

Oxfordshire Joint Health Overview and Scrutiny Committee

Date of Meeting: 29 November 2018

Title of Paper: Planning for Future Population Health and Care Needs - Wantage

Paper for:	Discussion	✓	Decision	✓	Information	✓
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Purpose and Executive Summary:

Oxford Health and Oxfordshire CCG acknowledge that the length of time since the temporary closure of the overnight beds at Wantage Community Hospital without a formal decision as to the future of those beds is longer than originally planned and longer than previous commitments made to JHOSC and the community.

In responding to the requests of the Health Overview and Scrutiny Committee Oxford Health Foundation Trust and Oxfordshire CCG have made every effort to recommend a course of action that will set out a clear plan for the future delivery of services for the people of Wantage in the most timely and transparent manner.

At the September 27 meeting OHFT Board confirmed its commitment to make funds available in due course for the remedial works to replace the existing plumbing at Wantage Community Hospital.

This paper invites the JHOSC and the people of Wantage to support the use of the population health framework to support how future health and care services are planned and delivered. This means that the work to specifically prepare a consultation on the single issue of the overnight beds will not be advanced separately. The community services needs of Wantage residents will be considered as a part of the overall population health and care needs approach.

Local residents may express frustration that this does not provide a quick answer to the issue of the temporary closure of the beds. This recommended approach will look at the wider health and care needs of Wantage, not simply the issue of the overnight community beds. The framework sets out community involvement and engagement as a critical factor throughout the framework approach.

We have identified resources to take forward the work in Wantage; working alongside the community as set out in the framework.

Recommendations:

Members of the JHOSC are invited to support the proposed scope of the Wantage Community engagement using the population health framework as this is the most timely option for concluding the future of the overnight hospital beds and describing

what other health and care services are planned and delivered for Wantage and the surrounding areas.

It is recommended that the JHOSC take a proactive role in the oversight of the work in Wantage and requests a report of the stakeholder group to the next JHOSC meeting.

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1. Introduction

At the 20 September meeting of the Oxfordshire Joint Health Overview and Scrutiny Committee Members considered a paper that set out the draft framework developed to support a system wide approach to how commissioners and providers of health and care services in Oxfordshire propose to work together to meet the health and care needs of the population today and in the future. This framework has now been adopted by the Health and Wellbeing Board.

The paper also set out a proposed timescale in which the emerging approach could be used in Wantage to support the identification of population needs and advance the uncertainty surrounding the temporary closure of overnight beds at Wantage Community Hospital.

Members of the Committee and representatives of the Save the Wantage Hospital Campaign Group expressed concern and frustration at the length of time since the temporary closure. The JHOSC made some clear recommendations to both Oxford Health NHS Foundation Trust (OHFT) as the provider of Community Services and to Oxfordshire Clinical Commissioning Group (OCCG). These were confirmed in a letter from the JHOSC Chair.

The committee recognises the good work undertaken to date on the framework but has the following recommendations:

- 1) The Oxfordshire Clinical Commissioning Group (CCG) Board to consider the committee's comments about the effective coordination of local needs with broader county health issues in their proposed framework for assessing local health needs;*
- 2) Oxford Health Foundation Trust to take a recommendation to their next Board meeting to release the reserved capital funds, in this financial year, to undertake remedial works on Wantage Community Hospital. This is to ensure the condition of the building does not exclude it from options for the future of health services in the local area; and*
- 3) The CCG to accelerate the timeframe for the process they propose in assessing health needs and be ready to come forward with concrete proposals at the 29th of November HOSC meeting. This includes to be ready, or close to being ready, for any necessary consultation on services in Wantage Community Hospital. For example, this may include the resumption of some services or change to services for consultation.*

Since the last JHOSC meeting Oxford Health and the CCG have focussed resources to advance the requests made by JHOSC.

2. Approach to meeting population needs

On 15 November Oxfordshire Health and Wellbeing Board approved a draft strategy for the Health and Wellbeing of Oxfordshire. That strategy sets out the following priority areas

- Agreeing a coordinated approach to prevention and healthy place-shaping
- Improving the resident's journey through the health and social care system (as set out in the Care Quality Commission action plan)
- Agreeing an approach to working with the public so as to re-shape and transform services locality by locality
- Agreeing plans to tackle critical workforce shortages

The draft strategy will now be subject of a public engagement process.

