seen within the context of funding the overall provision of health services.
3. General practitioner support for the clinical models is pivotal, but this support has to be grounded in accountability and responsibility for the affordability of the clinical model.
4. The commitment and professionalism of the nursing and therapy teams is commendable and their involvement in shaping services moving forward is pivotal.
5. Engagement with local stakeholders requires further work especially social services so there is a common understanding of the strategic vision for community health services in this part of Yorkshire.
6. Moving to public consultation on the closure of the two wards and the full implementation of ECT is not recommended at this time due to the lack of support from local stakeholders and in particular the General Practitioners.
7. The estate of Whitby Hospital is poor and likely to pose long term problems of maintenance and cost. Future capital planning should proceed quickly from consideration of the strategic direction. Smaller, more modern facilities will more appropriately deliver quality healthcare in a safe, sustainable and affordable way in the future.
8. Strong clinical leadership will be required to lead change within a time of contracting healthcare resources. Difficult decisions will inevitably need to be made about the nature and siting of healthcare services for Malton and Whitby. It is essential that the public is engaged honestly, openly and from the start in these discussions. Much can be achieved but plans will need to be achievable and affordable.