

# Potential Implications Of Telford Emergency Department Overnight Closure On The Wolverhampton Health Economy

5 November 2018

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Agenda Item No: 11.1

## Trust Board Report

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| <b>Meeting Date:</b>                       | 5 <sup>th</sup> November 2018  |
| <b>Title:</b>                              | Potential Implications Of Telford Emergency Department Overnight Closure On The Wolverhampton Health Economy   |
| <b>Executive Summary:</b>                  | The paper outlines the potential implications of Telford Emergency Department overnight closure on the Wolverhampton Health Economy and in particular RWT.   |
| <b>Action Requested:</b>                   | <b>Receive and note</b>  |
| <b>For the attention of the Board</b>      | RWT continue to work with neighbours and partners on the potential overnight closure of PRH ED Department (22.00 hrs to 08.00 hrs)   |
| <b>Assure</b>                              |  |
| <b>Advise</b>                              |  |
| <b>Alert</b>                               |  |
| <b>Author + Contact Details:</b>           | Gwen Nuttall<br>Tel 01902 695958      Email <a href="mailto:gwen.nuttall@nhs.net">gwen.nuttall@nhs.net</a>   |
| <b>Links to Trust Strategic Objectives</b> | <ol style="list-style-type: none"> <li>1. Create a culture of compassion, safety and quality</li> <li>2. Proactively seek opportunities to develop our services</li> <li>3. To have an effective and well integrated local health and care system that operates efficiently</li> <li>4. Attract, retain and develop our staff, and improve employee engagement</li> <li>5. Maintain financial health – Appropriate investment to patient services</li> <li>6. Be in the top 25% of all key performance indicators</li> </ol> |
| <b>Resource Implications:</b>              | Revenue:<br>Capital:<br>Workforce:<br>Funding Source:<br><br>See attached report. Some details still to be confirmed following ongoing dialogue with healthcare partners   |

|                                      |   |
|--------------------------------------|---|
| <b>CQC Domains</b>                   | <p><b>Safe:</b> patients, staff and the public are protected from abuse and avoidable harm.</p> <p><b>Effective:</b> care, treatment and support achieves good outcomes, helping people maintain quality of life and is based on the best available evidence.</p> <p><b>Caring:</b> staff involve and treat everyone with compassion, kindness, dignity and respect.</p> <p><b>Responsive:</b> services are organised so that they meet people's needs.</p> <p><b>Well-led:</b> the leadership, management and governance of the organisation make sure it's providing high-quality care that's based around individual needs, that it encourages learning and innovation, and that it promotes an open and fair culture.</p> |
| <b>Equality and Diversity Impact</b> |   |
| <b>Risks: BAF/ TRR</b>               | To be confirmed once final decisions are made   |
| <b>Risk: Appetite</b>                | No change   |
| <b>Public or Private:</b>            | Public  |
| <b>Other formal bodies involved:</b> | None  |
| <b>References</b>                    | None  |
| <b>NHS Constitution:</b>             | <p>In determining this matter, the Board should have regard to the Core principles contained in the Constitution of:</p> <ul style="list-style-type: none"> <li>• Equality of treatment and access to services</li> <li>• High standards of excellence and professionalism</li> <li>• Service user preferences</li> <li>• Cross community working</li> <li>• Best Value</li> <li>• Accountability through local influence and scrutiny</li> <li>•</li> </ul>  |

| Report Details |                     |
|----------------|---------------------|
| 1              | See attached report |

| Appendices |                     |
|------------|---------------------|
| 1          | See attached report |

**Report to:** Trust Board

**Date:** 5<sup>th</sup> November 2018

**Subject:** Potential Implications Of Telford Emergency Department Overnight Closure On The Wolverhampton Health Economy

**Report By:** Gwen Nuttall - Chief Operating Officer

**Purpose of Report:** To Advise Of Implications Of Telford ED Overnight Closure

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At their Board Meeting on 27<sup>th</sup> September 2018 Shrewsbury and Telford NHS Trust (SaTH) made a decision to close the Emergency Department (ED) at Princess Royal Hospital (PRH) overnight between the hours of 20.00 hrs and 08.00 hrs. Following discussion with the other Trusts potentially affected by this closure and NHSI, the time for closure has subsequently been revised and the proposal is now suggesting an overnight closure of 22.00 hrs to 08.00 hrs (confirmation still awaited from the SaTH Board).

