

# Draft agreed by Chairman – 28.03.18 North Yorkshire County Council

## Scrutiny of Health Committee

Minutes of the meeting held at County Hall, Northallerton on Friday 16 March 2018 at 10 am.

### Present:-

### Members:-

County Councillors Jim Clark (in the Chair), Philip Barrett, John Ennis, Mel Hobson, John Mann, Zoe Metcalfe, Heather Moorhouse, Andy Paraskos (substitute for Val Arnold), Chris Pearson, Andy Solloway, Roberta Swiers and Robert Windass.

### Co-opted Members:-

District Council Representatives:- Judith Chilvers (Selby), Jane E Mortimer (Scarborough), Wendy Hull (Craven), Karin Sedgwick (Richmondshire) and Ian Galloway (Harrogate).

### In attendance:-

Janet Probert, Chief Operating Officer, Hambleton, Richmondshire and Whitby CCG  
Lisa Pope, Deputy Chief Operating Officer, Hambleton, Richmondshire and Whitby CCG  
Adele Coulthard, Director of Operations, Tees, Esk and Wear Valley NHS Foundation Trust  
Dr Adrian Clements, South Tees Hospitals NHS Foundation Trust  
Lucy Tulloch, Service Manager, Friarage Hospital  
Sue Pitkethly, Executive Director, NHS Airedale, Wharfedale and Craven Clinical Commissioning Group  
Jack Davies of the Local Pharmaceutical Committee for North Yorkshire

County Councillor Caroline Dickinson, Executive Member for Public Health, Prevention, Supported Housing and STPs.

### County Council Officers:-

Clare Beard, Public Health  
Daniel Harry, Democratic Services and Scrutiny Manager

A member of the press.

**Apologies for absence were received from:-** County Councillors Val Arnold (substitute Andy Paraskos) and Liz Colling, District Councillors Bob Gardiner (substitute Cllr Elizabeth Shields) and Kevin Hardisty (Hambleton).

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**Copies of all documents considered are in the Minute Book**

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### 32. Minutes

#### Resolved

That the Minutes of the meeting held on 15 December 2017 be taken as read and be confirmed and signed by the Chairman as a correct record.

### 33. Any Declarations of Interest

There were no declarations of interest to note.

## **34. Chairman's Announcements**

### **Statement by the Chairman**

The Chairman, Councillor Jim Clark, raised his concerns about the financial challenges faced by four of the Clinical Commissioning Groups (CCGs) that commission health services in North Yorkshire. He said that the combined deficit was estimated to be £40m for 2017/18.

Councillor Jim Clark noted that before the CCGs were created the Primary Care Trust had also experienced significant financial difficulties. He said that this suggested that the finances and the commissioning arrangements that were in place were not sufficient or robust enough to work in an area as complex as North Yorkshire, where there are five Clinical Commissioning Groups, three Sustainability and Transformation Partnerships and potentially three Integrated Care Systems all three of which go outside of county borders.

Councillor Jim Clark said that he understood that four of the CCGs were currently working with NHS England and NHS Improvement to see what could be done to improve their financial position. Whilst they were not formally in a capped expenditure regime, there was likely to be a significant impact upon the services that they commissioned.

### **Integrated Care Systems**

Councillor Jim Clark said that Integrated Care Systems (ICSs) are being developed and implemented across England. These ICSs tend to cover one or more Sustainability and Transformation Partnership (STP) areas. In terms of North Yorkshire, an ICS for North East and Cumbria will go live as of 1 April 2018, which will cover Hambleton, Richmondshire and Whitby, and that for West Yorkshire and Harrogate and Craven will go live as of 1 April 2018. There has been no progress as yet with the development of an Integrated Care System for Humber Coast and Vale STP area.

Councillor Jim Clark stated that there is no statutory framework in place to provide a legislative foundation for the Integrated Care Systems. This raised some concerns about governance and how decisions would be made and scrutinised.

Councillor Jim Clark also raised his concerns that a short term reaction to the workforce shortages and financial pressures faced by some hospitals was leading to significant service changes which were outside of the ICS planning approach. This in turn posed a risk that a number of changes could be made without a full consideration of the cumulative impact in a given area. Councillor Jim Clark stated that the committee would continue to follow up on issues regarding governance and the scrutiny of these new systems and bodies as they are created.