As a part of the same agenda the Health and Wellbeing Board approved the outline framework for advancing the population health needs work. This framework; adapted to include the feedback from the 20 September meeting of the JHOSC will now form the basis for the health and care system work; not only to fully understand the health and care needs of our populations but shape how we develop solutions for the future delivery of services to meet those needs. The approved framework summary is included at Appendix 2 for information.

The framework is a clear commitment from commissioners and providers across health and care in Oxfordshire to work together to identify the population health and care needs; now and in the future and to work in an open and transparent way, engaging local communities in the planning and shaping of services to meet those needs. The approach now formally adopted by the Health and Wellbeing Board includes:

- population health and demographics review
- consideration of the most effective and appropriate geographic or population level for the focus of work and delivery
- local service and assets mapping
- identification of good practice
- consideration of the impact of the Oxfordshire 'Growth Deal'
- the clinical case for change – what are the most up to date and emerging clinical models that we should be considering
- options development and review

There are great strengths to this approach being driven collaboratively in our system and it is a clear way forwards that will enable the joined up planning and delivery of future health and care services in Oxfordshire. This service led approach is a departure from the building focussed approach of the Phase Two Transformation Programme.

3. Remedial Works at Wantage Community Hospital

In direct response to the JHOSC recommendation OHFT Board discussed the matter of the temporary closure and the capital funding to undertake the required plumbing works at the Wantage Hospital site.

At the September 27 meeting OHFT Board confirmed its commitment to make funds available in due course for the remedial works to replace the existing plumbing at Wantage Community Hospital. OHFT Board did not support release of those capital funds at present time. OHFT Board noted that system partners are about to embark on a programme of work that will highlight the current and future needs of Wantage and surrounding areas, which will result in a clearer view of the future role of the hospital. As such it would mean that the money expended may well go into a scheme which very soon afterwards required substantial revision (at further cost).

The Trust Chair noted the importance of identifying the needs of Wantage and its surrounding areas and ensuring that funds were spent appropriately to meet these needs, not necessarily just focusing on beds within community hospitals.

Oxford Health remains committed to funding plumbing replacement at Wantage to serve whatever service requirements warranted at Wantage, including a return to the status quo ante, if that is what emerges from population health needs approach.

4. Accelerating the timeframe to assess health needs in Wantage including consideration of future of services at Wantage Community Hospital

Oxfordshire Clinical Commissioning Group and Oxford Health accept that much time has passed since the temporary closure of the overnight beds in July 2016. In good faith OHFT and the CCG previously stated that Phase Two of the Oxfordshire Transformation programme would answer the question as to the future of Community Hospitals in Oxfordshire.

Phase Two did not proceed as originally planned, this was because OCCG committed to developing a plan to work with the public and other stakeholders at a more local level in looking at the population's health and care needs so we may co-produce a health and social care system that is fit for the future. This impacted on the timeframes for any potential formal process around the Wantage Hospital beds.

In response to the outline timetable for using the framework approach to determine health and care needs in Wantage; included in the papers for the 20 September meeting, the JHOSC specifically asked that the CCG work to accelerate the timeframe. The JHOSC further requested that that the CCG come to the 29 November meeting with concrete proposals as to the future of Services at the Wantage Hospital site.

System partners have worked together to advance as much work as possible to respond to the request to condense the timeframe. Since the last JHOSC meeting

consideration has been given to what information and evidence we have now, what we do not have and what we will need to be able to make the best decisions for the people of Wantage.

- The Public Health team has prepared a first working draft Place Profile for the South West locality. This is a key milestone in our work to understand population health and care needs
- We have prepared an outline engagement plan to support use of the framework in Wantage
- We have identified resources to take forward the work in Wantage; working alongside the community as set out in the framework
- We have arranged to meet with key representatives from Wantage including the Save Wantage Hospital Campaign Group to start to plan how we can use the framework and the engagement plan to advance our work in Wantage, this is likely to include the establishment of a stakeholder reference group that will be representative of the population of Wantage
- We have met with the South West Oxfordshire Locality Forum to discuss the approach and answer questions
- We have gathered the activity data in relation to Wantage registered patients and Wantage Community Hospital to inform our planning work
- We have reviewed the outline timetable for following the framework approach and sought opportunities to advance specific aspects whilst maintaining a high level of transparency and community involvement
- We have developed an outline timetable relating to an engagement and consultation approach relating to the temporary overnight bed closure at Wantage Hospital

5. Progress, initial findings and next steps

The formal mechanism by which health providers and commissioners must engage and consult on significant service change is quite clearly set out. Public involvement is a critical part of the approach, along with involvement of the JHOSC and an assurance process undertaken by NHS England.

