



## Item No: 8

Meeting Date: Wednesday 8<sup>th</sup> November 2017

### Glasgow City Integration Joint Board

**Report By:** Alex MacKenzie, Chief Officer, Strategy & Operations

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#### WEST GLASGOW MINOR INJURIES SERVICES REVIEW

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| <b>Purpose of Report:</b> | To report on the outcome of the review of minor injuries services in West Glasgow. |
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| <b>Background/Engagement:</b> | It was agreed at the Integration Joint Board meeting on 21 June 2017 to set up with the NHS Board a joint review of minor injuries services in West Glasgow. The review has involved an extensive period of public engagement which was reported to the Public Engagement Committee at its meeting on 27 September 2017. |
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| <b>Recommendations:</b> | <p>That the Integration Joint Board:</p> <ul style="list-style-type: none"><li>a) note the report</li><li>b) note that the full options appraisal overseen by the Review and Stakeholder Group concluded that the status quo was the preferred option notwithstanding the responses received during the engagement process.</li><li>c) note the NHS Board's Transformational Strategic Programme, which will take into account further information on activity and demand for minor injuries services in Greater Glasgow &amp; Clyde and develop proposals for the longer term sustainable provision of such services; and</li><li>d) agree to maintain the status quo and instruct the Chief Officer and delegated officers to be engaged in the Health Board's Transformational Strategic Programme to develop proposals regarding the longer term sustainable provision of minor injuries services across the Board area.</li></ul> |
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## Relevance to Integration Joint Board Strategic Plan:

The Integration Joint Board has strategic planning responsibility for unscheduled care services as described both within the Integration Scheme and the Partnership's Strategic Plan. The Board agreed at its meeting in March 2017 a draft three year strategic commissioning plan for unscheduled care that set the strategic direction for these services. The Board also agreed in December 2016 a Participation and Engagement Strategy. The proposals in this report are consistent with the strategic direction set by the Board.

## Implications for Health and Social Care Partnership:

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| <b>Reference to National Health &amp; Wellbeing Outcome:</b> | Contributes to:<br><b>Outcome 9.</b> Resources are used effectively and efficiently in the provision of health and social care services.   |
| <b>Personnel:</b>  | None at this stage.  |
| <b>Carers:</b>   | Carers are positively impacted through the designing of services around the needs of individuals, carers and communities.  |
| <b>Provider Organisations:</b>                               | None at this stage.  |
| <b>Equalities:</b>   | An Equality Impact Assessment has been undertaken as part of the review and will be published here when the quality review process has completed <a href="http://www.nhsggc.org.uk/your-health/equalities-in-health/equality-impact-assessments/">http://www.nhsggc.org.uk/your-health/equalities-in-health/equality-impact-assessments/</a> |
| <b>Financial:</b>  | The Partnership's budget for 2017/18 includes a "set aside" component for unscheduled care an element of which is accident and emergency services that includes minor injuries services.   |
| <b>Legal:</b>  | The integration scheme includes specific responsibilities for the strategic planning of certain acute hospital services.   |
| <b>Economic Impact:</b>                                      | None at this stage.  |
| <b>Sustainability:</b>                                       | None at this stage.  |
| <b>Sustainable Procurement and Article 19:</b>               | None at this stage.  |
| <b>Risk Implications:</b>                                    | A risk analysis will need to be developed as part of the next stage.   |

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| <b>Implications for Glasgow City Council:</b> | None |
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| <b>Implications for NHS Greater Glasgow &amp; Clyde:</b> | The outcome of the review will potentially have implications for the planning and delivery of minor injuries services in West Glasgow and the Board will be requested to direct the NHS Board accordingly. |
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| <b>Direction Required to Council, Health Board or Both</b> | Direction to:   |   |
|  | 1. No Direction Required                                |   |
|  | 2. Glasgow City Council                                 |   |
|  | 3. NHS Greater Glasgow & Clyde                          | ✓ |
|  | 4. Glasgow City Council and NHS Greater Glasgow & Clyde |   |

## 1. Purpose

- 1.1 The purpose of this report is to present the outcome of the joint review of West Glasgow minor injuries services undertaken by the NHS Board and the Integration Joint Board.

