

Report of the Bootham Park Hospital Task Group

Bootham Park Hospital Update Report

Summary

1. This report provides the Health & Adult Social Care Policy & Scrutiny Committee with information around the closure of Bootham Park Hospital and actions taken to restore services at the hospital following its de-registration.
2. It also introduces a Reflections, Learning and Assurance Report commissioned by NHS England to examine the transfer of services between Leeds & York Partnership NHS Foundation Trust and Tees, Esk and Wear Valleys NHS Foundation Trust (Annex 1), the preliminary conclusions of the Independent Expert Adviser appointed by York Health & Adult Social Care Policy & Scrutiny Committee (Annex 2) and a report from Healthwatch York Bootham Park Hospital: What next for mental health in York? (Annex 3) representing the patient voice.

Background

3. Bootham Park Hospital is an 18th century Grade 1 listed building. The building is owned by NHS Property Services but English Heritage also has a say in work carried out. Services are commissioned by the Vale of York Clinical Commissioning Group and up until 30 September 2015 these were provided by Leeds and York Partnership NHS Foundation Trust (LYPFT).
4. The hospital was closed followed an unannounced inspection of the psychiatric inpatient services by the Care Quality Commission (CQC) on 9 and 10 September 2015. The CQC reaffirmed that Bootham Park Hospital was not fit for purpose and that all clinical services had to be relocated from 30 September 2015.

5. From 1 October 2015 responsibility for mental health and learning disability services in the Vale of York transferred from Leeds and York Partnership NHS Foundation Trust to Tees, Esk and Wear Valleys NHS Foundation Trust.
6. Problems at Bootham Park were highlighted in a CQC inspection in December 2013 which found that the building was not fit for purpose and a report stated that it did not meet standards for safety. Some improvements were made, including the removal of several ligature points, but in January 2015 the CQC visited again and expressed concern about safety on some of the wards.
7. CQC found that, despite significant work having been done to attempt to improve the premises, Bootham Park Hospital was not fit for purpose as a modern mental health ward. Because of the building's listed status, it was not possible to make safe all potential ligature points nor could nursing staff easily observe all parts of all wards due to the layout of the building. The trust was working to find a solution but as yet this had not been implemented.
8. CQC carried out an unannounced inspection of the psychiatric inpatient services within Bootham Park Hospital on 9 and 10 September 2015. Inspectors had previously had concerns with the delay in Leeds and York Partnership Foundation Trust implementing CQC's recommendations from an earlier inspection.
9. Specifically, CQC's inspectors were concerned about the risk of suicide or serious harm to patients because it was not possible to remove all of the potential ligature points within the building because of its listed status. Also, some of the rooms that had fixtures and fittings, which could be used as ligature points, were found to be unlocked which meant that patients could have access to them.
10. Elsewhere, CQC's inspectors again found in September that nursing staff were unable to observe all parts of the wards due to the layout of the building and inspectors found a lack of call alarms for patients, insufficient staffing numbers, and poor hygiene and infection control in two of the hospital's wards.
11. In response to those concerns, and in reply to LYPFT's application to vary conditions of registration, the CQC on 24 September confirmed LYPFT's application to remove the regulated activities at Bootham Park Hospital, the CQC formally requested LYPFT to move inpatients to alternative services within the trust and to relocate all clinical services

that were provided by Bootham Park Hospital, which it did by midnight on 30 September 2015.

12. Some of the inpatients were transferred to alternative units with acute mental health services and others were discharged to home treatment. With no provision for acute mental health care in York, patients will have to be taken out of the area for inpatient treatment.
13. On 2 October 2015 the CQC received a request from Tees, Esk and Wear Valleys NHS Foundation Trust to register non-inpatient mental health care services (outpatient services, electroconvulsive therapy, and Section 136 Place of Safety) at Bootham Park Hospital. The Chief Inspector of Hospitals asked the registration and mental health teams within CQC to consider this as quickly as possible.
14. The Section 136 Place of Safety was reopened at Bootham in December 2015. Outpatient services including IAPTs and psychology appointments returned to Bootham in February 2016.
15. The future of Bootham Park Hospital and the provision of mental health services in York has long been an issue for this Committee and the previous Health Overview & Scrutiny Committee and Members have considered a number of update reports, including plans for interim alternative premises, and received numerous assurances.
16. On 20 October 2015 the Committee met to consider the circumstances leading to the closure of Bootham Park Hospital and heard evidence from NHS Property Services; Leeds and York Partnership Foundation Trust; Tees, Esk and Wear Valleys NHS Foundation Trust; the Care Quality Commission and the Vale of York Clinical Commissioning Group.
17. As a consequence the Committee agreed to write to the Secretary of State for Health supporting a call for an inquiry / urgent investigation into the hospital's closure.
18. At a meeting on 24 November 2015 the Committee agreed to carry out its own review of the Bootham Park Hospital closure utilising the support of an Independent Expert Adviser, John Ransford, who was prepared to provide his services on a pro bono basis, and NHS England who are carrying out their own lessons learned review.
19. John Ransford is qualified social worker who was successively Director of Social Services and Chief Executive in both Kirklees and North Yorkshire.

He was subsequently Head of Health and Social Care at the Local Government Association and its Chief Executive from 2008 to 2011.

