

TELFORD & WREKIN COUNCIL

CABINET - 8 DECEMBER 2008

REVIEW OF HEALTH SERVICES IN SHROPSHIRE AND TELFORD AND WREKIN

JOINT REPORT OF CORPORATE DIRECTORS – ADULT & CONSUMER CARE AND CHILDREN AND YOUNG PEOPLE

1. PURPOSE

This report summarises the conclusions reached through the local Health Review which was published on 18 November 2008 and which will inform final recommendations which are likely to go to public consultation during Spring and Summer 2009. The report also identifies the key issues that the Council should consider in ensuring that the health and well-being of people in Telford and Wrekin is best represented.

2. RECOMMENDATIONS

Members are asked to:-

- **Note the outcome of the local Health Review and the options for the future configuration of health services;**
- **Note the likely implications for people living in Telford and Wrekin;**
- **Note the initial response by the Council in representing the best interests of the population;**
- **Note the Council's preference for Option 2 at this stage, recognising the need for further work on, and scrutiny of, all options**
- **Receive further reports as the Review process enters its next phase**
- **Approve the allocation of an additional £10,000 on a non-recurring basis to support Scrutiny and the wider Council in responding to the Review**

3. SUMMARY

The local Health Review has been undertaken during 2008 through a number of pathway development groups that report to a Clinical Leaders Forum. The review has been organised by the Primary Care Trusts and NHS Trusts in Shropshire and Telford and Wrekin and there has been involvement of Council officers in the work of the pathway groups and forum, as well as

elected member involvement in a shared governance group and review workshops. There are numerous and complex issues that have been considered through this process with an aim of determining the best configuration for health services across Shropshire and Telford & Wrekin in the period up to 2012/13 and in the longer term for 2020 and beyond.

This report sets out the main recommendations from the report and the proposed next steps from a Council perspective.

4. PREVIOUS MINUTES

- Council 20 September 2007
- Cabinet 11 February 2008, 'Shropshire, Telford & Wrekin Health Community – Development of an Overarching Strategy' (Cabinet Minute CB-123)
- Cabinet 13 October 2008, 'The NHS Next Stage Review – National and Local Update' (Cabinet Minute CB-70)

5. INFORMATION

5.1 Background

- 5.1.1 As previously reported to Cabinet, the local Health Review has been in progress since early 2008 following the publication of a regional strategy 'Investing for Health' and the appointment of Lord Darzi to lead a national review. Lord Darzi's review 'NHS Next Steps' was published in Summer 2008.
- 5.1.2 The local Health Review has been a joint undertaking by the NHS Trusts in Shropshire and Telford & Wrekin (Telford & Wrekin PCT; Shropshire County PCT; Shropshire & Telford Hospitals NHS Trust; and the Robert Jones & Agnes Hunt NHS Trust). It has been independently facilitated and has involved a range of stakeholders, including representation from Telford & Wrekin Council and Shropshire County Council. A shared governance group, involving elected members from the two top tier local authorities, has also been part of the governance arrangements for the Review.
- 5.1.3 At the outset of the review, a joint statement was prepared by the Shropshire and Telford & Wrekin Corporate Directors responsible for adult social care, setting out the context for NHS and local authority services. The Health Review has been undertaken by a number of Pathway Development Groups including acute hospital care, planned and urgent care, children's services, long term conditions, mental health, end of life care, promotion of healthy lifestyles and, more

recently, dementia care and services for people with learning disabilities.

- 5.1.4 A key element of the review has been to examine the future of so-called “challenged services” eg those services which face particular issues around the changing needs of the population, medical staffing, risk and new technologies and treatments. These services include emergency surgery, paediatrics and accident and emergency services.
- 5.1.5 The review has also considered issues such as links between clinical services (eg some services are inter-dependent), drive-time access to the two hospitals, population growth, the potential catchment areas of each hospital, deprivation and rurality.

5.2 Key Findings

5.2.1 The recommendations of the review were published on 18 November 2008 and are summarised in the attached briefing document entitled *Developing Health and Healthcare: A Strategy for Shropshire, Telford and Wrekin* (briefing 9). A copy of the full Health Review documentation is available in the Members’ Library and will also be placed on a link from the Council’s website. While there are many recommendations that are likely to be acceptable in terms of improving health and health care services across Shropshire and Telford & Wrekin – for example in mental health, end of life care and promoting healthier lifestyles - there are some issues that the Council and the wider community will need to consider carefully in order to ensure that the outcome is right for local people.

5.2.2 The specific recommendations which will require more detailed consideration include:

- Interim options for hospital services for 2012/13
- Longer term options for hospital services for 2020 and beyond

Further work will continue to be undertaken on the 2020 options and is unlikely to be completed before Spring 2009.

