

North Yorkshire County Council

Scrutiny of Health Committee

Minutes of the meeting held at County Hall, Northallerton on Friday 13 September 2019 at 10 am.

Present:-

Members:-

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

Co-opted Members:-

District and Borough Councillors John Clark (Ryedale), Kevin Hardisty (Hambleton), David Ireton (Craven), Nigel Middlemass (Harrogate), Pat Middlemiss (Richmondshire), (Jennifer Shaw Wright (Selby), and Sue Tucker (Scarborough).

In attendance:-

Simon Cox, Director of Acute Commissioning, North Yorkshire Clinical Commissioning Groups (CCG)s

Dr Adrian Clements, South Tees Hospitals NHS Foundation Trust

Dr James Dunbar, South Tees Hospitals NHS Foundation Trust

Lucy Tulloch, Service Manager, Friarage Hospital, Northallerton

Helen Edwards, South Tees Hospitals NHS Foundation Trust

Lisa Pope, Hambleton, Richmondshire and Whitby CCG

Naomi Lonergan, Tees Esk and Wear Valleys Foundation Trust (TEWV)

Martin Dale, Tees Esk and Wear Valleys Foundation Trust.

Dr Peter Billingsley, Scarborough and Ryedale CCG

Kirsty Kitching, Harrogate and Rural District CCG

Executive Members:

County Councillor Caroline Dickinson

County Councillor Michael Harrison

County Council Officers:

Daniel Harry (Scrutiny)

Louise Wallace (Health and Adult Services)

Press and public:

Nigel Ayre, HealthWatch North Yorkshire

Stuart Minting, Local Democracy reporter

Six members of the public.

Apologies for absence were received from:

County Councillors Val Arnold (substitute Andy Paraskos), Zoe Metcalfe and Heather Moorhouse (substitute Annabel Wilkinson).

Copies of all documents considered are in the Minute Book

97. Minutes

Resolved

That the Minutes of the meeting held on 21 June 2019 be taken as read and be confirmed and signed by the Chairman as a correct record.

98. Any Declarations of Interest

There were no declarations of interest.

99. Chairman's Announcements

The Chairman, County Councillor John Ennis made the following announcements:

Former County Councillor John Blackie

The death of County and District Cllr John Blackie on 13 July 2019 was noted as was his commitment to the Scrutiny of Health Committee and to supporting health services in the county. His public memorial service will be on 27 September 2019.

Old Lambert Hospital site in Thirsk

The former 14-bed Lambert Hospital in Thirsk was temporarily closed by South Tees NHS Foundation Trust in 2015 and then permanently closed due to workforce shortages. The site was previously sold by NHS Property Services to Hambleton District Council and has now been donated to a hospice provider, Herriot Hospice Homecare, for conversion into an end-of-life care facility.

Proposed merger of the three CCGs covering Bradford and Craven

An email of support for the proposed merger of the three CCGs covering Bradford and Airedale, Wharfedale and Craven was sent on 31 July 2019 by the Chairman of the committee. Assurances were sought that the specific issues faced by people living in rural Craven (access to services, travel times, long life expectancy and management of long term conditions) would still be reflected in commissioning decisions and not subsumed into a model of commissioning that was urban dominated.

Proposed merger of the three North Yorkshire CCGs

A letter of support for the proposed merger of the three North Yorkshire CCGs has been sent. Assurances were sought that patient outcomes would be monitored during the transition and as new structures and approaches are bedded in, to see whether there were any unintended consequences associated with the merger. Also, that the strong local focus that smaller CCGs provide is not lost in the merger.

Castleberg Hospital, Giggleswick

A flier was circulated to the committee outlining the Castleberg Hospital drop in session which is on Monday 30 September from 12 noon to 2pm. It is an opportunity for key stakeholders and members of the public to have a look at the improvements made to the building before the intermediate care beds re-open to patients.

100. Public Questions or Statements

There was a public question from Holly Wilkinson, Campaign Lead - Save the Friarage Hospital Campaign, as summarised below.

Will the committee, the Clinical Commissioning Group and the South Tees Hospitals NHS Foundation Trust ensure that the consultation is open, transparent and accessible? And will people have the opportunity to speak and be heard?

In response, assurances were given by the Chairman of the committee, County Councillor John Ennis, that the committee would work with the commissioners and providers to ensure that the consultation was open, transparent and accessible.

