

**WEST LEICESTERSHIRE CLINICAL COMMISSIONING GROUP  
 BOARD MEETING**

**12 November 2019**

<b>Title of the report:</b>	Hinckley Community Health Services Review
<b>Section:</b>	Strategy
<b>Report by:</b>	Spencer Gay, Chief Finance Officer/Interim Deputy MD)
<b>Presented by:</b>	Spencer Gay, Chief Finance Officer/Interim Deputy MD)

<b>Report supports the following West Leicestershire CCG's goal(s):</b>			
Improve health outcomes		Improve the quality of health-care services	
Use our resources wisely		✓	

<b>Equality Act 2010 – positive general duties:</b>
1. The CCG is committed to fulfil its obligations under the Equality Act 2010, and to ensure services commissioned by the CCG are non-discriminatory on the grounds of any protected characteristics.
2. The CCG will work with providers, service users and communities of interest to ensure any issues relating to equality of service within this report are identified and addressed.

<b>Additional Paper details:</b>	
Please state relevant Constitution provision	Governing Body functions: section 5.2.4: act with a view to securing continuing improvement to the quality of services.
Please state relevant Scheme of Reservation and Delegation provision (SORD)	
Please state relevant Financial Scheme of Delegation provision	To reinstate the x-ray machine into the new location at Hinckley Health Centre, which is adjacent to the Hinckley and District hospital, as quickly as possible, without public consultation.
Please state reason why this paper is being presented to the WLCCG Board	
Discussed by	STP, BCT, Operational Plan
Alignment with other strategies	WLCCG September Board; Finance Teams; UHL; Alliance
Environmental Implications	
Has this paper been discussed with members of the public and other	Other key stakeholders

stakeholders? If so, please provide details	
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## **EXECUTIVE SUMMARY:**

1. West Leicestershire CCG and the Alliance have been working at pace to assess the feasibility of reinstating the x-ray service within Hinckley in a shorter timescale than the twelve to eighteen months required to implement the long-term proposals for improvements. A number of options have been pursued.
2. We have been successful in identifying funding from within University Hospitals of Leicester's Capital Expenditure Programme for 2019/20. The funding is only available until the 31 March 2020. This funding would enable the purchase of new x-ray equipment and the necessary interior building work at Hinckley Health Centre (adjacent to Hinckley and District Hospital) needed to safely install the machine.
3. Continuing to deliver services from Hinckley and District Hospital (Mount Road) including x-ray is not sustainable in the long term. Clinical risks of cross-infections, caused by the design of the building, is being managed by staff operating rigidly to additional working policies and procedures that are not required in modern healthcare buildings.
4. Given that our long term plan, which is subject to consultation, is to refurbish Hinckley Health Centre, to accommodate x-ray/ultrasound and increase the number of consulting rooms, it would seem logical to install the new equipment directly into Hinckley Health Centre, which would be its permanent home.
5. This paper outlines the work undertaken to reinstate x-ray and considers the implications of doing this without consultation. Although the CCG is committed to consult on the remaining aspect of the Hinckley Community Services programme.
6. West Leicestershire CCG believes that the preferred course of action for patients within Hinckley is to reinstate the x-ray machine into the new location at Hinckley Health Centre, which is adjacent to the Hinckley and District Hospital, as quickly as possible, without public consultation. This will meet both the operational needs of The Alliance provider in delivering safe, high quality care in a suitably designed facility and the needs of patients, providing them with care closer to home.
7. However, the CCG is mindful that it was the intention to undertake a consultation on the relocation of x-ray alongside the wider planned improvement programme within Hinckley. Reinstating x-ray in the Health Centre without consultation, for the reasons outlined in this report, has required the risks to be assessed.
8. It has also required consultation with the Health Overview and Scrutiny Committee to seek views. The feedback from this consultation and the assessed risks will inform the decision of the West Leicestershire CCG Governing Body to proceed with reinstating x-ray and will also support the consultation of the other proposed improvements.

**RECOMMENDATION:**

The West Leicestershire Clinical Commissioning Group is requested to:

**RECEIVE AND APPROVE** the preferred prompt reinstatement of the x-ray machine into the new location at Hinckley Health Centre (which is adjacent to the Hinckley and District Hospital) and without public consultation.