## 2. Background

- 2.1 At the June meeting of the Integration Joint Board it was agreed to undertake a joint review with the NHS Board of minor injuries services in West Glasgow ([https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM\\_No\\_16\\_-\\_Review\\_of\\_Minor\\_Injuries\\_Services\\_in\\_West\\_Glasgow.pdf](https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM_No_16_-_Review_of_Minor_Injuries_Services_in_West_Glasgow.pdf)). This followed the temporary closure of the minor injury unit at Yorkhill in December 2016. There was a need following this closure to consider longer term options for the future of minor injuries services for West Glasgow, those options to include re opening the service at Yorkhill and potential provision at Gartnavel.
- 2.2 As Integration Joint Boards have strategic planning responsibility for unscheduled care that includes minor injuries services, and the NHS Board has responsibility for the delivery of acute services, it was agreed that a review should be undertaken jointly, with the final decision resting with the Integration Joint Board.
- 2.3 Following the Board meeting in June a formal Review and Stakeholder Group was established with the NHS Board, chaired by the HSCP, to make recommendations to the Integration Joint Board on the future of these services. The joint group's remit was to:
- analyse the service delivery, financial and access issues;
  - establish an option appraisal process to set out potential options and criteria to consider those options;
  - develop a proportionate approach to gather patient and public views, including a means of ensuring there is a patient perspective in the option appraisal process;
  - establish the views of other key stakeholders including local GPs; and,
  - report on the conclusions and recommendations from the review to enable early decision making on the future of the service.

### 3. Review Process

3.1 The Review and Stakeholder Group met on three occasions to undertake the review and minutes of the Group's meetings were posted on the HSCP web site (<https://glasgowcity.hscp.scot/review-minor-injuries-services-west-glasgow>). The Group conducted the review in three stages:

- 1) A **full option appraisal** of the potential options for provision of minor injuries services serving West Glasgow was undertaken including an analysis of access issues, patient demand, quality of service, best value and how the options fit with the Integration Joint Board's Strategic Commissioning plan for unscheduled care, and the NHS Board's clinical services strategy. The option appraisal process also considered an assessment of the financial consequences of the options.
- 2) The Group then devised and officers undertook a **public engagement** exercise to discuss the outcome of the option appraisal with local community groups, patient representatives, GPs and other stakeholders. The process for an appropriate and proportionate patient engagement was overseen by the Integration Joint Board's Public Engagement Committee, and reported to the Committee at its meeting on 27 September 2017 (<https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM%20No%2005%20-%20%20West%20Glasgow%20Minor%20Injuries%20Services%20Review%20-%20Public%20Engagement.pdf>).
- 3) the next step was for the Group to then **review all the comments received** as a result of the engagement process, any further information on the issues raised during the engagement process e.g. patient access and transport issues, review the options and the original analysis, and reach a **conclusion**.

3.2 The Review and Stakeholder Group has completed these three stages and reached its conclusions which form the body of this report, and are outlined below.

### 4. Option Appraisal

4.1 The option appraisal process was conducted in line with NHS Scotland and Scottish Health Council guidance on option appraisals. This methodology is a tried and tested approach to assessing potential options for service change. The option appraisal was carried out in two stages:

- an initial assessment of the three identified options (re-opening the unit at Yorkhill, providing a service from Gartnavel and the status quo), the criteria by which they should be assessed, and scoring these options to indicate a preferred option; and,
- a review of the results from the option appraisal following discussion with the North West Locality Engagement Forum, which resulted in an increased weighting given to patient access. A new fourth option - a health centre based option – was also added and all options were then rescored.

4.2 The results of the updated option appraisal then formed the basis of the public engagement process, and were written up and published on the HSCP's website and is available here (<https://glasgowcity.hscp.scot/sites/default/files/publications/Option%20appraisal%20information%20%28August%202017%29.pdf>). The information on patient demand, the transport and best value analysis is also included in this annex.

4.3 The conclusions of the option appraisal are summarized below.

- Option 1 – Yorkhill – **total weighted score 425**
- Option 2 – Gartnavel – **total weighted score 530**
- Option 3 – status quo - **total weighted score 575**
- Option 4 – Drumchapel health centre – **total weighted score 380**

4.4 The status quo option scored highest with the Gartnavel option second.

## 5. Public Engagement

5.1 The next stage was to undertake a process of public engagement on the outcome of the option appraisal, and to obtain views and comments on the options being considered. The engagement process took place during July, August and closed at the end of September 2017, and a report was presented to the Public Engagement Committee on 27 September 2017

(<https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM%20No%2005%20-%20%20West%20Glasgow%20Minor%20Injuries%20Services%20Review%20-%20Public%20Engagement.pdf>).

The programme, in line with the Integration Joint Board's participation and engagement strategy, involved:

- four public engagement events;
- two meetings with the North West Locality Engagement Forum;
- a meeting with local GPs;
- the distribution of 400 leaflets advising of the review and how to submit comments to GPs, groups and organisations, including community councils, and the distribution of a poster advertising the engagement events;
- a dedicated section about the review on the HSCP web site;
- the use of social media to highlight the review and advertise events and give updates; and,
- communications to all elected members in the area, including West and East Dunbartonshire Councils.