101. Building a Sustainable Future for the Friarage Hospital, Northallerton

Considered -

The presentation of Dr Adrian Clements of South Tees Hospitals NHS Foundation Trust and Simon Cox, Director of Acute Commissioning, North Yorkshire CCGs.

Dr Adrian Clements updated the committee on the current position. The key points from the presentation are summarised as below:

- Workforce challenges remain and need to be addressed
- The priority is to have safe, effective and sustainable services in place
- Hospital services are never static but continually evolve to meet changing demands and new ways of working
- The current Urgent Treatment Centre model has been in place since 27 March 2019
- Patient outcomes are monitored and there has been no adverse impacts and no patient safety issues
- The current model works on the basis of 85% capacity. Without an Accident and Emergency department there is limited ability to hold people in for any sustained period of time before admitting to a ward
- 9 out of 10 people continue to receive a service at the Friarage. Three patients per day are treated elsewhere, five patients per night are treated elsewhere and there is one elective surgical patient at the James Cook per day who would have previously been treated at the Friarage
- There have been challenges around 're-patriation' from the James Cook Hospital but this is being addressed
- No medical beds have been removed as part of the introduction of the Urgent Treatment Centre model.

Simon Cox then went through the consultation options, as summarised below:

Option 1

A 24 hour 7 day a week Urgent Treatment Centre for adults and children with minor injuries and minor illnesses.

Local GP out-of-hours service, accessed via NHS111, and available 18:30 to 08:00 (Mon- Fri) and 24hrs on Saturdays, Sundays and Bank Holidays.

Option 2

A 16 hour Urgent Treatment Centre for adults and children with minor injuries and minor illnesses, open 7 days a week, 08:00 to 00:00.

Local GP out-of-hours service, accessed via NHS111, and available 18:30 to 08:00 (Mon-Fri) and 24hrs on Saturdays, Sundays and Bank Holidays.

Simon Cox confirmed that there was no option in the consultation for a return to the position prior to 27 March 2019, when there had been an Accident and Emergency Department in place. This was because the shortages of key staff, such as in Anaesthesia, had not been resolved and so an Accident and Emergency Department could not be run safely. This view was shared by NHS England, the Clinical Senate for Yorkshire and Humber, the Royal College of Anaesthetists and the Royal College of Emergency Medicine. This had also been stated in the independent review of urgent and emergency care at the Friarage Hospital that had been commissioned by the Rt Hon Rishi Sunak MP. Simon Cox said that it would not have been honest to include a proposal in the consultation that could not be safely implemented.

Simon Cox then went through the consultation process, as summarised below:

- The consultation will run from 13 September 2019 to 6 December 2019, with a pause should there be a General Election during that time
- 12 public consultation events had been arranged across the area served by the Friarage Hospital
- There will also be targeted consultation with key interest groups
- All consultation materials would be put on the CCG and Foundation Trust websites today
- The Friarage serves a population of about 100,000 people over a large and rural geography and so every effort will be made to ensure that people can access consultation events and materials
- It is recognised that transport and access to services is a key issue. As such, this will feature prominently in the consultation and feedback will be sought on how best to mitigate some of the transport issues.

County Councillor Annabel Wilkinson noted that the consultation materials that had been shown to the committee made the point that people should register to attend consultation events, rather than just turn up. She asked whether this would deter people from attending and whether people who had not registered would be denied access to an event.

In response, Simon Cox said that it was standard practice to ask people to register for events and that this helped to ensure that the facilities were appropriate for the numbers attending. He said that this was not intended to deter people from attending and that nobody would be turned away, unless there was overcrowding to the point where it risked being unworkable or unsafe.

A number of committee members expressed similar concerns about the need to register for consultation events and urged that a more pragmatic approach was taken.

In response, Simon Cox said that every possible consideration would be given to people who arrived at a consultation event without registering.

The Chairman of the committee, County Councillor John Ennis, noted that there was a significant cost difference between the two options and asked whether the commissioners would inevitably be drawn to the cheaper option.

In response, Simon Cox said that the difference in costs between the 24 hour option and the 16 hour option was not that great. The key consideration would be long term viability and sustainability. He said that the important thing was for people to get involved and participate in the consultation.

County Councillor Jim Clark stated his support for the consultation and urged people to get involved and help shape services at the Friarage. He also praised the staff at the Friarage, the Foundation Trust and the CCG for all of the work that had been done over the past two years to come up with a sustainable and safe model for the delivery of urgent and emergency care.

