

Report of the Assistant Director Governance and ICT

## **Update Report on Bootham Park Hospital**

### **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 plans that have been made to return services to York as soon as possible.
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 the services were provided 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. 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.
7. 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.
8. 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.
9. 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.
10. 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 on the basis the location is not fit for purpose. 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.
11. 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.

12. 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.
13. 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.
14. 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.
15. 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. The Committee also asked representatives from Esk and Wear Valleys NHS Foundation Trust and the Vale of York Clinical Commissioning Group to attend in December to present an update on the Bootham situation.
16. At a subsequent 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 who was prepared to provide his services on a pro bono basis, and NHS England who are carrying out their own lessons learned review.

### **Consultation**

17. The information in Annex 1 and 2 has been provided by the Tees, Esk and Wear Valleys NHS Foundation Trust and representatives from the Trust and from the Vale of York Clinical Commissioning Group have been invited to this meeting to answer any questions Members may have.

### **Analysis**

18. This report provides background information on events leading to the closure of Bootham Park Hospital.

## **Options**

19. The Committee can:
  - i. Consider the further information provided in this report and its annexes and decide whether appropriate action has been taken at this stage; and/or
  - ii. Determine whether any of the information received needs to be referred to the specific scrutiny review already agreed to look into the circumstances surrounding the closure of Bootham Park.

## **Council Plan**

20. 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**

21. While there are no implications directly associated with this report it should be noted that any specific implications associated with the closure of Bootham Park Hospital will be taken into account when the Committee undertakes its review surrounding the closure.

## **Risk Management**

22. 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 has already been commissioned as set out in paragraph 16 above.

## **Recommendations**

23. Members are asked to:
  - i. Note and comment on the content of this report, its annexes and information provided by officers and consider the plans that have been made to return services to York as soon as possible;
  - ii. Consider whether any of the information provided within this report and its annexes should be referred to the agreed scrutiny review

for consideration as part of its investigations into the closure of the Bootham Park Hospital;

- iii. Consider whether a further update report is required to inform the Committee on the work being undertaken to achieve an interim solution for Bootham Park Hospital, moving forward.

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 01/12/2015

### Wards Affected:

All

**For further information please contact the author of the report**

## Annexes

Annex 1 – Tees, Esk & Wear Valleys Foundation Trust Update Report

Annex 2 – Peppermill Court Ground Floor Plan.