## **HINCKLEY COMMUNITY HEALTH SERVICES REVIEW**

**TUESDAY 12 NOVEMBER 2019**

### **Purpose of Report**

1. The purpose of this report is to update the West Leicestershire Clinical Commissioning Group Governing Body regarding the Hinckley Community Health Services Review and to seek approval of the Body to reinstate and relocate the x-ray equipment, necessary to meet operational needs, ahead of formal public consultation regarding the remaining services at Hinckley and District Hospital.

### **Background**

2. Since 2014 West Leicestershire Clinical Commissioning Group (CCG) has been working with stakeholders and the local community to develop a proposal for the future of planned care services delivered from Hinckley and District Hospital.

### **Proposals/options**

3. The proposal is to make better use of all available existing space in Hinckley Health Centre (Hill Street) and at Hinckley and Bosworth Community Hospital (Sunnyside) and increase services offered by:
  - refurbishing Hinckley Health Centre, to accommodate X-Ray/Ultrasound, physiotherapy and increase the number of consulting rooms;
  - creating a combined day case surgery and endoscopy unit with day-case beds at Sunnyside, which will provide an increased range of day case procedures and cancer screening services for local patients; and
  - Relocation of the out-of-hours primary care service from Hinckley and Bosworth Community Hospital (Sunnyside) into Hinckley Health Centre providing out-of-hours urgent care for local patients;
  - Removing services from buildings like Hinckley and District Hospital that are unfortunately not fit for purpose and relocate physiotherapy services into Hinckley Health Centre;
  - Relocating some inpatient beds from Sunnyside to provide space for day-case beds.
4. A key driving force for change was the need to replace outdated equipment including the x-ray machine and a major overhaul of the x-ray department. The CCG has extensively

engaged with patients, staff, carers and the public to develop the improvement plans and continues to keep them involved.

5. The CCG worked vigorously to attract the capital funding to deliver positive change and at every opportunity submitted a bid for the national funding required to implement the proposal. In December 2018, £7 million capital funding was approved in principle based on a Strategic Outline Case. The prioritisation that has been given to capital expenditure requires a comprehensive process to be followed to ensure that the project is robust, affordable, deliverable, and clinically appropriate and meets the needs of the local population.
6. We are currently progressing through step two of a four stage process. This is developing the Pre-Consultation Business Case. Once approved by NHS England, we will then consult with the public on the proposal. After which we complete an Outline Business Case and a Full Business Case. This process is expected to take approximately twelve to eighteen months (from now) to complete. Work will then commence work on the buildings and improvements.
7. The CCG remains fully committed to these proposals, that it believes will not only deliver the essential improvements needed, but will also expand the services provided to people, closer to home. This includes increasing the number of day case operations, range of outpatient clinics and endoscopy services encompassing cancer screening.

### **Urgent closure of x-ray machine for safety reasons**

8. Regrettably on the 9 September 2019, The Alliance (the provider), were forced to take the decision for safety reasons, to close the x-ray plain film service provided at Hinckley and District Hospital. It was a difficult decision to make at such short notice and a situation we had tried to avoid by pursuing solutions and developing a proposal for long-term improvement.
9. We were fully aware of the immediate implications for local patients, GP's and medical staff. The reason this decision was forced on the provider is due to the aging x-ray equipment becoming a serious health risk to staff working in the department. Plans were implemented immediately to ensure that GPs were communicated with and were able to make outpatient referrals for their patients in the usual way. If referred to a community hospital, patients are called by the imaging team and offered a suitable choice of an appointment at another community site. As Coalville Community Hospital is the nearest site, staff resources were relocated there.
10. As a result there has been an increase in the numbers of patients seen in x-ray at Coalville Community Hospital, an indication that patients are travelling to the nearest

facility. In addition, patients seen in the outpatients department at Hinckley and District Hospital who require x-ray are currently being directed to alternative sites in line with our contingency plan. Two clinics that are known to be heavily dependent on x-ray have temporarily been relocated to other Alliance sites. This has been done to ensure patient convenience and safety. Operationally these plans have been successful.