The Chairman of the committee, County Councillor John Ennis, summed up the discussions and said that: the committee were supportive of a consultation being undertaken as had been outlined in the report and presentation; the committee were concerned about the need to register for events and the deterrence effect that this may have; there was a need to end the uncertainty about the Friarage and move forward; and that further reports would need to be given to the committee on the progress with and outcome of the consultation.

Resolved -

- 1) Thank Dr Adrian Clements and Simon Cox for attending the committee meeting and all of the work that they had done over the past 2 years to keep the committee informed of the challenges faced in providing urgent and emergency care at the Friarage Hospital
- 2) Support the proposed consultation
- 3) That the requirement that people attending consultation events register beforehand be re-considered
- 4) Dr Adrian Clements and Simon Cox to provide a verbal update on progress made with the consultation at the committee meeting on 13 December 2019
- 5) Dr Adrian Clements and Simon Cox to present a detailed analysis of the outcome of the consultation and the proposed next steps at the committee meeting on 13 March 2020.

102. Scarborough East Coast Review - Update on progress with the review of services and any proposed changes

Considered -

The presentation of Simon Cox, Director of Acute Commissioning, North Yorkshire CCGs.

Simon Cox updated the committee on the progress being made with the East Coast Review and explained the context for the review. The key points from the presentation are summarised as below:

- The area is characterised by an ageing population and higher levels of deprivation
- The current NHS funding criteria does not take into account the specific needs of the Scarborough population
- Primary care provision is fragile and there are persistent shortages of key medical personnel
- Scarborough is 45 miles away from the next Accident and Emergency department. As such, there is still a need for an Accident and Emergency department at Scarborough Hospital and effective and sustainable general surgery provision
- The review is focussed upon finding a solution that is sustainable in the long term
- McKinsey and Co, management consultants, have been commissioned to undertake the review as they are independent
- McKinsey and Co are seeking to answer five key questions:
 - What is the case for change?
 - What evaluation criteria should be used to assess options?
 - What are the range of clinical models?
 - What is the shortlist of service configuration options?
 - How do those options stack up against the evaluation criteria?
- Good access to primary care and GPs remains a priority
- The first stage of the work has been focussed on hospital services. The second stage will look more broadly at the health and social care system and patient flows
- There are links with Bridlington Hospital and about one third of patients treated at Scarborough Hospital come from East Riding
- Capital funding is important as much of the local health infrastructure is ageing and not fit for the delivery of modern health services. Approximately £40m of capital may be made available by NHS England
- The changes to services at the Friarage Hospital in Northallerton may help inform the development of options through this review

- The focus is now upon developing the business case. This needs to be done as soon as possible to help ensure that capital funding is secured.

Simon Cox confirmed that there is a continuing need for a 24/7 emergency service at Scarborough Hospital.

County Councillor Liz Colling declared an interest as a resident of Scarborough and asked whether key staff would continue to work across both the York Hospital and Scarborough Hospital sites.

In response, Simon Cox said that they would and that this was one of the ways in which the workforce shortages could be overcome and hospitals and other medical services across the patch could be made sustainable in the long term. He said that good progress had been made with the East Coast medical recruitment project and the local training of nursing staff.

District Councillor John Clark raised his concerns about the apparent difficulties in ensuring that hospital and community services link in effectively. He also said that it was important that the review took into account the needs of the population as a whole and did not overly focus upon the needs of older people.

Borough Councillor Sue Tucker asked whether the services at Whitby Hospital were also being reviewed as part of this piece of work and whether pathology services are going to remain in Scarborough.

In response, Simon Cox said that Whitby Hospital links in with the James Cook Hospital at Middlesbrough and Scarborough Hospital. As such, further work would need to be done to understand how patients and staff moved between the sites.

Regarding pathology services, Simon Cox said that there was a drive to centralise pathology services in the NHS but this should not affect access.

County Councillor Jim Clark noted that capital funding flowed through the Sustainability and Transformation Partnerships (STPs) and that the new North Yorkshire CCG was in three separate STPs. As such, this could be complicated.

Simon Cox said that this would present some administrative issues but that the capital funding was there and could be secured with a strong business case.

The Chairman of the committee, County Councillor John Ennis, summed up the discussions and said that: the commitment to maintaining a 24/7 Accident and Emergency service at Scarborough Hospital was welcome; the review is still in its early stages and further clarification of key dates and milestones was needed; the coverage of North Yorkshire by three different STPs was unhelpful.