We have given careful consideration about how we could approach reaching a definitive conclusion about the overnight bed provision at Wantage Hospital, mindful of the public and JHOSC's views for pace.

Oxford Health and Oxfordshire CCG have scoped out the length of time that it would take to address the issue of the temporary overnight bed closure in Wantage. There are clear guidelines that are nationally set for us to follow.

Appendix 1a maps out the timeline for formal consultation for the future of overnight beds at Wantage Hospital and includes

- Time to develop the business case
- Board approval of a business case to support a decision
- Formal assurance of the process and approach by NHS England
- Review and assurance of the approach by JHOSC
- Time to prepare clear and transparent consultation materials
- A period of NHS formal public consultation
- Review of the outcomes of the consultation, to include a review by JHOSC
- Preparation of recommendation for decision
- Board decision on the future of the overnight beds at Wantage Hospital

An approach that looks at the temporary overnight closure is likely to include activity around the following key points

- The overall provision of overnight community beds, including current and future projected occupancy
- The clinical case – responding to best practice and promoting the best outcomes for patients
- The potential likelihood or risk or harm to patients of Wantage should the beds close
- The economic case – how sustainable is the overnight bed provision

The Council elections scheduled for May 2019 will have an impact on the timeframe that formal public consultation could take place. As a result of this it is unlikely that there would be Board level decision on the issue of the overnight beds at Wantage Hospital until July or September 2019.

Local residents have reported concerns that decisions about services in Wantage have been taken in isolation and without the consideration of the needs of the Wantage population within the wider South West locality.

Appendix 1b includes the timeline for using the population health needs framework to advance the planning and design of services for Wantage and the surrounding areas. At face value the population health framework approach would take longer to determine future approaches to the delivery of services. However this approach would be broader, consider health and care needs, provide opportunities to respond quickly to identified gaps and to pilot services and ways of working that may lead to a vibrant mix of service provision in Wantage.

Best practice demonstrates that using the population health framework approach will result in a more comprehensive set of plans and proposals for the future of services in Wantage, including the future of the overnight beds.

Accepting that the local community and the JHOSC wish to see a resolution to the temporary closure of the overnight beds and that previous plans to do so have not been delivered Oxford Health and Oxfordshire CCG are recommending that the JHOSC and the local community support the use of the population health framework approach.

Commissioners and providers across health and care are confident that this approach will result in the right services for the people of Wantage and the surrounding areas.

The engagement approach set out in the framework will mean people from Wantage and surrounding areas will feel very much part of the process to review and design services for their local area.

Members of the community and local key stakeholders will be invited to work with the health and care commissioners and providers. This will involve designing and delivering tailored engagement so people feel they can participate in all or various stages of the process. This approach will support and enable local people and community groups to be active participants in the process.

7. Initial review of community admissions

An examination of admission data for all community hospitals in Oxfordshire shows a steady reduction in the number of overall admissions.

Admissions	2015/16	2016/17 ¹	2017/18	2018/19 ²
Other Hospitals	1851	1642	1596	643
Wantage Hospital	124	52		
Total	1975	1694	1596	643

Table One Community Admissions (showing Wantage admissions)

In Oxfordshire patients are admitted to the most appropriate available community facility to meet their care needs, this is not always the closest community hospital. In January 2018 there were a total of 29,699 patients registered at the Church Street and Newbury Street practices in Wantage.

Of the 124 admissions to Wantage Hospital in the 2015/16 year 49 admissions were Wantage Practice registered patients. If we take into account multiple admissions for the same patient during the year these 49 admissions can be attributed to 44 Wantage registered patients. The remaining 75 Wantage Hospital admissions were 64 patients registered in practices outside of Wantage; the majority from the City and the South of the County.

For patients registered at Wantage Practices admissions to community hospitals are set out in the table below.

