



Report to Sefton Health Overview and Scrutiny on Hightown Village Surgery and Freshfield Surgery

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1 Executive summary

- 1.1. Hightown Village Surgery and Freshfield Surgery are currently being managed on an interim basis by Ashurst Health Limited and Chapel Lane surgery respectively. These arrangements have been in place since 29th February 2016 when the option to extend the contract with the previous contract holder for a further two years was not exercised. The interim arrangements are in place until 31st December 2017. As a consequence, local NHS commissioners have been considering the options for the future delivery of primary care services for the patients of Hightown and Freshfield.
- 1.2. Communication and engagement with registered patients and stakeholders has been key to the process for developing options for appraisal and determining a final recommendation. This report provides information of the background to the current position and highlights a range of factors that have influenced the final recommendation. These include the national strategic direction as defined in the *GP Forward View*; the current financial model; an independent premises survey; and an independent travel survey. Central to the final recommendation has been the feedback from an extensive communication and engagement exercise.
- 1.3. A number of options were carefully considered. These are summarised in this report. NHS commissioners have taken the decision to undertake a procurement process to try and identify a provider, to provide primary care services at Hightown Village Surgery and Freshfield Surgery, which are sustainable, of high quality, and value for money.

2 Background

- 2.1 In 2013 NHS England inherited nine GP practices in Sefton operated by a single provider under a time limited contract. The provider faced challenges in delivering the GP practices and complaints were received from patients throughout the term of the contract. The option to extend the contract at the three year break point was not exercised and interim providers were appointed to all nine practices to permit a procurement to be undertaken without service interruption.

3 Task and Finish Group

- 3.1 It was determined that Hightown Village Surgery and Freshfield Surgery should not be put out to tender along with the other seven practices, due to the remedial work that was being undertaken by the interim provider. During the interim contract period it was clear that NHS England and NHS South Sefton Clinical Commissioning Group and NHS Southport and Formby Clinical Commissioning Group did not have sufficient information to make a robust decision regarding the future provision of primary care services to patients of these practices.

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- 3.2 In order to acquire all of the relevant facts a task and finish group was established to oversee the information gathering exercise. The task and finish group was clinically led by a GP chair. Members of the group included representatives from the practice's patient participation group, commissioners and communications officers from NHS England, NHS South Sefton Clinical Commissioning Group and NHS Southport and Formby Clinical Commissioning Group. Officers from Sefton Council advised on the process adopted to ensure it complied with current legislation and best practice. Healthwatch Sefton attended the meetings to aid transparency and offer a wider patient perspective.
- 3.3 A number of alternative long term solutions for provision of services were identified. Each of these has its advantages and disadvantages which needed to be considered within the context of other factors such as the *General Practice Forward View*, patient views and demographics, accessibility of alternative practices, condition of existing premises, procurement legislation, market forces and resources available and so on. The process followed is shown in Figure 1.
- 3.4 To assist with the review of the various options, an assessment of the premises was undertaken by the District Valuer's Service as well as an independent travel assessment which was commissioned from Sefton Council.

4 Engagement Exercise

- 4.1 Patients of each practice were invited to attend one of eight face to face events, held on different days of the week and at different times. These events were facilitated, so that patients' views could be captured. The venues used were The Gild Hall in Formby for patients of Freshfield Surgery and St Stephen's Church Hall, Hightown, for patients of Hightown Village Surgery. Those that could not attend the listening exercise sessions were encouraged to participate via a Freephone number, email or in writing and information being shared at the events was made available in both practices. Appropriate contact details were provided in the invitation. This patient engagement listening exercise commenced on 3 April 2017 and continued until 12 May 2017. The Freshfield events were attended by 157 patients (5.9 per cent of the practice population) and two sessions were cancelled due to very low turnout. The Hightown events were better attended with 230 patients (11.6 per cent of the practice population).
- 4.2 Each event had a maximum capacity for 60 attendees, presenting the opportunity for 480 patients to attend an event. Additional sessions were planned in the event of extra demand. To ensure inclusivity and adherence to the Equality Act, a mailshot sent to all registered patients aged over 13 signposted them to the number of ways they could register to attend; this included registering online, emailing the dedicated email address or calling a Freephone number. The aim of the listening exercise sessions was to provide patients with detail in relation to the options put forward. It provided patients with an opportunity to discuss the options presented by NHS commissioners, whilst also allowing patients to put forward their own views, thoughts and options.
- 4.3 The programme for the events included a presentation from a Senior NHS Commissioning Manager, who outlined the current position and potential options. This was followed by a brief video, featuring the Chair of the Task and Finish Group. The video summarised the position and expanded further on the vision for primary care as detailed in the *General Practice Forward View*. The session then

