

## **Adult Social Care and Health Overview and Scrutiny Committee**

**Date of Meeting:** 15 June 2017

**Report of:** Steve Redfern (Deputy Director of Operations – East Cheshire NHS Trust)

Neil Evans (Commissioning Director - Eastern Cheshire CCG)

**Subject/Title:** **Relocation of Outpatient Clinics from Handforth Health Centre**

### **1. Report Summary**

- 1.1. This paper provides further information on the proposals to transfer a number of outpatient clinics, delivered by East Cheshire NHS Trust at the Handforth Health Centre site.
- 1.2. This follows a request from the Adult Social Care and Health Overview and Scrutiny Committee at the April Meeting for further information to be provided and for the presentation to be provided in association with NHS Eastern Cheshire CCG.
- 1.3. Whilst a number of services are proposed to remain on the Handforth Health Centre site, including the adjacent GP Practice, that a number of clinics operated by NHS East Cheshire Trust, primarily under the NHS “choice” agenda, be relocated to alternative sites. Patients would be able to be referred to East Cheshire Trust at this alternative site or any one of a range of other NHS providers, some of whom are within the Handforth/Wilmslow locality.

### **2. Recommendations**

- 2.1. The Committee is asked to note the plans outlined to transfer delivery of a number of outpatient clinics from Handforth Health Centre to alternative locations, noting that a range of services will continue to be delivered from the site.
- 2.2. The committee is asked to note the additional information provided in relation to:
  - 2.2.1. The number of people affected by the changes;
  - 2.2.2. Alternative services NHS available to the population in the local area;
  - 2.2.3. National NHS policy in relation to patient choice of “any willing provider”;

- 2.2.4. Options for disadvantaged members of the community to gain support in travelling to NHS appointments.
- 2.3. The committee is asked to comment on how best to engage with the public on communicating these proposals.

### **3. Background**

- 3.1. The building at Handforth Health Centre is owned by the GP Partners but is split into two distinct NHS units at present:
  - 3.1.1. One part is used by the GP Partners to provide “primary care services”;
  - 3.1.2. The second part is used primarily by East Cheshire NHS Trust to provide a range of services including community based services (e.g. district nursing) and traditional “secondary care outpatient” services.
- 3.2. The lease arrangements between the GP Partners and East Cheshire Trust are historic and have evolved through various NHS reforms. Following the 2012 Health and Social Care Act a new national organisation called NHS Property Services became the leaseholder with East Cheshire NHS Trust holding a sublease for the site. In turn East Cheshire Trust lease some space out to other service providers.
- 3.3. The lease between the GP Partners and NHS Property Services has been historically set on a “peppercorn” rent and were due to end in two phases of May and October 2017. It has been agreed by all parties involved that these leases will continue until October 2017 and now end together. NHS Property Services will only enter new leases with the support (financial underwriting) by the local CCG; NHS Eastern Cheshire is not in the position it can afford to do this as the financial risk of the lease would sit with the CCG including being held responsible for any vacant space.
- 3.4. In April 2016 a national policy of market rents was implemented by NHS Property Services, this policy was designed to ensure the NHS reviewed its estates needs and to ensure efficient and effective usage. As part of this policy any shortfall that existed between historic lease agreements and the assessed market rent was to be funded by the local Clinical Commissioning Group. Some non-recurrent funding was nationally provided during 2016-17 to support implementation of this policy, although NHS Eastern Cheshire CCG still held a shortfall in income compared to the increased expenditure.
- 3.5. In the case of Handforth Health Centre (non GP building) this CCG paid subsidy to NHS Property Services in 2016-17 was £117k. This covers “market rent adjustment” and service management costs from NHS Property Services.