Resolved -

- 1) Thank Simon Cox for attending the committee meeting and providing an update
- 2) Simon Cox to provide an update on progress with the review, specifically: key milestones and timelines; access to capital funding; and any specific proposals for changes to services at the meeting of the committee on 13 December 2019.

103. Mental Health service provision for the population of North Yorkshire – overview of changes to services in Northallerton, Harrogate, York and Selby

Considered -

There were five components to this agenda item:

- a) Transforming adult and older people's mental health services in Hambleton and Richmondshire
- b) Development of Hambleton and Richmondshire community mental health hub
- c) Developing a community mental health hub for Selby
- d) Development of Foss Park hospital in York
- e) Transformation of Community Mental Health Services in Harrogate and Rural District, including Wetherby.

Transforming adult and older people's mental health services in Hambleton and Richmondshire and the Development of Hambleton and Richmondshire community mental health hub

Lisa Pope, Hambleton, Richmondshire and Whitby Clinical Commissioning Group and Naomi Lonergan and Martin Dale, Tees Esk and Wear Valleys Foundation Trust presented the reports.

The Chairman, County Councillor John Ennis, asked that these reports be taken together as they both related to changes to mental health service provision in Hambleton and Richmondshire districts.

The key points are as summarised below:

- The impact of the closure of the mental health wards at the Friarage Hospital and the move to treat more patients in the community has been tracked. Patient outcome data shows no negative impacts.
- The enhanced community services being provided have enabled the length of time spent in in-patient units by those people in crisis to be reduced
- When people are admitted to an in-patient unit, the local Crisis Teams are making a plan for their discharge from the day of their admission. This helps reduce delays and also improves outcomes
- There has been an increase in the use of 'non-governed' psychotherapies, that is therapies that do not have to be delivered by a chartered psychologist
- The refurbishment work at the Roseberry Park Hospital site is underway and a new block is being built to help manage the decant process
- A site for the proposed community mental health hub has been identified in Northallerton within the new development area, Kings Park, adjacent Darlington Road
- The intention is to co-locate services from all 4 mental health specialties (Adults, Older Persons, Children and Young People and Learning Disabilities) within the same premises
- Modern treatment and consulting rooms will also be part of the design
- The development of the Northallerton hub will provide invaluable learning for the planned Selby community hub scheme
- A planning application has been submitted and will be heard on 19 September 2019. If the application is successful, then work could start on the site from the end of November 2019. The build should take 12 months to complete.

District Councillor Kevin Hardisty made a declaration of interest as a member of the Hambleton District Council Planning Committee.

County Councillor Jim Clark said that the progress being made was very positive and queried why the hub was not going to be built upon the Friarage Hospital site, as was previously intended.

In response, Martin Dale said that the space at the Friarage site was limited and that it was better to have a standalone site that could be developed according to the needs of the service as opposed to the space available.

Resolved -

- 1) Thank Lisa Pope, Naomi Lonergan and Martin Dale for attending the committee meeting
- 2) That patient outcome data is provided to the committee, through Daniel Harry, so that the impact of the service transformation can be tracked
- 3) That an update on progress with the refurbishment of the Roseberry Park mental health hospital is provided at a future committee meeting
- 4) That an update on progress with the Northallerton community mental health hub is provided in 12 months.

Developing a community mental health hub for Selby

Naomi Lonergan and Martin Dale, Tees Esk and Wear Valleys Foundation Trust presented the report.

The key points are as summarised below:

- The community mental health services in Selby are currently based in poor quality accommodation and do not have sufficient treatment and clinical space
- The different teams are not co-located but dispersed
- The refurbishment of the existing Worsley Court site was explored as an option but discounted due to the costs associated and issues relating to the management of the site
- There have been difficulties in finding a suitable site in Selby. A commercial site central to Selby has now been identified
- The hope is that a planning application can be made before March 2020 and that, subject to permission being given, building work could be started in May 2020. The build should take around 12 months
- The hub would be similar to that being developed in Northallerton.

A number of Councillors asked why the existing Worsley Court site was deemed to be not suitable.

In response, Martin Dales said that the building was outdated and was no longer suitable for the delivery of modern mental health services. The site is owned by NHS Property Services and development of the site would be expensive, involve significant design compromises and be limited by the terms of the lease.

Resolved -

- 1) Thank Naomi Lonergan and Martin Dale for attending the committee meeting
- 2) That an update on progress with the Selby community mental health hub is provided in 12 months.