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- moved to a table top facilitated workshop with 10 patients per table, an NHS facilitator and a scribe who took notes of the discussions taking place at that table.
- 4.4 The views of patients were collated and a thematic report was produced – please see Appendix 1. The views of patients at both surgeries were similar: the majority were opposed to dispersal of patients to other GP practices and expressed concerns with the capacity of other surgeries to take patients; they believed older people and those with limited mobility would have difficulty accessing other practices; they stated that the increase in population as a consequence of housing developments would put additional strain on practices.
- 4.5 Patients suggested a number of alternative options such as providing a walk in centre or allocating patients from other practices to increase the list size. These options were considered as part of the options appraisal. These are summarised in Appendix 2.

5 Review of the Options

- 5.1 A strengths, weaknesses, opportunities and threats (SWOT) analysis was undertaken, which included an assessment of all available information; four options were determined to be viable (Appendix 3). In terms of the views expressed by those who responded, these are listed below in order of preference:
- 1) Seek to procure a new provider for current service at each of the practices
 - 2) Merge the practices - procure a single provider for full time services at both sites
 - 3) Each practice to become a satellite surgery of a local practice and offer full time clinical services
 - 4) Disperse the patient lists.
- 5.2 Following careful review of all of the information, the independent reports and the results of the patient listening exercise, NHS England (Cheshire and Merseyside) and NHS South Sefton and NHS Southport and Formby Clinical Commissioning Groups have taken the decision to undertake a procurement process to identify a provider to offer primary care services at Hightown Village Surgery and Freshfield Surgery, which are sustainable, of high quality, and value for money. NHS commissioners will seek innovative bids from providers, which seek to provide better access to services, better quality of services, better integration with other health services and which demonstrate a willingness to work in close partnership with other local health providers in the interests of patients.
- 5.3 The contract for both Hightown Village Surgery and Freshfield Surgery will be tendered as separate lots but specifying that NHS England (Cheshire and Merseyside) and NHS South Sefton and NHS Southport and Formby CCGs are very receptive to innovative solutions for both practices with the potential for them to be operated by a single provider, as either separate entities, as a merged practice or some other innovative model, provided full time clinical services are available at both sites.
- 5.4 The Joint Commissioning Committees of NHS England and NHS Southport and Formby CCG, and NHS England and NHS South Sefton CCG carefully considered all of the information available and the review of the various options. Both Committees resolved to approve the recommendation to seek a provider for the