### **Workforce**

Councillor Jim Clark confirmed that he had received some responses to the letters that had been written to MPs and Ministers. The responses received to date were from The Right Honourable Robert Goodwill MP and The Right Honourable Dr Sarah Wollaston MP. Councillor Jim Clark confirmed that no response had been received from The Right Honourable Jeremy Hunt MP and that this would be followed up by the committee.

### **Mental Health Workshop**

Councillor Jim Clark drew members' attention to the workshop that was held on mental health on 23 February 2018 at which members received a full and frank outline of the current situation regarding the financing and provision of mental health services in North Yorkshire. He noted his concerns that it had become evident that there had been over 30 years of under investment in mental health services and that the time had come to respond to this as a committee and make a very clear statement as to what was expected for mental health services in the county.

Councillor Jim Clark stated that he was not happy that the building of a new hospital in York for mental health was going ahead whilst that at Harrogate had been paused. He noted that the York Hospital had only recently received planning permission whereas the Harrogate site had had planning permission in place for a significant period of time.

### **Whitby Hospital site development**

Councillor Jim Clark said that it had recently been announced that £11m of capital funding had been made available to enable the development of the Whitby Hospital site to continue. Councillor Jane Mortimer noted that the recent public engagement event went well and that the presentation by the County Council officer, Dale Owens, had been well received. Councillor Jim Clark noted that the capital funding was welcomed and it would be good to see the work around Whitby progress but he also acknowledged that this might place other capital funding projects in the county at risk as there may well be a ceiling or allocation limit for capital funding employed by NHS England.

### **35. Public Questions or Statements**

Daniel Harry confirmed that there were no public questions or statements.

Councillor Jim Clark then informed the committee that the order of the agenda was going to be re-arranged with Item 5 now being taken after Item 7. He confirmed to the committee that the order for items then ran 6, 7, 5, 8, 9, 10, 11, 12 and 13.

### **36. Transforming Adult and Older People's Mental Health Services in Hambleton and Richmondshire**

Considered -

Report by Janet Probert of Hambleton, Richmondshire and Whitby CCG and Adele Coulthard from Tees Esk and Wear Valleys NHS Foundation Trust (TEWV) which gave a brief update on progress with the development of Mental Health Services in the Hambleton and Richmondshire area.

Janet Probert said that the planned move of patients from the existing mental health wards at the Friarage Hospital, Northallerton had been delayed due to delays with the refurbishment of the Roseberry Park Mental Health Hospital at Middlesbrough. Janet Probert stated that there would be greater clarity about how long refurbishment would take by the end of March 2018.

Janet Probert noted that the delays had created opportunities to look in greater depth at how the new services would operate in the community and also to do more service user engagement.

Councillor Jim Clark queried when the community hub would be up and running and whether planning permission had yet been gained.

Adele Coulthard responded that planning permission had not yet been applied for because there needed to be an application for the developments at the site as a whole.

Councillor Jim Clark raised a query about whether the Clinical Commissioning Group and TEWV had yet thought through the implications around transport and what could be done to ease the problems faced by people coming to support and visit carers and loved ones.

Adele Coulthard confirmed that she had had some preliminary discussions with the Yorkshire Ambulance Service regarding transport at a point of mental health crisis.

Janet Probert said that she was working also with the County Council and Yorkshire Ambulance Service over the non-emergency transport to see what options were available.

Councillor Andy Solloway noted that recent bad weather had highlighted the need to have a resilient transport network that enabled health services to work effectively.

Janet Probert stated that there were comprehensive plans in place and that the NHS worked with others to ensure that people continued to get the services that they needed during extreme weather events.

Councillor Heather Moorhouse highlighted the need to ensure spare capacity in any new health facilities that were being built, as there would inevitably be an increase in demand over time.

Councillor Jim Clark thanked Janet Probert and Adele Coulthard for attending the meeting and providing the update on progress with the changes to Mental Health Services in Hambleton and Richmondshire.

#### **Resolved -**

The following resolutions were made by the committee:

- (a) That the impact of proposed service changes upon travel times is taken into account
- (b) That some assurances are given regarding long term sustainability of new service models
- (c) That service users continue to be engaged in all aspects of the transformation of community and in-patient mental health services in Hambleton and Richmondshire
- (d) That Janet Probert and Adele Coulthard provide regular updates on progress both through the committee Mid Cycle Briefings and also formal meetings of the committee. Specifically, progress with the refurbishment of the Roseberry Park site at Middlesbrough.