Development of Foss Park hospital in York and the Transformation of Community Mental Health Services in Harrogate and Rural District, including Wetherby

Naomi Lonergan and Martin Dale, Tees Esk and Wear Valleys Foundation Trust and Dr Peter Billingsley, Scarborough and Ryedale CCG, presented the report.

The key points are as summarised below:

- The new 72 bed mental health hospital at Foss Park in York will provide two adult, single sex wards and two older people's wards. The hospital will open in the spring of 2020.

- There have been over 50 design workshops in which service users and carers, and clinical staff, have been involved
- The beds at the new hospital are 'locality beds' and so access is not limited to either the Harrogate population or the York population but open to all in the locality
- The engagement on community mental health services in and around Harrogate took place from 24 June 2019 to 4 September 2019
- The proposal is to invest in enhanced community services through a reduction in inpatient beds and then re-provide inpatient care through the new mental health hospital at York. This approach will release £500,000 per annum
- There has been limited analysis of the outcome of the public engagement thus far. Once the analysis is completed, the enhanced community service model will be developed and then implemented from spring 2020
- Further engagement is being undertaken with key stakeholders, including the voluntary and community sector
- The early indications are that the proposal has been well received as people recognise the benefits associated with prevention, early intervention and treating people in the community
- Travel and access to services remains an issue of concern as does the need to provide support to families and carers of people going through mental health treatment
- There has been further engagement with Leeds City Council and the Wetherby population, who access services from Harrogate.

County Councillor Andy Paraskos raised his concern that at a recent public event, the Over 50s forum in Harrogate, a member of staff from either TEWV or the CCG had stated that he was happy with the changes to mental health service provision in the greater Harrogate area. This was not the case. He said that he was supportive of improving services, particularly community services, but had yet to see what the new enhanced community services would look like and then what the level in in-patient treatment provision would be and where it would be provided.

County Councillor Andy Paraskos asked what would happen to patients needing in-patient care if the new hospital at York was full.

In response, Dr Peter Billingsley said that they could be treated at home and in the community. In-patient care was only suitable when absolutely needed.

County Councillor Jim Clark asked what was going to happen to the Cardale Park site. Planning permission was in place and changes to the road network had already been made as part of the development of the site.

In response, Naomi Lonergan said that the use of the site will be reviewed once the analysis of the engagement outcome had been completed. There would always be consideration of the wider needs of the local health economy.

County Councillor John Mann asked how the proposed closure of the Briary Wing at Harrogate Hospital would be managed as it would need to coincide with the opening of the new York hospital.

Martin Dale said that the aim was to start moving people into the York mental health hospital from 27 April 2020 on a staged basis. A plan would be drawn up to manage the transfer of patients, including those from the Briary Wing. During this transition period, there would be additional support provided through community based crisis teams.

The Chairman, County Councillor John Ennis, said that the £500,000 per annum that was going to be released by reducing the use of in-patient treatment did not seem enough to significantly increase community provision.

Naomi Lonergan said that additional funding had been secured which would enable enhanced community services to be developed, including funding specifically for crisis care.

County Councillor Liz Colling said that it was good to see progress being made with the development of mental health services locally.

Resolved -

- 1) Thank Naomi Lonergan, Martin Dale and Dr Peter Billingsley for attending the committee meeting
- 2) That a presentation on the final analysis of the outcome of the public engagement on the enhanced community model is given at the committee meeting on 13 December 2019. This to provide some indication of what the likely demand for in-patient beds will be, including the basis of the calculation.

104. Work Programme

Considered -

Daniel Harry, Democratic Services and Scrutiny Manager, North Yorkshire County Council, introduced this item and asked Members to review the work programme and make suggestions for areas of scrutiny for inclusion on the work programme.

District Councillor John Clark queried what progress was being made by the committee regarding the scrutiny of children's mental health services in Scarborough and Ryedale.

Daniel Harry said that it was on the work programme but had yet to be scheduled. This was something that would be done jointly with the Young People's Overview and Scrutiny Committee.

Resolved -

- 1) Daniel Harry to update the committee work programme accordingly and develop lines of enquiry for each scrutiny item.

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

There were no items of other business.

106. Decommissioning of the minor injury service in GP practices in Hambleton Richmondshire and Whitby - rationale, impact and mitigation

This report was for information only and did not form part of the discussions at the committee.

Any queries can be directed to Daniel Harry to take up with Lisa Pope, Hambleton Richmondshire and Whitby CCG and Simon Cox, Director of Acute Commissioning, North Yorkshire CCGs.

The meeting concluded at 12:40pm

DH