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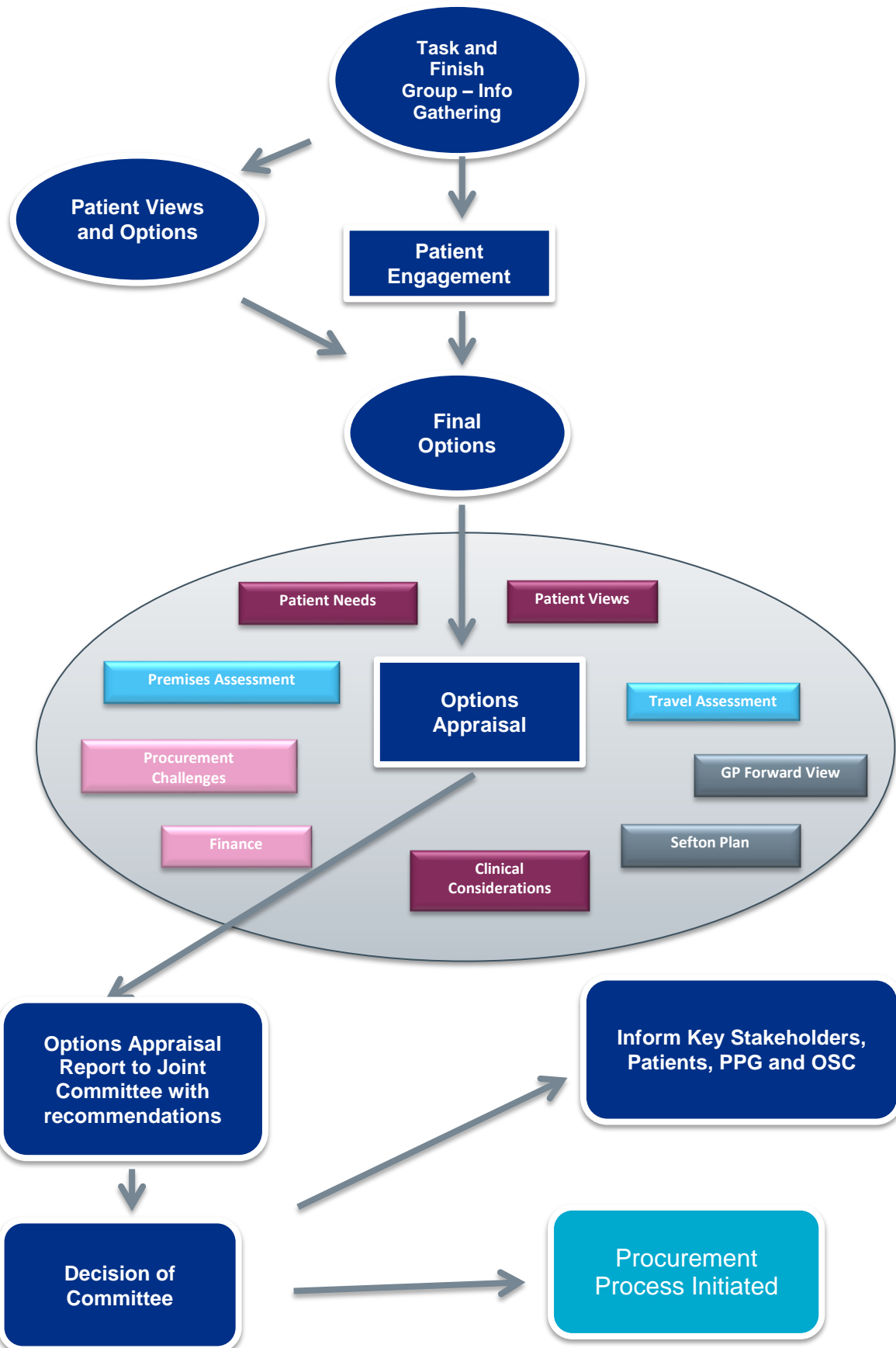
practices from 31st December 2017 in accordance with the intentions set out in paragraphs 5.2 and 5.3 above.

6 Next Steps

- 6.1 The Patient Listening Exercise Analysis Report will be shared with the Public Engagement and Consultation Committee (?) of Sefton Council and with NHS South Sefton Clinical Commissioning Group and NHS Southport and Formby Clinical Commissioning Groups' engagement panels.
- 6.2 Patients will be informed of the decision of the Joint Committees by letter.

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Figure 1: Overview of Options Review Process



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7 Appendices

Appendix 1	Surgery Patient Listening Exercise Analysis Reports
Appendix 2	Options Considered
Appendix 3	Summary of Options Appraisal

Appendix 2

Commissioner and Patient Options/Suggestions for Hightown Village Surgery

Commissioner's Options

- 1) Procure a new provider for current service
- 2) Disperse the patient list
- 3) Merge the practice with Freshfield surgery in Formby and procure a single provider- full time services
- 4) Merge the practice with Freshfield surgery in Formby and procure a single provider- part time services
- 5) Establish Hightown Village Surgery as a satellite surgery linked to another existing practice.

Patient Options/Suggestions

- 6) Establish Hightown Village Surgery as a satellite or overflow surgery
- 7) Establish a walk-in centre alongside the GP Practice at Hightown Village Surgery
- 8) Merge the GP Practice with the local pharmacy
- 9) Allocate patients to Hightown Village Surgery
- 10) Survey ex-patients and residents not registered at the practice
- 11) Patients pay a levy to maintain the subsidy of the practice
- 12) NHS Commissioners to maintain the financial subsidy for dedicated period
- 13) Provider to sub-let some of the rooms within the premises.

Commissioner and Patient Options/Suggestions for Freshfield Surgery

Commissioner's Options

- 1) Procure a new provider for current service
- 2) Disperse the patient list
- 3) Merge the practice with Hightown Village Practice and procure a single provider- full time services
- 4) Merge the practice with Hightown Village Practice and procure a single provider- part time services
- 5) Establish Freshfield as a satellite surgery linked to another existing practice.