This closure will see the transfer of most of the Telford ambulance(s) being conveyed from Telford to New Cross Hospital plus any self-presenting patients that might attend New Cross Hospital ED (this is expected to be minimal). Details of the ambulance forecast are attached in Appendix 1.

Direct pathways will be maintained within SaTH but details of these pathways are not yet agreed. Clinical discussions continue to take place in relation to draft clinical pathways. These discussions are being led by the Medical Directors of both Trust and involved clinicians from RWT.

Latest modelling regarding the impact of a 22.00 hrs to 08.00 hrs closure of PRH ED would suggest an average of 12.7 ambulances per night (adult cases) would normally be conveyed to Telford ED. Of these ambulances SaTH are suggesting that 20% will still attend PRH as a result of their direct access pathways (leaving an average of 10.18 that will attend other units).

In addition to this there is a broad planning assumption that an average of 3 ambulances per night will also transfer to UHNM (University Hospitals North Midlands) (yet to be confirmed) which should reduce the impact on RWT (Royal Wolverhampton NHS Trust) to an average of 7 ambulances per night with an upper control limit of 12 ambulances per night.

The impact of this on RWT ED therefore suggests that there will be an average increase of adult ambulance conveyances of 7 per night with an upper control limit of 12 per night.

It is anticipated that on average a further 3 additional paediatric ambulance cases will be transferred to New Cross Hospital some of which will originate in Powys. There is the

potential for more given the upper control limit and seasonal of paediatric conveyances to hospital.

It should be noted that the numbers of conveyances and planning that the Trust has undertaken is based on averages and the 80<sup>th</sup> percentiles. There is clearly still work for the Trust to undertake with colleagues from SaTH to understand and confirm the clinical pathways and minimise the impact for patients.

There is no confirmed date for closure, however the planning assumptions that RWT are working to is closure from 5<sup>th</sup> December 2018.

Implications of these revised planning predictions on the Wolverhampton health economy are as follows:-

### **ED**

An average of an additional 7 ambulances per day is not an insignificant amount of extra ambulances for ED to manage (an increase of approximately 6% on current averages). It should be noted that ambulance conveyances are currently 3.7% increased to 2017/18, with nearly a 10% increase in October 2018 compared to October 2017. These ambulances will begin to arrive at peak activity times for ED and will provide additional challenge to the ED department which can be already compromised with patient flow, staffing and numbers of patients in our department. The majority of these additional ambulances will also arrive when we are more reliant on our own temporary workforce challenges and during a time when our admission rate is the highest at any part of the day. Based on a DTA rate of 37% it is fair to assume that of the 7 adult additional ambulances between 3 and 5 will need to be admitted per night.

### **Inpatient Beds**

Original planning for winter had assumed an average maximum length of stay of 3 to 4 days for any patients admitted from the Telford area before being repatriated to PRH. Therefore a robust and fully agreed repatriation policy would need to be adhered to. It is reasonable to assume that New Cross Hospital will need to increase adult bed stock by between 12 and 24 beds just to accommodate admissions from Telford.

Our winter planning had assumed that we would require an option to expand current bed compliment by 20 beds if demand was increased to previous years. Almost certainly the implications of patients being transferred from Telford will require these beds to be opened to support this change in patient pathway.

Based on the indicative indication of ambulance conveyances and admissions the Trust therefore plans to utilise Ward B7 (20 beds). Currently the Trust has a plan in place to staff these additional beds from a medical perspective and is currently working on plans to ensure appropriate nursing and other staff groups are available to open this ward if and when necessary.

### **Implications For Paediatrics**

Between the hours of 22.00 hrs and 08.00 hrs the number of children expected via ambulance to RWT ED is an average of 2 to 3 per night. The number of potential 'walk-ins' is unknown. Whilst the principle of 'treat and transfer' from ED will be followed, for children this can be more difficult due to the speed at which children can deteriorate, the challenge of moving children during the night and the distances that some may have travelled. In addition, the following assumptions have been made:-

- Children with open access to SaTH, those under the care of the Oncology Team and all GP referrals will continue to be admitted to PRH PAU (Paediatric Assessment Unit) or ward.
- Children well enough for discharge home will be discharged from RWT the following morning.
- Children requiring an ongoing inpatient stay will transfer back to PRH ideally the following morning if clinically appropriate.
- Transfer and nurse escort arrangements will need to be agreed and in place.
- Consideration will be needed with regards to CAMHS patients and the potential for additional support whilst at RWT overnight ahead of transfer back to PRH.