11. The provision of Ultrasound is still available at Hinckley and District Hospital, as is the provision of imaging intensified services to support theatre activity.

### **Work to reinstate the X-ray service in Hinckley**

12. West Leicestershire CCG and the Alliance have been working at pace to assess the feasibility of reinstating the x-ray service within Hinckley in a shorter timescale than the twelve to eighteen months required to implement the long-term proposals for improvements. A number of options have been pursued.
13. We have been successful in identifying funding from within University Hospitals of Leicester's Capital Expenditure Programme for 2019/20. The funding is only available until the 31 March 2020. This funding would enable the purchase of new x-ray equipment and the necessary interior building work at Hinckley Health Centre (adjacent to Hinckley and District Hospital) needed to safely install the machine.
14. Continuing to deliver services from Hinckley and District Hospital (Mount Road) including x-ray is not sustainable in the long term. Clinical risks of cross-infections, caused by the design of the building, is being managed by staff operating rigidly to additional working policies and procedures that are not required in modern healthcare buildings.
15. Given that our long term plan, which is subject to consultation, is to refurbish Hinckley Health Centre, to accommodate x-ray/ultrasound and increase the number of consulting rooms, it would seem logical to install the new equipment directly into Hinckley Health Centre, which would be its permanent home.
16. Within the local area a petition has already been launched calling for x-ray services to be returned to Hinckley. We also know that local people will be pleased that we have found a resolution to reinstating x-ray more quickly than we had expected. However, in proceeding we would be doing so ahead of making a decision after a formal consultation on this issue and on other elements of the proposal. However, we believe that there are clear benefits in proceeding including:
  - Allows the service to be provided closer to the homes of the residents of Hinckley;
  - Reinstates the service within next six months, a much quicker timeframe than the twelve to eighteen month period expected;

- Reduces the inconvenience of bringing patients into the city of Leicester, Nuneaton or other locations;
  - Improves the experience for patients;
  - Allows staff to work in a safe environment with new equipment;
  - Delivers services from locations which are fit for providing modern healthcare
  - Gives patient choice over the location of their care and treatment
17. There are significant implications of not installing x-ray at this time. The funding is time limited and would not be available beyond 31 March 2020. Therefore the current interim arrangements would remain in place until the public consultation is complete, which we would hope to start in December 2019 for a three month period. The CCG Governing Board would then consider the feedback from the public consultation and make the final decision on the proposal. At this point the reconfiguration work could start. This process would be expected to take up to eighteen months and patients requiring the service would be inconvenienced in this time.
18. However, reinstating the x-ray without consultation also carries risk with potential legal ramifications, as local people had some expectation of consultation on the whole programme. The implications of not consulting on x-ray, has required an assessment of the risks.
19. The CCG has asked for the view of the Leicestershire Health Overview and Scrutiny Committee with regard to the proposed approach. The meeting of the Committee is Tuesday 11 November; therefore the response will be reported verbally to the CCG Governing Body at their meeting on 12 November 2019.

## **Conclusion**

20. West Leicestershire CCG believes that the preferred course of action for patients within Hinckley is to reinstate the x-ray machine into the new location at Hinckley Health Centre, which is adjacent to the Hinckley and District Hospital, as quickly as possible, without public consultation. This will meet both the operational needs of The Alliance provider in delivering safe, high quality care in a suitably designed facility and the needs of patients, providing them with care closer to home.
21. However, the CCG is mindful that it was the intention to undertake a consultation on the relocation of x-ray alongside the wider planned improvement programme within Hinckley. Reinstating x-ray in the Health Centre without consultation, for the reasons outlined in this report, require consultation with the Health Overview and Scrutiny Committee to seek views. The feedback from this consultation will inform the decision of the West Leicestershire CCG Governing Body to proceed with reinstating x-ray and will also support the consultation of the other proposed improvements.

## **Recommendation**

22. West Leicester CCG Governing body is requested to

**RECEIVE AND APPROVE** the preferred prompt reinstatement of the x-ray machine into the new location at Hinckley Health Centre (which is adjacent to the Hinckley and District Hospital) and, without public consultation.