- 3.6. The services provided at Handforth vary between:
  - 3.6.1. a range of services funded from East Cheshire Trust through a block contract with East Cheshire NHS Trust for Community Services;
  - 3.6.2. a list of services operating through the national policy of patient choice through a “Any Willing Provider” model of “Payment by Results”. These services are billed using a national payment tariff which is designed to be inclusive of all costs.
- 3.7. Payment by Results is a national NHS policy designed to have equity of funding for services and to encourage a wide range of providers to offer services and therefore offering patients a choice of NHS provider. The application of this policy is regulated by NHS Improvement. By way of example the following is a list of alternative sites offering various Payment by Results services under the Any Willing Provider model, and their distance by car from Handforth Health Centre:
  - 3.7.1. The Wilmslow Hospital (1.9 miles);
  - 3.7.2. Wilmslow Health Centre (2 miles);
  - 3.7.3. BMI Alexandra, Cheadle (4 miles);
  - 3.7.4. University Hospitals of South Manchester, Wythenshawe (5.5 miles);
  - 3.7.5. Stepping Hill Hospital, Hazel Grove (6 miles);
  - 3.7.6. Macclesfield District General Hospital (8.9 miles).
- 3.8. The basis of choice is that patients can choose a service/location based on a range of factors including; location, speed of appointment, reputation of provider etc. It should also be noted that many of the providers above will have a wider range of services on site than at Handforth; namely access to diagnostics such as X-Ray.
- 3.9. NHS Eastern Cheshire CCG has advised NHS East Cheshire Trust that as this lease, and those relating to other sites leased through NHS Property Services expire, that the CCG does not believe it is appropriate to subsidise services being funded through Payment by Results national tariffs (as in 3.6.2) however would apply the market rent principles for sites operating under locally negotiated funding agreements (as in 3.6.1)In line with the national guidance on:
  - 3.9.1. Ensuring estates or used effectively and efficiently (market rent);
  - 3.9.2. Payments by Results guidance.

- 3.10. This fits with the principles of the NHS Capped Expenditure Programme where the Eastern Cheshire Health Economy is being required to reduce the levels of budgetary overspend in the local health system during the current financial year. In parallel to the application of the national policy on market rents the lease expiry has led to the GP Partners reviewing their plans for the building and it is their intention to do two things:
- 3.10.1. To utilise some of the space in the existing non Primary Care building for Primary Care usage going forward. This would help address some of the space pressures being experienced in their GP practice. This need has been confirmed by an independent assessment of the space needs to cater for the growing demand on Primary Care services;
  - 3.10.2. To move to charging a market rent from the historic peppercorn rent for the space remaining.
- 3.11. The final costs of the revised costing have not been determined as further work is needed in terms of valuation of the property and exact space usage, however East Cheshire NHS Trust's assessment was that retaining the full list of services would come at a significantly increased cost.
- 3.12. The combined impact on the move to market rents (nationally and by the Landlord in Handforth, end of historic lease agreements, CCG decision to not subsidise "Any Willing Provider" services, being a need for additional space for Primary Care activity has led to the need to review what activities should be provided from the Handforth site. East Cheshire Trust has considered a number of options including completion of an Equality Impact Assessment. This review has led to a proposal that it would be appropriate to relocate a number of services, listed below:
- 3.12.1. Orthopaedics (to Macclesfield);
  - 3.12.2. Rheumatology (to Knutsford);
  - 3.12.3. Gynaecology (to Macclesfield);
  - 3.12.4. Urology (to Macclesfield);
  - 3.12.5. Respiratory Medicine (to Knutsford);
  - 3.12.6. General Surgery (To be confirmed);
  - 3.12.7. Breast Surgery (to Macclesfield);
  - 3.12.8. Paediatrics (to Oakenclough Children's Centre, Colshaw Farm);
  - 3.12.9. Audiology (to Macclesfield);

- 3.12.10. Plastic Surgery (to Congleton);
  - 3.12.11. Midwifery (to Oakenclough Children's Centre, Colshaw Farm);
  - 3.12.12. Community Dental (to Weston Dental Clinic, Macclesfield).
- 3.13. The following services will continue to be provided by East Cheshire Trust from Handforth Health Centre, subject to final negotiations with partners:
- 3.13.1. Community Nursing Services;
  - 3.13.2. Epilepsy Clinic;
  - 3.13.3. Physiotherapy;
  - 3.13.4. Continence;
  - 3.13.5. Cardio Respiratory Diagnostics;
  - 3.13.6. Paediatric Speech and Language Therapy ;
  - 3.13.7. Parkinson's Clinic;
  - 3.13.8. Heart failure Clinic;
  - 3.13.9. Weight Management;
  - 3.13.10. Anti-coagulant Clinic;
  - 3.13.11. GP Out-of-Hours.
- 3.14. In addition to the space and financial rationale for the proposed change there is also a patient experience/clinical case for explaining why some services are no longer best delivered from Handforth. Historically some diagnostics could be undertaken in parallel to the Consultant Outpatient appointment however since 2015 there has been no on site X-ray service as the equipment there broke down and was not able to be repaired. This meant that patients would often need to be referred to Macclesfield for a diagnostic before returning for a second outpatient appointment at Handforth, or another alternative site. This is clearly more inconvenient for patients and less efficient.
- 3.15. Analysis (shown in Table 1), by Eastern Cheshire CCG, of the patients attending these payment by results based services identified that **2713** (patient attendances occurred in the 12 months to February 2017). However more detailed analysis Table 2b shows that of these attendances:

- 3.15.1. **1095** patients lived in the SK9 postcode (**559** patients attended a first appointment and **536** for follow up appointments). It is not possible to be more specific on their exact address from the Secondary User Services NHS data used for this analysis, however;
- 3.15.2. Further analysis shows that of the **1095** patients; **405** patients were registered with a Handforth Health Centre GP Practice so are assumed to live in Handforth; a further 586 with Wilmslow and 94 from Alderley Edge.
- 3.15.3. Of the 405 appointments; **193** were for patients attending first appointments and **212** were follow up appointments.
- 3.15.4. These numbers do not include Community Dental Services, which are commissioned by NHS England. As is shown in Table 2a there would be **129** patients who would need to travel to Weston Clinic in Macclesfield. As described in the paper to the Committee of April 6<sup>th</sup> there are both estates and staffing efficiencies that would come from delivering this service from the single site. The existing suite at Handforth is only used for half a day per week and due to the specifications of a dental suite cannot be reused for other activities for the remainder of the week.
- 3.16. Whilst section 3.13 describes the plans of East Cheshire NHS Trust to relocate services to other sites available to their organisation as described earlier patients will have a choice of alternative providers through the “Any Willing Provider” model. This means additional travel implications are limited. Table 3 shows the distance to the nearest alternative service.

**Table 3: Nearest Alternative Services for Patients from Handforth Health Centre**

Condition	Distance (Miles)	Town	Distance (Miles)	Town	Distance (Miles)	Town
General Surgery	1.9	Wilmslow	4.0	Cheadle	5.5	Wythenshawe
Orthopaedics	1.9	Wilmslow	4.0	Cheadle	5.5	Wythenshawe
Rheumatology	5.5	Wythenshawe	6.0	Stockport	8.9	Macclesfield
Gynaecology	2.0	Wilmslow	4.0	Cheadle	5.5	Wythenshawe
Urology	2.0	Wilmslow	4.0	Cheadle	5.5	Wythenshawe
Respiratory	5.5	Wythenshawe	6.0	Stockport	8.9	Macclesfield
Breast Surgery	5.5	Wythenshawe	6.0	Stockport	8.9	Macclesfield
Audiology	2.0	Wilmslow	5.6	Poynton	8.9	Macclesfield
Paediatrics	1.0	Colshaw Farm	5.6	Poynton	6.0	Stockport
Plastics	5.5	Wythenshawe	8.9	Macclesfield	8.9	Manchester
Community Dental	8.9	Macclesfield				

Source: NHS E Referral - as at April 2017, distances based on Google Maps (Driving) from Handforth Health Centre

- 3.17. Using patients registered with Handforth Health Centre, and the post code SK9 as a proxy indicator of those people who live within the

immediate area of Handforth, this would suggest that **450** CCG commissioned patient appointments would move outside of Handforth Health Centre. Of these **450** appointments **378** (86%) could still take place with SK9 (within 2 miles of Handforth Health Centre) with **72** (14%) needing to travel 5.5miles or more dependent on the patient's choice of provider. This information is shown in Table 4 within the appendices. In addition **129** patient appointments for Community Dental care would move to Macclesfield.

### 3.18. Travel Options for Accessing NHS Outpatient Services

3.18.1. Handforth is on the route of the 130 bus which goes from Macclesfield to Manchester passing through Wilmslow, Colshaw Farm, Handforth, Cheadle and past Manchester Royal Infirmary on route. In addition Handforth Health Centre is adjacent to Handforth railway station.

3.18.2. The NHS offers support to help people access care either through mobility issues or because they are financially disadvantaged.

