

Report of the Assistant Director Governance and ICT

## **Bootham Park Hospital Closure**

### **Summary**

1. This report and its annexes provide the Health & Adult Social Care Policy & Scrutiny Committee with information around the closure of Bootham Park Hospital and the future of mental health services in York.
2. The closure of Bootham Park Hospital followed an unannounced inspection of the psychiatric inpatient services by the Care Quality Commission (CQC) on 9 and 10 September 2015, when it was run by Leeds and York Partnership Foundation Trust (LYPFT). 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.

### **Background**

3. Bootham Park Hospital is an 18<sup>th</sup> 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.
4. 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.
5. 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.

6. In January 2015 Leeds and York Partnership NHS Foundation Trust was rated as Requires Improvement overall by the Chief Inspector of Hospitals. CQC found that the trust needed to make a number of improvements in order to make sure that it was consistently delivering care which was safe, effective, caring, responsive to people's needs, in services which were well led. Many of these improvements related to services in York which had been historically underfunded.
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, trust staff could not 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 the trust was not able 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. As well as this, patients were at risk of serious scalding from high water temperatures – maintenance had not been carried out to guarantee their safety.
11. 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.

12. In response to those concerns, on 24 September CQC formally requested Leeds and York Partnership Foundation Trust 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.
13. 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.
14. 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) from Bootham Park Hospital and the Chief Inspector of Hospitals has asked the registration and mental health teams within CQC to consider this as quickly as possible.
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.
16. In July 2014 the Health Overview and Scrutiny Committee received a report on updated plans for interim alternative premises for Bootham Park Hospital. The Committee asked for regular reports on the progress of the plans and further information on consultation with the voluntary sector and how partners in health and social care would be involved.
17. In September 2014 Members received a report which briefed them on a review of inpatient accommodation at Bootham Park Hospital following a multi-agency decision to agree an interim solution. The interim solution was unanimously agreed and ratified by the LYPFT Board and CCG Governing Body. The interim solution was that Ward 6 (Elderly Assessment Unit) would move off site to Cherry Trees, a former Community Unit for the Elderly in Tang Hall. At the Bootham Park site Ward 6 would then be renovated prior to receiving service users from Ward 1 whilst Ward 1 was renovated. On completion of the renovation of Ward 1 service users on Ward 2 would then move into Ward 1. The interim solution was expected to last for up to three years while a new inpatient facility was built:
  - A new build on the Bootham site

- A new build on The Retreat site
- A new build on the old Clifton Hospital site

18. In October 2014 the Health Overview & Scrutiny Committee was assured in the Annual Report of the Chief Executive of Leeds and York Partnership NHS Foundation Trust that the trust had undertaken systematic auditing and monitoring of risk which has been used to generate a full programme of work to address ligature anchor points and other environmental risks. It was pointed out that estate management of the hospital remained complicated by the need to coordinate the programme of work between provider estates services, NHSPS and York Hospitals Trust (who had the contract to carry out routine maintenance). Alongside the environmental work the trust used clinical risk assessment and patient safety planning to manage risks individually where changes to the environment have not been possible.

19. A report on the outcomes of the CQC inspection of LYPFT was considered by this Committee in February 2015. The majority of the concerns raised by the CQC related to services in York and North Yorkshire, particularly older people's inpatient care which was rated inadequate.

20. **Must do actions** in the CQC findings included:

- The trust must ensure that their facilities and premises are appropriate for the services being delivered at Bootham park Hospital;
- At Peppermill Court, Worsley Court, Meadowfields and Ward 6 at Bootham Park hospital the provider must ensure there are sufficient skilled staff at all times to meet the treatment and care needs of patients.
- The provider must ensure it adheres to the guidelines for mixed sex wards under the MHA Code of Practice at Meadowfields, Worsley Court, Ward 6 at Bootham Park hospital and Acomb Gables.

21. **Should do actions** included:

- At Bootham Park Ward 6 the provider should ensure the environment is reviewed to ensure staff have clear lines of sight throughout the wards to ensure patient safety

- The provider should review the processes for checking emergency equipment at the crisis and access service – Bootham Park Hospital, York and the rehabilitation wards across the trust.
  - The provider should review the provision of dedicated medical input into the services of the crisis and access service – Bootham Park Hospital, York.
22. In June 2015 this Committee received an update report from LYPFT on their progress against the CQC's action plan when it was confirmed that refurbishments at Bootham Park Hospital were running behind schedule and there was a wait for a new hospital for mental health services in York. Members were assured that the trust would ensure delivery of the action plan even if they happened not to be the provider of mental health services in York.
23. Finally in September 2015 the Committee received a presentation from representatives of Tees, Esk and Wear Valleys NHS Foundation Trust, the new providers of mental health and learning disabilities services in York at which the Chair drew Members' attention to an email he had received from a member of the public regarding Bootham Park Hospital. Members questioned officers about planned building work and were informed that the Trust was liaising with Leeds and York Partnership, NHS Property Services, the CCG and the voluntary sector regarding these issues. Estate plans were being drawn up and it was hoped to put in place a robust plan for a new hospital as soon as possible.
24. It was agreed that an item on Bootham Park Hospital be included on the agenda for the October or November meeting, depending on the availability of officers to attend, although this has now been overtaken by events.

### **Consultation**

25. Representatives from NHS Property Services; Leeds & York Partnership Foundation Trust; Tees, Esk and Wear Valleys NHS Foundation Trust; the Care Quality Commission and the Vale of York Clinical Commissioning Group have all been invited to attend this meeting.

### **Analysis**

26. This report provides background contextual information to help inform discussions with representatives from all the key agencies.

## 27. **Options**

28. The Committee can:

- i. Consider the information provided in this report and at the meeting to satisfy itself that no further scrutiny is required, or
- ii. Agree to enter into further discussions with relevant agencies in order to bring about an acceptable solution for service users in York.

## **Council Plan**

29. This report is directly linked to the Protect Vulnerable People element of the Council Plan 2011-2015.

## **Implications**

30. While there are no implications directly associated with this report it should be noted that some serious implications may emerge if nothing is done to resolve the situation around Bootham Park Hospital and the provision of acute mental health services in York. For instance, if there is no provision for acute mental health inpatient care in the city, patients will have to be taken out of the area for inpatient treatment.
31. The Committee has various statutory powers in relation to the discharge of health and scrutiny functions conferred upon the Council by the Local Government Act 2000, enabling it to make recommendations to local providers about health services.

## **Risk management**

32. While there are no risks directly associated with this report it would be prudent for the Committee to acknowledge that there will be risks to vulnerable members of the community if there are no acute mental health inpatient services in York.

## Recommendations

33. Members are asked to:

- i. Note and comment on the content of this report, its annexes and information provided by officers and question why the situation around Bootham Park Hospital was allowed to develop to a point where the CQC felt it needed to close the hospital;
- ii. Work with Vale of York CCG and Tees, Esk and Wear Valleys NHS Foundation Trust to rapidly identify an interim solution in York for inpatient services previously provided at Bootham Park Hospital;
- iii. Work with Vale of York CCG and Tees, Esk and Wear Valleys NHS Foundation Trust in the development of longer term plans for new, purpose-built mental health inpatient facilities for service users from York and the Vale of York.

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

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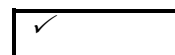
Report  
Approved



Date 07/10/2015

Wards Affected:

All



For further information please contact the author of the report

## Annexes

Annex 1 – Leeds & York Partnership Foundation Trust response

Annex 2 – Tees, Esk & Wear Valleys Foundation Trust response