### **37. Building a Sustainable Future for the Friarage Hospital, Northallerton**

Considered –

Presentation by Dr Adrian Clements from South Tees Hospitals NHS Foundation Trust, Lucy Tulloch, Service Manager, Friarage Hospital and Janet Probert from Hambleton, Richmondshire and Whitby CCG providing an update with progress with the development of a new model of service delivery at the Friarage Hospital, Northallerton.

Adrian Clements referred to the presentation and outlined the full extent of the public engagement and consultation that had been undertaken.

Adrian Clements noted that there was still work to be done around dispelling myths. He gave the committee strong assurances that the Friarage Hospital would not close as a result of the current review. He reiterated that the current review was about responding to workforce challenges and looking at new ways of working within the hospital. Adrian Clements noted that this was a complicated process with a detailed analysis of a range of possible service options with involvement from the Royal Colleges for Emergency Medicine and Anaesthesia. He stated that he was unwilling to progress to formal consultation on the future of service delivery at the Friarage until such time as he was assured that the clinical models were as robust as they could be and were also the best possible offer for people and service users in the area.

Adrian Clements noted that he understood people's anxiety about the delays in public consultation on options but reiterated that they needed to get the reorganisation right.

Janet Probert stated that it was likely that a formal public consultation would take place in autumn 2018.

Councillor Jim Clark asked how the work that was being done at the Friarage fitted with the Integrated Care System for Cumbria and the North East.

In response, Adrian Clements said that their work was linked in with developments within the ICS and that the work was not being done in isolation.

Councillor Philip Barrett queried whether the Scrutiny of Health Committee would be presented with an ultimatum when CCG and Foundation Trust staff came back to the Scrutiny of Health Committee in autumn with consultation proposals.

Janet Probert stated that they had to follow a clear set of policies and procedures laid down by the NHS in terms of the development of consultation proposals and then formal consultation. She assured Committee Members that there would be opportunities up until autumn and the launch of any formal consultation for the committee to review proposals.

Councillor Jim Clark noted that the availability of capital was still in question throughout the NHS and that he hoped that there would be sufficient capital available for any changes to the physical structure at the Friarage that were necessary to support the service reconfiguration.

Councillor Jim Clark thanked Dr Adrian Clements, Lucy Tulloch and Janet Probert Coulthard for attending the meeting and providing the update.

#### **Resolved -**

The following resolutions were made by the Committee:

- (a) Request that every effort is made to engage with a broad range of people and not just those people that are usually involved in consultation and engagement events
- (b) Committee members encourage people in their area to take part in this and other consultation and engagement events on health services in and around the county
- (c) Request further updates are brought to the meeting of the Scrutiny of Health Mid Cycle Briefing on 27 April 2018 and the Committee meeting on 22 June 2018.

### **38. Mental Health Services - Developing a Position Statement**

Considered -

Report by Daniel Harry, Democratic Services and Scrutiny Manager, outlining the conclusions that had been drawn from the closed session of the Committee on 23 February 2018 that looked at the current levels of funding and service provision for mental health in the county.

Daniel Harry stated that a checklist had been developed based on the discussions and that members were asked to check that it reflected fully the conclusions from the discussions that had been held.

Daniel Harry also asked members whether the checklist as it stood was sufficient. He said that a checklist would provide members with a useful reference tool when considering complex reconfigurations of mental health services in the county. He noted, however, that there may be an opportunity to develop it further into a position statement for the committee. Daniel Harry said that if this was to be the case, then there might be benefit in also taking the position statement through the County Council democratic process and also the District Council democratic processes.

Councillor John Ennis stated that the checklist was helpful as a tool for assessing any proposals that came forward for change but suggested that there could be a greater emphasis upon prevention and early intervention in schools particularly about building mental health and wellbeing resilience in young people.

Councillor Heather Moorhouse stated that teachers in schools required more support in terms of identifying and working with children who had poor mental health or early onset of low level mental health problems.

Councillor Zoe Metcalfe stated that she had been shocked by the levels of under investment in mental health services and that the committee needed to take a stance and be firm. She said that there needed to be plans in place to catch-up with funding and correct the imbalance that had occurred over a 30 year period. Councillor Zoe Metcalfe suggested that further work could be done to highlight the situation with North Yorkshire's MPs.

Councillor Jane Mortimer stated that it did work as a checklist and that further work was needed to strengthen the element about transitions from children's services to adult services. She also supported the suggestion of taking either the checklist or a position statement through the democratic process both at the County Council and District Councils.

