

# **Report of the Chief finance officer/deputy chief executive (Bradford District and Craven Clinical Commissioning Groups) to the meeting of the Health and Social Care Overview & Scrutiny Committee to be held on 1 August 2019**

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**Subject:**  
Shipley Hospital – proposed closure

## **Summary statement:**

This paper provides an outline of the proposal to close Shipley Hospital.

The hospital currently accommodates radiology, physiotherapy and general surgery outpatient clinics that are run and managed by Bradford Teaching Hospitals NHS Foundation Trust; a small number of older people's mental health services managed by Bradford District Care NHS Foundation Trust; and a voluntary sector service.

Following a request by BTHFT to relocate Radiology services to St Luke's Hospital, the CCGs and the Trust have worked with NHS Property Services to review the current utilisation of the site.

This will be subject to further engagement and consultation with the public.

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**Portfolio:**

**Healthy People and Places**

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## 1 Summary

This paper outlines a proposal to close and dispose of Shipley Hospital.

Currently, the following services operate out of Shipley Hospital:

- Bradford Teaching Hospitals NHS Foundation Trust (BTHFT) - outpatient services;
- Bradford District Care NHS Foundation Trust (BDCFT) - older people's mental health services; and
- Bradford Bereavement Support - counselling sessions

Following a request to relocate some services to St Luke's Hospital, the Bradford district and Craven CCGs and BTHFT - together with NHS Property Services (which owns and manages the site) - have reviewed the current utilisation of the site.

## 2 Background

### 2.1 Estate

Shipley Hospital - located at 98 Kirkgate, Shipley BD18 3LT - is a converted dwelling house built over 100 years ago. The building has three floors and a basement, with the ground floor being used by BTHFT, BDCFT, and Bradford Bereavement Support.

In May 2010, the first floor in-patient care ward was closed due in the main to significant fire safety issues. This space is now unused. The building also has a basement and a second floor but these are not lettable as they contain facilities such as the boiler room, and staff changing rooms.

The building continues to pose issues for staff and patients due to its age and condition with frequent roof and boiler issues. Whilst it is safe to provide services to patients on the ground floor, the age and structure of the building mean it is not possible to bring it up to the standard of a modern health facility.

### 2.2 Services

BTHFT runs three services on the ground floor of Shipley Hospital: physiotherapy and occupational therapy (five days per week); radiology services - x-ray services (four mornings per week); and general surgery (one morning per week).

Although overall demand for radiology services has been increasing, activity at Shipley Hospital has been reducing. This places additional demand on staff who work across both sites and have to travel to manage clinics, and also limits the number of appointments available overall.

In order to better utilise radiographic resource to support demand, the service would look to relocate to St Luke's Hospital.

Physiotherapy services at Shipley Hospital include outpatient physiotherapy, balance and walking groups, and community physiotherapy. Outpatient physiotherapy services run from a variety of GP practices and community-based sites across the district, including Westcliffe Medical Centre and Windhill Medical Centre, as well as on site at Bradford Royal Infirmary and St Luke's Hospital.

The community therapy team provide the majority of their services in patients' homes and also runs services at Shipley Hospital for those people who are not housebound. Where a patient requires rehabilitation as part of their ongoing outpatient care, they are seen at Shipley Hospital in order to access the gym. This service would look to relocate into a nearby health building that can accommodate a number of clinic rooms, a small gym and storage for mobility aids.

A general surgery colorectal outpatient clinic runs once per week for a maximum of eight patients, although frequently fewer than this attend. This service would like to relocate to St Luke's Hospital in order to better utilise staffing resource.

A memory assessment clinic runs from Shipley Hospital on a Wednesday afternoon, and there is an older people's psychiatry outpatient clinic on a Friday morning. There are an additional 14 memory assessment clinics which operate out of GP surgeries across the district, and a similar number of psychiatry services. This service would be relocated to a GP practice in the local area where there is capacity.

Bradford Bereavement Support provides counselling on Mondays and Thursday mornings. This service would also be relocated to a local GP practice.

### **2.3 Use of services at Shipley Hospital**

People using x-ray services at Shipley Hospital come from a range of locations across the Bradford District - predominantly Idle/Eccleshill (BD10), Bingley area (BD16), Baildon (BD17), Shipley area (BD18) and Heaton (BD9). Between April 2018 and March 2019, there were 2097 examinations undertaken (though the number of people using the service is lower, as one patient can have more than one examination).

People using physiotherapy services also come from a range of locations including Undercliffe (BD2), BD9, BD10, BD16, BD17 and BD18. From April 2018 to March 2019, there were approximately 2960 appointments for these services at Shipley. However as within x-ray, an individual patient can have multiple appointments.

As would be expected, the highest users of these services are resident in the BD18 area, however the services also see significant numbers of patients from BD17, BD10 and BD2.

Patient and community transport is utilised for those people who are unable to access services via their own or public transport.

Please refer to Appendix A for a map outlining where patients travel from.