3.18.3. Patients who have mobility difficulty in attending an NHS appointment/treatment can use Patient Transport Services free of charge. This can include a carer escort when required.

[http://www.easterncheshireccg.nhs.uk/Downloads/News-Events/Patient\\_Flyer\\_FINAL\\_20160629.pdf](http://www.easterncheshireccg.nhs.uk/Downloads/News-Events/Patient_Flyer_FINAL_20160629.pdf)

3.18.4. Patients on low incomes (in line with means tested benefits) can get support with the costs of attending appointments.

<http://www.nhs.uk/NHSEngland/Healthcosts/Pages/nhs-low-income-scheme.aspx>

**Appendices:**

**Table 1 – Total Appointments by Specialty at Handforth by Postcode**

Row Labels	CW10	CW12	CW4	CW9	M14	M15	SK10	SK11	SK12	SK14	SK2	SK22	SK7	SK8	SK9	ST8	SW9	WA14	WA15	WA16	(blank)	Grand Total
Allied health professional episode			1				3	1	6				2	7	102					2		124
General surgery	26	13	5	1	1	138	103	168	2	2	1	21	6	404	3					89		983
Gynaecology	1	3				8	8	24					1	1	51							98
Midwife episode						2	1							4	34					1	250	292
Obstetrics								1														1
Paediatrics	6	1				22	20	20					1	6	126					13		215
Plastic surgery	12					38	9	23					5	44						36		167
Respiratory medicine (also known as thoracic medic)	4					4		8					2	17								35
Rheumatology	1	15	4			45	31	66					4	3	115				2	4		290
Trauma & orthopaedics		15	4	1		85	42	45						3	143		1	1	1	39		380
Urology	2	2				30	3	19							59					13		128
<b>Grand Total</b>	<b>1</b>	<b>81</b>	<b>28</b>	<b>6</b>	<b>1</b>	<b>375</b>	<b>218</b>	<b>380</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>36</b>	<b>30</b>	<b>1095</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>198</b>	<b>250</b>		<b>2713</b>

Allied health professional episode is primarily Adult Audiology

**Table 2a - Total Dental Appointments by Postcode**

	CW12	SK10	SK11	SK12	SK6	SK8	SK9	ST7	WA16	Grand Total
Number of patients	5	4	6	8	1	4	129	1	12	170

Note – data is only available by postcode

**Table 2b – Total Appointments at Handforth, from SK9 Residents, Broken Down by Registered GP Practice**

Row Labels	First Nurse				Grand Total	
	First Consultant Clinic attend	Clinic attend	Follow Up Consultant - Nurse	Follow Up Procedure		
ALDERLEY EDGE MEDICAL CENTRE		46	6	40	2	94
ANNANDALE MEDICAL CENTRE		4		1		5
HANDFORTH HEALTH CENTRE		178	15	160	47	5 405
KENMORE MEDICAL CENTRE		133	13	128	24	298
READESMOOR MEDICAL GROUP PRACTICE				1		1
SOUTH PARK SURGERY		1				1
THE DAVID LEWIS CENTRE		2				2
THE HEALTH CENTRE (HOLMES CHAPEL)				1		1
WILMSLOW HEALTH CENTRE		152	9	105	20	2 288
<b>Grand Total</b>		<b>516</b>	<b>43</b>	<b>436</b>	<b>93</b>	<b>7 1095</b>

**Table 4: - Number of Outpatient Appointments from People who “Live in Handforth” Affected and Potential Change in Distance**

Clinic	CW12	SK10	SK11	SK8	SK9	(blank)	Grand Total	Nearest Alternative Clinic in miles
Allied health professional episode				4	49		53	2
General surgery		1	1	6	117		125	1.9
Breast Surgery					10		10	5.5
Gynaecology				1	29		30	1.9
Midwife episode					13	45	58	1
Paediatrics				5	53		58	1
Plastic surgery					5		5	5.5
Respiratory medicine (also known as thoracic medic)					6		6	5.5
Rheumatology	1			2	51		54	5.5
Trauma & orthopaedics				3	59		62	1.9
Urology					13		13	1.9
<b>Grand Total</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>21</b>	<b>405</b>	<b>45</b>	<b>474</b>	
<i>Allied health professional episode is primarily Adult Audiology</i>								