20. The Committee also agreed that delegated authority be given to the Chair and Vice-Chair to set the parameters of the review and they agreed the remit: *“To understand the circumstances leading to the closure of Bootham Park Hospital, to establish what could have been done to avoid the gap in services in York, particularly for in-patients and their families, and identify any appropriate actions for relevant partners.”*
21. In December 2015 the Committee met representatives from Tees, Esk and Wear Valleys NHS Foundation Trust and the Vale of York CCG, who presented an update on the Bootham situation outlining the work to address the closure of wards and associated services at Bootham Park Hospital and the plans to return services to York as soon as is reasonably practicable.
22. The Committee also asked Healthwatch York to co-ordinate and collate the views and concerns of patients and carers and other interested parties.
23. In January 2016 the Scrutiny Officer gave a verbal update on progress and the Committee agreed that Cllr Cannon should join the Chair and Vice-Chair to form a cross-party Task Group to take the Committee’s work forward. It was subsequently agreed that Cllr Craghill should join the Task Group.
24. The Task Group met with the Independent Expert Adviser and the NHS England Director of Nursing – Programmes in late January 2016 to discuss the Bootham situation and members agreed part of the reason was the fragmentation of the NHS. There was confusion about the clarity of roles of the organisations involved and this resulted in an outcome nobody wanted.
25. In early February 2016 the Independent Expert Adviser and Scrutiny Officer attended a meeting in Leeds chaired by NHS England and attended by the CQC, NHS Property Services, Leeds & York partnership FT, Vale of York CCG, Tees, Esk & Wear Valleys FT and the partnership Commissioning Unit to discuss a confidential draft of the NHS England Reflections, Learning and Assurance Report on the transfer of services between Leeds & York Partnership FT and Tees, Esk & Wear Valleys FT.

26. Finally, in late February 2016 the Task Group met NHS England Chief Nursing Officer and Director of Nursing – Programmes to discuss an updated draft report prior to be going to the NHS England Senior Management Team. It was agreed that the final report be published alongside the Independent Expert Adviser's report and the Healthwatch York report in the agenda of a meeting of York Health & Adult Social Care Policy & Scrutiny Committee and that all partner organisations involved in the compilation of the final report be invited to attend.

Consultation

27. The Task Group, Independent Adviser and Scrutiny Officer have consulted extensively with NHS England who in turn have been involved in detailed consultation with the partner organisations mentioned above.

Analysis

28. There is no analysis at this stage.

Options

29. There are no options at this stage.

Council Plan

30. This report is linked to the Focus on Frontline Services and A Council That Listens to Residents elements of the Council Plan 2015-2019.

Implications

31. While there are no implications directly associated with this report it should be noted that any specific implications associated with the closure of inpatient services at Bootham Park Hospital will be addressed when the Committee agrees its final recommendations.

Risk Management

32. While there are no risks directly associated with this report, the Committee has already acknowledged that there are potential considerable risks to vulnerable members of the community if there are no acute mental health inpatient services in York. For that reason, a scrutiny review was commissioned as set out in paragraphs 18-20 above.

Recommendations

- i. There are no recommendations at this stage but the Committee will be in a position to make final recommendations once the NHS England has been published and fully discussed.

Reason: So the people of York and the Vale of York are not deprived of acute mental health inpatient services.

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Report
Approved

Date 01/03/2016

Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex 1 – NHS England Reflections, Learning and Assurance Report on the transfer of services between Leeds & York Partnership FT and Tees, Esk & Wear Valleys FT

Annex 2 – Initial conclusions of the Independent Expert Adviser to York Health & Adult Social Care Policy & Scrutiny Committee

Annex 3 – Healthwatch York: Bootham Park Hospital: What next for mental health in York?

Annex 3a- Tees, Esk and Wear Valleys NHS Foundation Trust response to Healthwatch Report

Abbreviations used in the report and annexes:

AMPH- Approved Mental Health Professional
BPH- Bootham Park Hospital
CAMHS- Child and Adolescent Mental Health Service
CBT- Cognitive Behavioural Therapy
CCG- Clinical Commissioning Group
CEO- Chief Executive Officer
CMHT- Community Mental Health Team
CPN- Community Psychiatric Nurse
CQC- Care Quality Commission
CYC- City of York Council
DDA- Disability Discrimination Act
DSDC- Dementia Services Development Centre
EDT- Emergency Duty Team
EIA- Equality Impact Assessment
EIT- Early Intervention Team
FT- Foundation Trust
GP- General Practitioner
IAPT- Improving Access to Psychological Therapies
IMHAs- Independent Mental Health Advocates
LYPFT- Leeds and York Partnership Foundation Trust
MP- Member of Parliament
MWO- Mental Welfare Officer
NHSPS- National Health Service Property Services
NHS- National Health Service
OSC- Overview and Scrutiny Committee
PCT- Primary Care Trust
PCU- Partnership Commissioning Unit
PPI- Patient and Public Involvement
SRN- State Registered Nurse
TEWV- Tees, Esk and Wear Valleys
TUPE- Transfer of Undertakings Protection of Employment
VCS- Voluntary and Community Sector
VoYCCG- Vale of York Clinical Commissioning Group