Councillor Philip Barrett queried what work we had done to link in with Bradford because most services provided for mental health in the Craven area were commissioned by Bradford.

Councillor Wendy Hull said that the Committee needed to have a strong place-based focus and that the checklist could include something about co-ordination at a local level beneath the county level. She reiterated that transport remained a critical issue and that further work could be done on looking at accessibility to mental health services whether these were in-patient or community-based.

Councillor Jim Clark stated that there needed to be a renewed focus on mental good health and not just ill health. As such further work needed to be done on prevention, early identification of onset of mental health problems and then early intervention.

Councillor Jim Clark stated that the Committee needed to show how it could make a difference and supported the idea that the checklist be developed further into a position statement and then taken through the County Council's Executive and full Council meetings.

Councillor Andy Solloway said that the checklist could also take into account the impact of social isolation and the need to do more around enabling people to have positive social contacts. He also identified a need to encourage the dissemination of good practice across the county.

Councillor Ian Galloway noted his concerns about the pause of the build of a new mental health in-patient unit at in Harrogate. He said that he was very disappointed and suggested that the full story was not being told as it just did not make sense to pause the build of a new hospital when planning permission was in place and the land had already been purchased.

**Resolved -**

- (a) To ask Daniel Harry to develop the checklist in line with comments made by committee members
- (b) To take the updated version of the checklist to the next Mid Cycle Briefing of the Scrutiny of Health Committee on 27 April 2018
- (c) That the final version of the checklist be taken to the proposed Mental Health Summit that is taking place in the county on 30 May 2018.
- (d) That Daniel Harry works with County Councillor Jim Clark and County Councillor Michael Harrison to determine the appropriate route to take the final checklist and position statement through the democratic processes at the County Council.

**39. The Castleberg Hospital, Settle**

Considered –

The report of Sue Pitkethly of Airedale, Wharfedale and Craven CCG updating the committee on the work had taken place to engage and consult with people in Craven regarding the future of the Castleberg Hospital at Settle.

Sue Pitkethly reminded committee members that the hospital had been unexpectedly closed in April 2017 following a series of problems with the infrastructure of the building. Sue Pitkethly stated that she had previously attended the Scrutiny of Health Committee on 23 June 2017 and has since been in regular contact with Daniel Harry, Councillor Jim Clark and also through mid-cycle briefings.

Sue Pitkethly gave an outline of the work that had been done on engagement. She stated that over 1,500 responses had been received from members of the local community, which in her experience was an unprecedented level of interest in a consultation and engagement process. She stated that this was extremely helpful and would help inform the development of the final proposals as they went forward.

Sue Pitkethly stated that the consultation had only recently closed and so there had not been full analysis of the results. There was also a series of NHS assurance processes and check points that the Clinical Commissioning Group had to go through before the final outcome of the consultation and the final proposal could be confirmed. It was likely that the final recommendation for the future of the Castleberg Hospital at

Settle will be taken to the Clinical Commissioning Group Governing Body on 8 May 2018.

Councillor Wendy Hull stated that Option 2 implied a revenue solution whereas Option 1 implied a capital solution. She queried whether there was equal access to both revenue and capital and as such there was no a bias one way or the other driven by financial expediency.

In response Sue Pitkethly noted that there is money available for either option to be delivered and that no savings were being made as a result of the temporary closure of the hospital at Settle.

Councillor Jim Clark thanked Sue Pitkethly for attending the meeting and giving an update.

**Resolved -**

- (a) Councillor Jim Clark requested that a further update be given at the next mid-cycle briefing of the Committee on 27 April 2018.

Councillor Jim Clark then asked the Committee whether the following three items on the agenda Item 9 - Funding of Local Community Pharmacies, Item 10 - Health Impact Assessment of Pharmacy Funding Changes in 2017 and Item 11 - Pharmaceutical Needs Assessment (PNA) for North Yorkshire 2018-21 could all be taken as one because of the similarities and common themes across them. This was agreed.

**40. Funding of community pharmacies, impact and the Pharmaceutical Needs Assessment**

Considered presentations and reports by Jack Davies of the Local Pharmaceutical Committee for North Yorkshire and Clare Beard of Public Health, North Yorkshire County Council updating on the funding of community pharmacies and the Pharmaceutical Needs Assessment.

