

Warwickshire Adult Social Care & Health Overview & Scrutiny Committee

30 September 2020

Progress in Restoration and Recovery of services in Warwickshire

1 Purpose of the Note

- 1.1 To update the Warwickshire Adult Social Care & Health Overview & Scrutiny Committee regarding the potential relocation of Neuro-rehabilitation Level 2b Beds from University Hospitals of Coventry and Warwickshire (UHCW) to South Warwickshire Foundation Trust's (SWFT) Central England Rehabilitation Unit, located at Royal Leamington Spa Hospital, and the current temporary closure of the Stratford Minor Injuries Unit and Ellen Badger First Aid Centre to support our response to COVID-19
- 1.2 To seek the support of the Warwickshire Adult Social Care & Health Overview & Scrutiny Committee to develop a case for change to consider the benefits of these service changes for our local population, prior to making a decision regarding the current arrangements.

2 Recommendations

- 2.1 For the Warwickshire Adult Social Care & Health Overview & Scrutiny Committee to support NHS Coventry and Rugby Clinical Commissioning Group, in collaboration with UHCW and SWFT, to undertake the process to develop a full Decision-Making Business Case regarding the future location of the Neuro-rehabilitation Level 2b Beds.
- 2.2 For the Warwickshire Adult Social Care & Health Overview & Scrutiny Committee to support NHS South Warwickshire Clinical Commissioning Group, in collaboration with SWFT, to undertake the process to develop a full Decision-Making Business Case regarding the future of the Stratford Minor Injuries Unit and Ellen Badger First Aid Centre as part of a wider look at urgent and emergency care services in South Warwickshire.

3 Background and Information

- 3.1 COVID-19 created an unprecedented situation, resulting in a national state of emergency and the greatest health and care challenge of our time. The Coventry and Warwickshire health and care system responded to this challenge at significant pace.
- 3.2 The three Clinical Commissioning Groups (CCGs) in Coventry and Warwickshire delivered both the nationally mandated changes from NHS England and Improvement ('NHSEI'), as well as local decisions, so that together we provided an effective and robust response to COVID-19 and deliver as many services as possible during this time.
- 3.3 The response to COVID-19 is being managed in four phases:

- Phase 1 – Service change (immediate response to COVID-19)
- Phase 2 – Restoration (6 weeks from May to mid-June)
- Phase 3 – Recovery (to March 2021)
- Phase 4 – Reset (2021/22)

- 3.4 In many areas, it was essential to fast-track transformation initiatives to enable delivery of as many services as possible. The areas of major innovation are fully aligned with our strategic ambitions outlined in the NHSE Long Term Plan; our local Five Year Plan and align with key messages from various engagement activities with local people.
- 3.5 The NHS has now in Phase 3 - Recovery. We attended Scrutiny Board at the end of July to give an overview of the governance; scope; objectives; and, progress to date on the Coventry and Warwickshire “3Rs” programme.
- 3.6 As we look to the future, maintaining the transformation will not just enable us to meet the short to medium term challenges of restoration and recovery, it provides a sound basis to reset our health and care system to one that is more effective and sustainable.

4 Assessment of Service Change

- 4.1 As part of our Recovery we have had to consider what services are being restored and, if they are, are we returning them to the pre-COVID-19 model or in a new way that reflects the significant transformation that has taken place across our services.
- 4.2 For any NHS Provider service change which has been undertaken in response to COVID, we have used the NHS England and Improvement Impact Assessment Tool (IAT). The IAT (Appendix B) has four phases. In June we undertook Phase 1 which is an initial ‘Sort and Sift’ of the service changes which have been undertaken
- 4.3 The initial Sort and Sift exercise puts the service changes into two categories:
- Restoration: Service changes that are not viable as a permanent solution.
 - Recovery: Service changes that are viable for consideration as a permanent change.
- 4.4 Following initial Sort and Sift exercise, the following services were put into the Recovery Category. These were then subject to evaluation in Phase 2 of the IAT during July so that we could make a better assessment of their viability as a permanent solution.

5 Level 2b neuro-rehabilitation beds

- 5.1 Prior to the COVID-19 pandemic 12 Level 2b neuro-rehabilitation beds were located at UHCW. These beds are commissioned by Coventry and Rugby CCG on behalf of the three Coventry and Warwickshire CCGs and are the only Level 2b neuro-rehabilitation facilities in Coventry or Warwickshire.
- 5.2 These beds are used for patients requiring post-acute, specialist rehabilitation at a level less intensive than patient with very the highest acuity. Commonly 2-4 therapist disciplines are involved per patient and the length of stay for each patient is usually 1-3 months, though some may stay up to 6 months. The conditions treated cover:
- Traumatic brain injury
 - Hypoxic brain injury (lack of oxygen)

- Complex neurological conditions e.g. Guillain Barre Syndrome
- Acute neuro-behavioural conditions (typically on an interim basis whilst awaiting other units).

The service meets the needs of individuals who typically may be a risk to themselves due to reduced safety awareness, need to understand how their abilities have changed and will be experiencing substantial physical disability.