Wantage Registered Patient Admissions	2015/16	2016/17 ¹	2017/18	2018/19 ²
Wantage Hospital	49	15	-	-
Other Hospital (total)	95	113	120	41
Abingdon Community Hospital	54	60	72	21
Bicester Community Hospital				1
Didcot Community Hospital	20	27	23	6
The Fulbrook Centre		2	4	2
Wallingford Community Hospital	11	14	11	9
Witney Community Hospital	4	10	10	2
(blank return – unknown)	6			
Total	144	128	120	41

Table Two Community Admissions for Wantage Practice Registered Patients

Before the 2016 temporary closure the majority of Wantage registered patients were admitted to community hospitals outside of Wantage. Abingdon, Didcot and Witney continue to provide the majority of the community inpatient services for Wantage registered patients.

¹ Wantage Community Hospital overnight bed provision was temporarily closed in July 2016

² Figures are for part year 2018

8. Discussion

Oxford Health and Oxfordshire CCG acknowledge that the length of time since the temporary closure of the overnight beds at Wantage Community Hospital without a formal decision as to the future of those beds is longer than originally planned and longer than previous commitments made to JHOSC and the community.

In responding to the requests of the Health Overview and Scrutiny Committee Oxford Health and Oxfordshire CCG have made every effort to recommend a course of action that will set out a clear plan for the future delivery of services for the people of Wantage in the most timely and transparent manner.

The result of this work is a recommendation from Oxford Health and Oxfordshire CCG that the JHOSC and the people of Wantage support the use of the population health framework to support how future health and care services are planned and delivered. This means that the work to specifically prepare a consultation on the single issue of the overnight beds will not be advanced separately. The community services needs of Wantage residents will be considered as a part of the overall population health and care needs approach.

Local residents may express frustration that this does not provide a quick answer to the issue of the temporary closure of the beds. This recommended approach will look at the wider health and care needs of Wantage, not simply the issue of the overnight community beds. The framework sets out community involvement and engagement is a critical factor throughout the framework approach.

The draft engagement plan is intended to provide an approach to the communications and engagement required to start a process of open dialogue with stakeholders on the future of health service provision. The approach aims to engage stakeholders, stimulate thinking and discussion, offer some involvement and engagement options and explore how we can create an engaged approach and process together.

9. Recommendations

Members of the JHOSC are invited to support the proposed scope of the Wantage Community engagement using the population health framework as this is the most timely option for concluding the future of the overnight hospital beds and describing what other health and care services are planned and delivered for Wantage and the surrounding areas.

It is recommended that the JHOSC take a proactive role in the oversight of the work in Wantage and requests a report of the stakeholder group to the next JHOSC meeting.

Appendix 1a

Outline timetable for formal consultation on the future of overnight beds at Wantage Hospital.

Activity	Timeframe	Outline Date	Comments
Preparation of pre-consultation business case	4 to 6 weeks	December / January	
Board approval of the content of the PCBC	4 weeks	End of January	
NHSE Assurance process	1-2 months	End of March	
Preparation of consultation materials	1 month	March / April	Can start work before assurance approval but needs to be informed by assurance outcomes
Formal Public Consultation	4-12 weeks	Start after 2 May	JHOSC will confirm the length of the consultation. Note that Council elections scheduled for May 2019 will impact on the start date
Consultation review and write up	6-8 weeks	July / August	To include review with JHOSC
Board Decision	4 weeks	July or September	

Appendix 1b

Outline timetable for population health and care needs in Wantage, including the future of the overnight beds.

	Outline Date	Comments
Planning and Co-design: Co-design the detailed approach with particular emphasis on local involvement	December	
Review of Services and Assets: Build on existing work to understand the current and future population needs	December / January / February	As per the framework these aspects of the approach can run concurrently
Population Health and care needs : Build on existing work to understand the current and future population needs	December / January / February	
Innovation and Good Practice: Identification of innovative approaches to the future delivery of services	January / February / March	
Meeting Population needs : Consider how services could best meet the needs of the population and at what scale	February / March / April	Opportunity to pilot service and ways of working
Develop Options: A set of possible options for the future delivery of services across health and care	February / March / April / May / June	To include review with JHOSC
Outcomes of the development of options could lead to formal NHS consultation process including any decision on the future of the overnight beds at Wantage lead		
Preparation of pre consultation business case	June / July	
Board approval of the content of the PCBC	July / August	
NHSE Assurance process	September	
Preparation of consultation materials	September / October	
Formal Public Consultation	October / November	
Consultation review and write up	November / December	
Board Decision	December / January	

Note for the purposes of the formal NHS consultation process following the use of the population health framework a more condensed approach has been set out. This is due to the large level of community involvement in the approach and engagement in the development of future options.