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| meeting | JOINT HEALTH SCRUTINY COMMITTEE | |
| date | 11 November 2008 | agenda item number |

Report of the Chair of the Joint Health Scrutiny Committee

Modernising Older People's Services

Purpose of the report

1. To allow the Joint Health Scrutiny Committee to receive a final briefing on the implementation of proposals to modernise older people's services.

Background

2. The Joint City and County Health Scrutiny Committee first considered the development of services for older people in October 2005, whilst initial plans were being developed. At the time, the project was being led by Rushcliffe PCT on behalf of the five PCTs then within the conurbation and the Nottinghamshire Healthcare Trust. Following a number of meetings where members examined issues relating to the proposals, including considering the views of district councils, City and County Departments of Adults Services and a Patient and Public Involvement Forum, the Committee made an interim response to the proposals. This is attached as Appendix B to this report.
3. The Joint Committee concluded that it could not support the proposals at that time and recommended an independent external report be commissioned.
4. In February 2007, the County PCT (which was now leading the project following the national reconfiguration of PCTs) returned to the Committee to provide Members with further information. This included an independent report produced by Price Waterhouse Cooper. This report had been commissioned by the City and County Directors of Adult Services to analyse the impact of the PCT's plans. The Executive Summary of this report is attached for Members' information as Appendix C. Having considered this information, the Committee submitted a further response to the Trust, supporting the action plan and making further recommendations. This is attached as Appendix D.
5. The response requested that the Trust return to the Committee in September 2007 to update Members on progress made and to provide further information (this date was later revised to October).

Representatives of Nottinghamshire County teaching PCT attended the meeting and presented a paper detailing progress. The paper and an extract of the minutes of that meeting are attached as Appendix E to this report

6. The Joint Committee requested that a final report on the progress of the new service be provided in October 2008 (revised to November 2008).
7. A timeline outlining the activity undertaken by this Committee on this subject is attached as Appendix A to this report. Files containing all documentation relating to this issue have been compiled by officers and Members can request these from the Overview and Scrutiny Teams of the City or County Councils if they wish to have further background information.

Service Changes

8. These two service reconfigurations (mental health services for older people and inpatient and community rehabilitation services for older people) focused on Highbury Hospital in Bulwell and Lings Bar Hospital in Gamston. At the time of the consultation, mental health and rehabilitation services were both provided across both sites, creating a duplication of services and difficulties with matters such as covering staff sickness.

Mental Health Services for Older People

9. In April 2006, when the public were consulted about the PCT's proposals for this service older patients were being treated for significant mental health problems in 71 NHS continuing care beds across three sites – Highbury Hospital (24 beds), Peasehill Residential Unit in St Anns (23 beds) and Lings Bar Hospital (24 beds).
10. An anonymous survey of existing patients had been conducted before the consultation which suggested that only around one third of the patients currently receiving level three NHS continuing care (fully funded by the NHS) were still eligible. It was therefore suggested that rather than providing 71 beds, the needs of the population could be met with 45 beds.
11. At the same time, a PFI development of Highbury Hospital was underway which provided an opportunity to review the services currently provided on the site and to redesign it in order to specifically meet the needs of older people with significant mental health problems. There was also a national and local drive to deliver more services based in the community and in people's homes, rather than in hospitals. Some of the resources released by the reduction in beds were to be reinvested in community services. It was also agreed that all patients who had been admitted to fully-funded NHS continuing care beds prior to April 2005 would continue to receive full funding for their care regardless of whether they continued to meet the criteria for this care.

12. The PCT therefore launched a public consultation on their preferred option which was to reduce the number of beds to 45 and to co-locate these all on the Highbury Hospital site. This Committee made an interim response to the consultation (in the same document as its response to the consultation on Rehabilitation Services). This is attached as Appendix B.

Inpatient and Community Rehabilitation for Older People

13. In April 2006, when the public were consulted about the PCT's proposals for this service, older patients were receiving rehabilitation treatment (for example, following a stroke) in 128 NHS beds across two sites – Highbury Hospital (72 beds), and Lings Bar Hospital (74 beds). 18 of the beds were temporarily closed due to staff shortages which accounts for the total of 128 beds. Because services were provided on two sites this caused some difficulties in covering staff vacancies, sickness and leave.
14. Research had shown that at the time of the consultation patients were spending longer in hospital than was clinically necessary largely because there were not sufficient staff to provide the level of rehabilitation required for a speedier recover. This again was contrary to the national and local drive to deliver more services closer to people's homes. Again, some of the resources released by the reduction in beds were to be reinvested in local services.
15. The PCT therefore launched a public consultation on their preferred option which was to reduce the number of beds to 96 and to co-locate these all on the Lings Bar site. This Committee made an interim response to the consultation (in the same document as its response to the consultation on Mental Health Services). This is attached as Appendix B.

Summary of Responses

16. In the initial response, Members agreed the vision for older people's rehabilitation and mental health services but felt that there was insufficient evidence for them to determine whether the proposals were in the interest of the health community. The Committee also made recommendations on issues including the following:
 - a) The need to address the concerns of all partners, including both departments of Adult Services;
 - b) The need for planned and integrated packages of care for all discharged patients;
 - c) Access to both sites for patients and carers.
17. The PCT (now Nottinghamshire County teaching PCT) returned to the Joint Committee in February 2007. By this stage the Adult Services Departments of both the City and County Councils had commissioned Price Waterhouse Cooper to conduct the impact analysis of the proposals to modernise older people's service. As noted above the

executive summary of the Price Waterhouse Cooper report is attached as appendix C to this report for Members' information.

18. Having taken this information and a further update from the PCT into account, the Committee agreed a final response to the proposals which is attached as appendix D to this report. In this response the Committee welcomed the improved partnership working and joint action plan put together to support the implementation of the proposals. The Committee also made a number of recommendations including the following:
 - a) Encouragement that the PCTs and Adult Services Departments continue to work together
 - b) A reiteration of the comments made in the initial response relating to access for patients and carers
 - c) A request for consideration to be given to joint workforce planning.

Information Requested for this Meeting

19. At the meeting of the Joint Committee in October 2007 Members requested the following:

“that the Nottinghamshire County Teaching Primary Care Trust and the Local Authorities be requested to submit in 12 months time:- update reports regarding the progress of the new services;”
20. Representatives of the commissioners have been invited to attend this meeting to update Members on the progress made in implementing the development of services for older people.
21. They will present two papers which follow this report on the agenda and will take questions. In addition to understanding how the plans and the implementation have developed Members may wish to consider asking about progress reducing 'bed blocking' and how this could be tackled further.

Recommendations

22. It is recommended that

the Joint Health Scrutiny Committee consider the evidence provided and identify any other area where further information is required.

Councillor Chris Winterton
Chair of the Joint Health Scrutiny Committee

Background papers:

Joint Health Scrutiny Committee responses – July 2006 and 13 February 2007

Consultation Documents:

Improving Mental health services for Older People across Greater Nottingham

Improving Community Rehabilitation for Older People across Greater Nottingham

Price Waterhouse Cooper Report