Jack Davies outlined the impact of the Government changes to the funding for community pharmacies and also the changes to tariff prices for drugs. He noted that a particular issue regarding the tariff system was that often pharmacies pay more for medicine than they receive from the Government. This could have a significant impact upon their long term financial viability as a business. He gave the example of statin drugs which typically the NHS would pay the pharmacies between £2.80 and £2.90 for but the pharmacies could only buy for £3.40.

Jack Davies stated that although the Government does review the tariff on a regular basis, it takes time to review the tariff prices for all drugs. He also noted that the suppliers of drugs would often move their prices up to match the prices in the tariff.

Jack Davies said that there were emerging issues concerning the pharmacy workforce and shortages nationally but also that as a cost saving measure when staff left a community pharmacy their posts were often held vacant. This in turn meant that many of the roles that community pharmacies had previously done on a voluntary basis over and above their contract were now no longer being done.

Councillor John Mann stated that it was clear that the market for drugs was not working effectively and queried whether anyone from the local pharmacy committee locally or nationally had spoken to the Competitions and Markets Authority.



In response Jack Davies said that there were real difficulties in providing the necessary level of evidence to demonstrate whether there had been potential abuses of market power. He stated that it was clear to him that the system was broken and that there had to be another way of dealing with the pricing and purchase of drugs.

Councillor Heather Moorhouse said that pharmacies were a commercial body and there was a global market for drugs. She did not see it as the role for Government to interfere in this market and suggested that there will always be some areas where money can be made and other areas where money would be lost but that this should balance out.

Councillor Chris Pearson asked whether it would be possible for an intermediary purchasing organisation to be created to ensure that costs were properly regulated.

Councillor Wendy Hull stated that the existing pharmacy access scheme would protect rural pharmacies. She also noted that as commercial organisations pharmacies could adapt to market forces.

Clare Beard from Public Health North Yorkshire County Council then gave an overview of the Health Impact Assessment of pharmacy funding changes.

Clare Beard stated that it was difficult to demonstrate any immediate or short term effect of the changes to Government funding for community pharmacies or the issues that have been highlighted by Jack Davies regarding the pharmacy tariff. She stated that the Pharmaceutical Needs Assessment process had been helpful in better understanding some of the pressures that were being experienced by community pharmacies. She also stated that there was a watching brief on the impact of changes to community pharmacy funding which Healthwatch, the Scrutiny of Health Committee and Public Health could all play a role in.

Clare Beard then went on to go over the Pharmaceutical Needs Assessment which she described as a snapshot. In summary, it had shown that there is good coverage of pharmacies throughout North Yorkshire. There remain some challenges but these were known and action could be taken to reduce any risks that had been identified.

Clare Beard highlighted the role that Public Health have to play as commissioners of services from pharmacies and that these included supervised consumption, sexual health services and health checks.

Councillor Jim Clark thanked Clare Beard and Jack Davies for attending the meeting and updating on the situation regarding community pharmacies

**Resolved -**

- (a) That Clare Beard keep the Committee informed of any changes regarding the Pharmaceutical Needs Assessment.
- (b) That Jack Davies attend a future meeting of the Scrutiny of Health Committee to provide a further update of the impact of changes in community pharmacy funding and the tariff and any impact that this might have on the delivery of community pharmacy services in the county.

**41. Work Programme**

Daniel Harry introduced this item and asked members to consider the items that had been identified on the Work Programme.

Councillor John Mann suggested that another item that could be added to the Work Programme was an assessment of the finances of the Foundation Trusts and Clinical Commissioning Groups in the county. Daniel Harry stated that he would take this away and develop up further as a line of enquiry before bringing back to the next meeting of the Mid-Cycle Briefing.

**42. Other Business which the Chairman agrees should be considered as a matter of urgency because of special circumstances**

Councillor Jim Clark noted that the Area Committees for North Yorkshire would be changing after May 2018. This would result in a reduction in the number of committees from seven to six and being aligned with the Yorkshire MP Constituencies. The Area Committees would also take on a more active role in local scrutiny. This was welcomed as it gave an opportunity for the Scrutiny of Health Committee to seek input from local members about issues relating to health that were pertinent for their local area and then using that to inform the strategic view of the Committee.

Councillor Jim Clark also noted that there were a number of public engagement and consultation events underway at the moment relating to stroke services in Harrogate and mental health services in and around the Harrogate area. He encouraged members to take part in these engagement events and asked Daniel Harry to forward any details to the full membership of the Committee. Daniel Harry asked members to also send him details of any consultation engagement events that were underway in their areas that related to NHS services.

The meeting concluded at 12:40

DH