5.2.3 The four interim options identified for 2012/13 are as follows:

Option	Princess Royal Hospital (PRH)	Royal Shrewsbury Hospital (RSH)
1	Level 3 A and E, urology	Level 2 A and E with acute surgery, inpatient paediatrics, obstetrics and neonates
2	Level 2 A and E with acute surgery, inpatient paediatrics, obstetrics and neonates	Level 3 A and E, urology
3	Level 3 A and E with	Level 2 A and E with acute

	inpatient paediatrics, urology	surgery, obstetrics and neonates
4	Level 2 A and E with acute surgery, and inpatient paediatrics	Level 3 A and E, obstetrics and neonates, urology

5.2.4 Subject to discussions by the local NHS organisations, further work will be undertaken on these interim options, alongside an equalities impact assessment and more detailed work on capital and other financial implications.

5.2.5 The proposals will also be assessed by the Department of Health's National Clinical Advisory Team and the Office of Government Commerce.

5.3 The Council's initial response

5.3.1 The Council will respond to the Review both via Cabinet and full Council and also in its Scrutiny role (see 5.5.2 below).

5.3.2 On publication of the Review, the Council issued a press statement re-affirming its commitment to a way forward which pays as much attention to the concerns of communities, as it does to clinical considerations. In particular, the Council has highlighted:

- An initial preference for Option 2, albeit within the context of needing to study the proposals in more detail and to hear the views of local people and the local NHS Boards
- The importance of the Princess Royal Hospital to people in rural east Shropshire, as well as Telford & Wrekin
- Population growth in Telford and Wrekin
- Levels of deprivation and health need in the borough
- Concerns that if more services were located at RSH, people in parts of Telford & Wrekin and east Shropshire would choose to use services in the Black Country and Staffordshire, thereby potentially undermining the long term viability of PRH and the wider Shrewsbury and Telford Hospitals NHS Trust.
- That this approach is being taken forward on a cross-party basis

5.3.3 The Council will give further consideration to its longer term response to the Review following a discussion at the full Council meeting to be held on 11 December 2008.

5.4 Consultation

5.4.1 The NHS has a statutory duty to undertake public consultation on proposals for major changes in services. It is expected that the PCTs for Telford & Wrekin and Shropshire will determine the final proposals from the local health review to be put to local people through a consultation programme in Spring and Summer 2009. The Council will

have a key role in representing local people in the consultation process.

- 5.4.2 There is also a requirement on the NHS to meet the need for accountability through Overview and Scrutiny Committees (OSC) for both Shropshire and Telford & Wrekin. A joint approach has been adopted toward OSC and this will be a consideration for further links to public consultation. The OSC role is a legal requirement.

5.5 Equal Opportunities

Access to good quality health care is important to everyone. There is evidence of health inequalities in Telford & Wrekin that often link to other factors such as social deprivation and low income. Therefore, in considering the future configuration of local health services, there is a need to take account of the extent of ill-health and practical matters such as ensuring that all of the population can gain ready access to the right level of health care when needed.

5.6 Environmental Impact

Transport availability is a significant consideration for people in enabling access to health services. The location of acute hospitals also has a major impact on the use of motor vehicles and the resulting carbon emissions. Therefore, planning of health services and public transport should be cohesive in enabling access and avoiding unnecessary journeys.

5.7 Legal Comment

Local Government is a key partner in this review, in accordance with the statutory duty of partnership set out in the Local Government and Public Involvement in Health Act 2007 and other legislation relating to the role of Health Overview and Scrutiny Committees.

Both Telford & Wrekin and Shropshire County Councils have a direct interest in the review in terms of their “place shaping” and their joint commissioning and joint service provision relationships with the NHS.

5.8 Links with Corporate Priorities

This report relates to the Council’s priorities around promoting healthier communities and the quality of life for older and vulnerable people and promoting the health, well-being and life chances of children and young people

5.9 Financial Implications

- 5.9.1 Where there is the possibility that the delivery of health services may change, there is a potential impact on the client groups for which Adult

and Children's Social Care services are provided. The shift to more health services being provided in the community, such as 'hospital at home' may result in increased demands and additional complexity on Adult and Children's Services delivered by the CYP and ACC Portfolios. The extent to which this will have an impact cannot be accurately identified at this stage but is likely to lead to increased pressure on resources. However, the Council will look to NHS partners such as the PCT to make funding available where it is appropriate and is in respect of their responsibilities.

5.9.2 There may be impacts for the Council on other services; for instance, the impact on people in the Borough of the proximity of A&E services, or Paediatric services if moved from PRH to RSH. This would introduce extra costs and transport issues for local people without access to a car. Provision for subsidised transport may also be an issue.

5.9.3 It is proposed to invest an additional £10k on a non-recurring basis to be funded from the Council's corporate budget contingency to fund consultancy advice to help Health Scrutiny Members undertake a full scrutiny of the recommendations and to provide support for the Council's own response. This sum will match-fund an equal contribution from the existing Scrutiny budget.

6. WARD IMPLICATIONS

District wide implications.

7. BACKGROUND PAPERS

Report prepared by Richard Webb, Corporate Director Adult & Consumer Care and Paul Donohue, Head of Service Development tel 01952 381013