- 5.3 In addition to the care provided by Consultants in Rehabilitative Medicine, Junior Grade Doctors and Nurses, patients are supported by a range of Allied Health Professionals including Physiotherapists, Occupational Therapists, Speech and Language Therapists, Dieticians as well as Clinical Psychologists and Social Workers.
- 5.4 Following inpatient rehabilitation, patients are usually discharged home, where they will continue to receive specialist community rehabilitation services. The full patient pathway for Specialised Neurorehabilitation can be found in Appendix A.
- 5.5 As part of our emergency response to COVID-19, the decision was taken on 18 March 2020 for these beds to be moved from UHCW to the Central England Rehabilitation Unit (CERU), a dedicated rehabilitation facility which is part of Royal Leamington Spa Hospital, located on Heathcote Lane in Warwick and provided by SWFT.
- 5.6 This move was undertaken in line with the national directive on 'urgent response' from NHS England and Improvement on 17 March; identifying the need to free-up the maximum possible inpatient and critical care capacity and prepare for the anticipated large numbers of COVID-19 patients, as well as support staff, and maximise their availability.
- 5.7 Moving these beds increased acute bed capacity at the UHCW site and ensured that rehabilitation patients continued to receive high-quality neurorehabilitation in an appropriate, infection controlled environment.
- 5.8 Since 19 March 2020 to 31 August 2020, 31 patients have been admitted.
- 5.9 The evaluation in Phase 2 of the IAT was undertaken during July, so that we could make a better assessment of the change to the service as a permanent solution. This process is now complete and both SWFT (CERU) and UHCW would like to explore the scheme further. They believe that, by siting the beds within a specialist rehabilitation unit it could lead to:
- Improved treatment outcomes - potentially physical and/or cognitive as relevant
 - Improved in-patient experience
 - Reduced Length of Stay
 - Reduced exposure to infectious patients e.g COVID-19, flu, viral pneumonia
- 5.10 This means that the proposals now move into Phase 3 in order to ascertain if there is system wide support to progress developing a full decision making business case.

6 Stratford-upon-Avon Minor Injuries Unit and Ellen Badger First Aid Centre

- 6.1 The Minor Injuries Unit is located at Stratford-upon-Avon Hospital and is open 9am to 5pm, seven days a week. The First Aid Centre is located at Ellen Badger Hospital in Shipston-on-Stour and is open 8am-6.30pm Monday-Friday.

- 6.2 Both units treat minor injuries and illness only, such as sprains and strains, wound care and minor burns and scalds. They are staffed by Nurse-Practitioners and do not have doctors on site. The Minor Injuries Unit in Stratford Hospital has X-ray available Mon – Fri only.
- 6.3 Attendance at the Ellen Badger First Aid Centre has been decreasing in recent years. On average attendances have decreased by approx. 35% year on year. Based on the 2019 attendances the unit saw one patient every 2.5 days.
- 6.4 Prior to COVID-19, work had started to relocate Shipston Medical Centre from its existing site to the Ellen Badger hospital to support integrated care.
- 6.5 Attendance at the Minor Injuries Unit at Stratford Hospital increased by approx. 8% year on year until 2018 and then fell in 2019. The average number of attendances at Stratford in 2019 was just under 23 per day.
- 6.6 In 2019, as part of the redesign of urgent care services as outlined in the Long Term Plan, NHS England announced that all sites delivering urgent care, such as Minor Injuries Units and Walk-In Centres must all become Urgent Treatment Centres, meeting a set of criteria including being GP-led, open for at least 12 hours a day and equipped to diagnose and deal with many of the most common ailments people attend A&E for. This move is designed to end the current potentially confusing range of options and simplify the system so patients know where to go and have clarity of which services are on offer wherever they are in the country. Units which are unable to fulfil these criteria will change their function to become other primary health care services.
- 6.7 The Minor Injuries Unit at Stratford Hospital does not currently fulfil the criteria to become an Urgent Treatment Centre. Prior to the start of the pandemic, South Warwickshire Clinical Commissioning Group and SWFT had begun the process of understanding the potential options available.
- 6.8 As part of our emergency response to COVID-19, the decision was taken in March 2020 for both of these units to be closed temporarily. This allowed South Warwickshire NHS Foundation Trust to redeploy the workforce to support our urgent and emergency care at Warwick Hospital.
- 6.9 Due to continued management of the COVID-19 incident staff are currently continuing to be redeployed to the Warwick site and therefore the change is likely to extend into winter.
- 6.10 The evaluation in Phase 2 of the IAT for these services was undertaken during July, so that we could make a better assessment of the changes to the service. This process is now complete and SWFT would like to explore the changes further as part of a timely look at how urgent and emergency care services are delivered for South Warwickshire residents, taking into account
 - The standards required for urgent treatment centres and the other models of primary care services available
 - Other developments in the national and regional model for delivering urgent care to help reduce pressure on Accident and Emergency Departments.
- 6.11 This means that the proposals now move into Phase 3 in order to ascertain if there is system wide support to progress.

7 Next steps

- 7.1 As per the IAT framework, at this stage this service changes being brought forward into Phase 3 are still proposals and the purpose of Phase 3 is to ascertain if there is system wide support to progress to Phase 4.
- 7.2 If there is support for us to progress these service changes the CCGs, working together with UHCW and SWFT, would mobilise the resource and governance structures to develop a case for change for each service.
- 7.3 These case for change documents will apply NHSE Service Change Guidance (2018) and work through the development of a robust clinical case for change, including working with patients, staff, the wider public and stakeholders to understand the impact of any changes on them.
- 7.4 The case for change would be subject to all statutory guidelines regarding service transformation and change.

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