## **3 Report issues**

### **3.1 Patient environment**

We expect the environment that we care for our citizens in, and we ask our staff to provide services from, to be high quality, functional, in good condition and cost effective. As outlined in section two above, Shipley Hospital does not meet these expectations and is part of our health and care estate where we have a significant backlog of costs which are needed to maintain our buildings. Following the closure of the community beds and the

risk associated with providing clinical services from this vacant space, the CCG has continued to pay for the space in this building (known as void space costs when no tenant can be found and the building/rooms lay empty) which is a cost to the health system of £72,000 per annum. NHS Property Services has been unable to rent out the remaining space in the building which means 45% of it is currently vacant.

### **3.2 Estates strategy**

The CCG and its partners are responsible for ensuring that resources, including NHS estate, are used effectively. A key strategy for the CCG and its partners is to maximise the use of the modern healthcare facilities in the district and vacate older sites that have significant maintenance costs and are not functionally suitable for the provision of modern day healthcare services. In this way healthcare services can be provided more efficiently and void space costs can be reduced.

Where a site can be vacated and disposed of, this also supports the national estates strategy regarding the rationalisation of the NHS estate and the release of sites for housing developments.

### **3.3 Service efficiency**

The request made by BTHFT to relocate services is driven by the need to ensure the health service is operating at its most efficient both from a staff and patient perspective. It has also provided an opportunity for NHS Property Services, together with the CCG and BTHFT, to review the current utilisation of Shipley Hospital and surrounding health facilities to determine the most appropriate location should services move.

### **3.4 Alternatives to Shipley Hospital**

In order to better utilise radiographic resource to support demand, the radiology service would look to relocate to St Luke's Hospital. This will ensure patients have access to an x-ray walk-in service on five full days per week. At times of staff shortages, the service is unable to staff Shipley Hospital which has meant capacity has had to be reduced. Relocating the service to St Luke's Hospital will ensure that the Trust can provide a resilient and timely x-ray service for patients across the district.

We have reviewed the use of health facilities that may have capacity for all services currently housed at Shipley Hospital, with the exception of x-ray and general surgery. These include: Wrose Health Centre, Shipley Health Centre and three sites at Eccleshill. For those smaller outpatient and voluntary services operating from Shipley Hospital once or twice per week, we are looking to source alternative accommodation in a neighbouring health facility.

However, it is much more difficult to accommodate physiotherapy services due to the restrictions on available space, particularly in relation to the need to provide a physiotherapy gymnasium. As a result, only two of these five options have been considered further – Eccleshill Community Hospital and Eccleshill Treatment Centre. Both these sites have vacant space that could be adapted in a short timescale to accommodate this service.

### 3.5 Engagement and consultation

To help inform our decision about the future of Shipley Hospital and its services, we will be engaging with local people to ascertain their views on options for future service delivery. These views will inform the ensuing consultation with patients, the public, our partners and wider stakeholders, including local Healthwatch.

## 4. Options

The options available are as follows:

### 4.1 All services remain at Shipley Hospital

If all services were to remain, there would be no staff relocation, or changes to where patients receive their care. However, as highlighted in the report, the condition of the building poses a risk that an incident may occur and, whilst the site is maintained, it is a significant cost to the health system to do so and does not take into account the backlog of maintenance that is required. Radiology and general surgery will be unable to make efficiencies if they continue to split across the two sites. It is unlikely, given that one has not been found over the previous years, that a long-term tenant will be found for the space which means the health system will continue to pay £72,000 for space it is not using.

### 4.2 Shipley Hospital is closed and all services relocate to other community and hospital sites

If this option were to be taken, it would see radiology and general surgery relocate to St Luke's Hospital in Little Horton (BD5); older people's and the VCS services relocated into other health care premises in the Shipley (BD18) vicinity; and the physiotherapy and occupational therapy team relocated to another community site. It has not been possible to source health care premises large enough to accommodate the clinic and gym space required for this service therefore we have looked at two options in Eccleshill (BD10) where there is currently sufficient vacant space. Whilst this is further to travel for those local to the central Shipley area, it is convenient for those who access services currently from within the BD10 and BD2 areas.

The preferred option in Eccleshill is the former community hospital ward, which would require minimal work to create treatment rooms and a gymnasium. The site is in a better condition to provide clinical services and has lower maintenance costs than Shipley. Therapy services are already located in the building so this could bring a number of additional benefits for staff including sharing facilities, training support, and mentoring.

If this were the preferred option it would also improve the utilisation of local NHS estate, reduce the void space costs currently being incurred and would release the Shipley Hospital site for development.

These options will be the subject of pre-consultation engagement to test out public/patient views about them prior to formal consultation.

The intention would be to commence engagement in August with formal consultation commencing in September. We would look to relocate all affected services so they commence in their new locations from 1 April 2020.

## 5 **Contribution to corporate priorities**

In line with our strategic vision of *Happy, healthy and at home*, we aim to keep services at a neighbourhood level but we also need to consider the safety, quality and cost-effectiveness of the care we provide. We have taken all of this into consideration in the review of these services and premises.

## 6 **Recommendations**

Recommended:

- 6.1 To note the issues associated with continuing to provide services at Shipley Hospital;
- 6.2 To note plans for engagement and consultation on the proposals to close Shipley Hospital and relocate services.

## 7. ***Background documents***

None

## 8. ***Not for publication documents***

None

## 9. ***Appendices***

***Shipley Hospital Map***