Patient Options/Suggestions

- 6) Establish Freshfield Surgery as a satellite or overflow surgery
- 7) Establish a walk-in centre alongside the GP Practice at Freshfield Surgery
- 8) Merge the GP Practice with the local pharmacy
- 9) Allocate patients to Freshfield Surgery
- 10) Survey ex-patients and residents not registered at the practice
- 11) NHS Commissioners to maintain the financial subsidy for defined period
- 12) Put GP services in Formby Clinic
- 13) Merge Freshfield Surgery with the current provider's surgery, Chapel Lane in Formby
- 14) Build a modern, purpose-built Health
- 15) Expand and modernise Freshfield Surgery
- 16) Merge Freshfield Surgery with Hightown Village Surgery but put all back-office staff at Hightown only
- 17) Use funding from GP Forward View to maintain Freshfield Surgery

Appendix 3

Summary of Options Appraisal Freshfield

Option	Rational	Viabile Option?	Preference
Procure a new provider for current service	<ul style="list-style-type: none"> • Maintains services provision within the village. • Patient satisfaction met. • Patient expectation and convenience met. • Provider may come forward • Potential to develop innovative solutions 	Yes	1
List dispersal	<ul style="list-style-type: none"> • Adds longer term stability for patients – they will know who their G.P. is • There are more suitable, fit for purposes premises currently delivering G.P. services. • Sufficient capacity in nearby surgeries to accept patients • Dispersal can make existing G.P. practices more viable and sustainable by boosting registered list size. • Travel to other surgeries outside Hightown not prohibitive for most but 20% patients will have difficulties • A significant number of patients live outside of Hightown and travel to access the surgery 	Yes	4
Merge Hightown Village Surgery with Freshfield surgery and procure a single provider to full time services at both sites	<ul style="list-style-type: none"> • Patient satisfaction - expectation and convenience met. • Maintains services provision within the villages. • Addresses continued interim arrangements in both G.P. practices. • Some economies of scale • Potential to develop innovative solutions 	Yes	2
Merge Hightown Village Surgery with Freshfield surgery and procure a single provider to provider part time services at both sites	<ul style="list-style-type: none"> • Not clinically supported • Risk of patients (especially Freshfield) leaving the practice to join a "full time" practices elsewhere. 	No	4
Establish Freshfield Village Surgery as a satellite surgery linked to another local existing practice	<ul style="list-style-type: none"> • Patient satisfaction - expectation and convenience met. • Maintains services provision within the village. • Addresses continued interim arrangements in both G.P. practices. • economies of scale • Potential to develop innovative solutions • Risk of patients leaving the practice to join a "full time" practices elsewhere 	Yes	3

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Summary of Options Appraisal for Hightown Village Surgery

Option	Rational	Viable Option?	Preference
Procure a new provider for current service	<ul style="list-style-type: none"> • Maintains services provision within the village. • Patient satisfaction met. • Patient expectation and convenience met. • Provider may come forward • Potential to develop innovative solutions 	Yes	1
List dispersal	<ul style="list-style-type: none"> • Adds longer term stability for patients – they will know who their G.P. is • There are more suitable, fit for purposes premises currently delivering G.P. services. • Sufficient capacity in nearby surgeries to accept patients • Dispersal can make existing G.P. practices more viable and sustainable by boosting registered list size. • Travel to other surgeries outside Hightown not prohibitive for most but 20% patients will have difficulties • A significant number of patients live outside of Hightown and travel to access the surgery 	Yes	4
Merge Hightown Village Surgery with Freshfield surgery in Formby and procure a single provider to full time services at both sites	<ul style="list-style-type: none"> • Patient satisfaction - expectation and convenience met. • Maintains services provision within the villages. • Addresses continued interim arrangements in both G.P. practices. • Some economies of scale • Potential to develop innovative solutions 	Yes	2
Merge Hightown Village Surgery with Freshfield surgery in Formby and procure a single provider to provider part time services at both sites	<ul style="list-style-type: none"> • Not clinically supported • Risk of patients (especially Freshfield) leaving the practice to join a "full time" practices elsewhere. 	No	4
Establish Hightown Village Surgery as a satellite surgery linked to another local existing practice	<ul style="list-style-type: none"> • Patient satisfaction - expectation and convenience met. • Maintains services provision within the village. • Addresses continued interim arrangements in both G.P. practices. • economies of scale • Potential to develop innovative solutions • Risk of patients leaving the practice to join a "full time" practices elsewhere 	Yes	3