The paediatric department at RWT is currently working at capacity and has determined that they will likely need an additional 2 to 3 beds in order to manage any additional demand from PRH.

The Trust is able to convert some existing space to provide additional capacity, however there are staffing implications for the ward that are in the process of being confirmed with the paediatric directorate.

### **Other Considerations**

In addition to those issues outlined in this draft paper a number of other factors will need to be considered as part of any transition process. This is not a comprehensive list but merely details for consideration.

1. Demand in this paper has been modelled on averages. This is not the best way to model demand and capacity.
2. Access to Shropshire Mental Health services including CAMHS.
3. Access to Community and Social Care services.
4. Repatriation policy along with potential treat and transfer options.
5. Implications of day time transfer of paediatric cases back to PRH (staffing implications to be considered).
6. Access to hot clinics.
7. Non-Emergency patient transport arrangements.
8. Ability to recruit staff and our ability to safely staff areas to meet additional demand.
9. Impact on other RWT specialties such as ICCU, General Surgery, Orthopaedics, Cardiology and Radiology.
10. Limited consideration has currently been given to any potential walk-in activity that may transfer.
11. IT considerations to be resolved between RWT, SaTH, Shropshire Primary Care and Powys in terms of imaging, pathology results and eDischarge.

### **Financial Consequences**

Detailed below are draft costings for RWT to provide this level of increased demand and activity. These are provisional costs based on NHS pay rates and do not at this stage take into account any enhanced or increased costs for agency or locum staff. Further details will be provided.

| Description           | WTE          | Nov 18 -<br>Mar 19<br>£ |
|-----------------------|--------------|-------------------------|
| Emergency Department  | 14.36        | 606,821                 |
| Inpatients - Adults   | 36.38        | 732,428                 |
| Inpatients - Children | 10.80        | 161,962                 |
| Support Services      |              | 80,496                  |
| Site Costs            |              | 71,343                  |
| Equipping the Ward    |              | 320,000                 |
| <b>Total</b>          | <b>61.54</b> | <b>1,973,050</b>        |

Subject to final confirmation and we should note that recruitment has already commenced.

### **Conclusion**

The Trust understands the clinical reasons why SaTH have had to agree to a closure of the ED department at PRH.

RWT are actively working with colleagues from SaTH and the Shropshire Health system to ensure that any closure will minimise the impact for SaTH patients and relatives in terms of looking to repatriate patients as soon as clinically possible to Telford.

The above said, RWT do not under estimate the potential impact that this closure will have on staff and patients that are already served by the ED department at New Cross Hospital. (Wolverhampton and Staffordshire patients).

This increase in ambulance conveyances and admissions comes at a time when pressure on our emergency system increases as a result of winter acuity challenges and we already have significant staffing and capacity challenges across many of our clinical teams, especially at nursing and middle grade level in the ED department and capacity for additional tests (such as radiology) is limited. (Note we are obviously working hard to minimise the staffing risks).

It should be noted that any divert of patients from Telford is likely to adversely impact on ED 4 hour performance as well as impinging on RWT's ability to deliver elective contracted activity plans. The Trust will update its risk register in order to note the potential impact.

Discussions continue regarding clinical pathways, activity modelling, repatriation of Telford patients along with confirmation of any final closure time of the Telford ED department. At this stage there is a working assumption that the ED closure will take place from 5<sup>th</sup> December 2018; however this is still to be confirmed following further discussion at the Clinical Senate and Quality Summit on 16<sup>th</sup> November 2018.

### **Appendix 1**

#### **PRH Ambulance Overview**

**22:00 – 08:00**

**FY 17/18**

| Average | UCL   | Average (80%) | UCL (80%) |
|---------|-------|---------------|-----------|
| 12.72   | 18.36 | 10.18         | 14.68     |