5.2 The engagement process resulted in:

- 85 people participating directly in the review by attending the engagement sessions over the ten week period, including the North West Locality Engagement Forum;
- 37 responses were received of which:
  - 35 were by email;
  - 1 was by letter; and,
  - 1 was via social media; and
- a petition was submitted signed by 51 people

5.3 Of these responses (not all responses expressed a preference):

- 23 favoured the Gartnavel option;
- 5 plus a petition signed by 51 people favoured the Yorkhill option;
- 2 favoured the status quo option; and,
- 3 supported a minor injuries unit in West Glasgow but didn't express a preference in terms of location.

5.4 The main themes to emerge from the engagement process were that:

- Gartnavel was a better location for serving the West Glasgow area, and was the preferred option for many people;
- a perception that the service at Yorkhill was not well used because there was a low level of awareness about its existence;
- a concern that Yorkhill was not a good location for such a service because of problems with access for patients travelling by public transport or car;
- there was a lack of awareness and understanding among the general population about what services should be accessed for certain conditions / issues, and what different services did e.g. the community pharmacy minor ailments service, minor injuries services and A&E; and,
- public transport links to the Queen Elizabeth University Hospital from West Glasgow needed improved.

5.5 At the Public Engagement Committee meeting on 27 September 2017 in discussion on the public engagement process, members commented that:

- the HSCP needed to make better use of social media to engage with the general public and explore examples of best practice;
- further work should be undertaken with Strathclyde Passenger Transport and others to review public transport arrangements in West Glasgow to improve access to services; and,
- consideration should be given to the best ways to increase public awareness and understanding of acute and community health and social care services, and what different services did.

## **6. Conclusion**

6.1 The Review and Stakeholder Group met on 12 October 2017 to review the results of the option appraisal information, the comments from the engagement process, and further information on the financial implications of the options.

6.2 The Review Group acknowledged the view of many of the 85 people who participated in the public engagement exercise which was for the retention of a minor injuries service in West Glasgow and preferably at the Gartnavel site.

6.3 Notwithstanding that, the option appraisal clearly supported the status quo as the preferred option (i.e. the permanent closure of the unit at Yorkhill) as this delivers the clinically safest option and best value for the public pound.

6.4 Of note, however, is that the Health Board, at its October meeting, approved a Transformational Strategic Programme for health and social care services entitled Moving Forward Together. The programme expects to assess current and future

demand for all health and social care services across GG&C and make proposals by next Spring on long term sustainable provision across the Board area. The provision of permanently located minor injuries services across the Board area are expected to be considered as part of this programme.

- 6.5 In addressing this issue, the Moving Forward Together programme will necessarily require to take into account public transport arrangements to ensure appropriate and timely patient access for people wherever minor injuries services are located and NHS GGC and the HSCP will have discussion with Strathclyde Passenger Transport to explore this further.
- 6.5 Moving Forward Together will also require to address awareness raising among the general public about the role and function of all services including minor injuries units.

## **7. Recommendations**

- 7.1 The Integration Joint Board is asked to:
- a) note the report;
  - b) note that the full options appraisal (overseen by the Review and Stakeholder Group) concluded that the status quo was the preferred option notwithstanding the responses received during the engagement process;
  - c) note the NHS Board's Transformational Strategic Programme, which will take into account further information on activity and demand for minor injuries services in Greater Glasgow & Clyde and develop proposals for the longer term sustainable provision of such services; and
  - d) agree to maintain the status quo and instruct the Chief Officer and delegated officers to be engaged in the Health Board's Transformational Strategic Programme to develop proposals regarding the longer term sustainable provision of minor injuries services across the Board area.

## DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

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| 1  | Reference number  | 081117-8-a   |
| 2  | Date direction issued by Integration Joint Board  | 8 November 2017  |
| 3  | Date from which direction takes effect  | 8 November 2017  |
| 4  | Direction to:   | NHS Greater Glasgow and Clyde only   |
| 5  | Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s) | No   |
| 6  | Functions covered by direction  | Minor Injuries Services  |
| 7  | Full text of direction  | NHS Greater Glasgow and Clyde are directed to maintain the status quo regarding provision of Minor Injuries Services in West Glasgow, and engage with the Glasgow City HSCP and other partners in developing proposals regarding the longer term sustainable provision of minor injuries services across the Board area. |
| 8  | Budget allocated by Integration Joint Board to carry out direction  | As advised by the Chief Officer: Finance and Resources   |
| 9  | Performance monitoring arrangements   | In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.  |
| 10 | Date direction will be reviewed   | November 2018  |