

<p style="text-align: center;"><b>London Borough of Hammersmith &amp; Fulham</b></p> <p style="text-align: center;"><b>HEALTH, INCLUSION AND SOCIAL CARE POLICY &amp; ACCOUNTABILITY</b></p> <p style="text-align: center;"><b>11 September 2019</b></p>	
<p><b>Report title: Palliative Care Review Update Report</b></p>	
<p><b>Open Report</b></p>	
<p><b>Classification:</b> For Discussion <b>Key Decision:</b> No</p>	
<p><b>Wards Affected: All</b></p>	
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## 1. Introduction

1.1 This paper provides a summary of the work that is being undertaken to consider the recommendations of the Strategic Review of Palliative Care Services that were published in the independent report written by Penny Hansford and commissioned by the Central London, West London and Hammersmith & Fulham CCGs. A separate review was undertaken previously by Brent CCG for their local services. Central London CCG is the lead commissioner for this work and is co-ordinating the work programme outlined below on behalf of, and with full engagement of the other three CCGs.

## 2. Background

2.1 In November 2018 the four CCGs covering Central London, West London, Hammersmith & Fulham and Brent commissioned an independent review of palliative care services. The review was undertaken by Penny Hansford, a former Chief Nurse within the palliative care field. A call for evidence was launched on 14 December 2018 and closed on 14 February. The call for evidence elicited 101 responses and provided a significant contribution to the report that Penny presented to the CCGs. In addition focus groups were held and an online survey was made available. The report was published in June 2019.

2.2 The report provides a comprehensive assessment of the current local service provision, a review of best practice and has made a number of recommendations for commissioners to consider for the future model of service.

2.3 The review identified a number of challenges across the services in the areas of:

- inequity of specialist palliative care services in the three boroughs
- inequity of access to the services, with only 48% of people who have an expected death having any contact with community palliative care services;
- 70% of patients would prefer to die in their own home but are unable to; and
- inequity of funding arrangements for the services from the CCGs.

2.4 To read the report in full please visit the homepage of the Central London CCG website, <https://www.centrallondonccg.nhs.uk/news-publications/news/2019/06/strategic-review-of-palliative-care-services.aspx>

2.5 The review proposed a number of options to address the challenges highlighted above. It also stated that the current provision of in-patient beds across the area is working short of their full capacity. The CCGs are working in collaboration with providers to review how we deliver these services in the best possible way, in light of the challenges and the recommendations outlined in the review.

2.6 In relation to the service provided at the Pembridge Palliative Care Centre (Pembridge) the four CCGs, in partnership with Central London Community Healthcare NHS Trust (CLCH) who provide the services at Pembridge, suspended in-patient admissions to the Centre in October 2018. This was done as both the CCGs and CLCH did not have assurance that the in-patient service being delivered at Pembridge was safe. There were a number of reasons for this but, primarily, it was due to difficulty in recruiting a specialist palliative care consultant. Without this role in post, the Pembridge cannot operate safely. No decision has been taken to permanently close Pembridge; it will, however, remain suspended for the foreseeable future.

2.7 The NHS has a statutory obligation to ensure that the services we commission are delivered safely and appropriately to meet patient's needs, therefore in-patient admissions were temporarily suspended and patients were transferred to an alternative unit.

2.8 Whilst the in-patient unit is suspended, Pembridge continues to deliver

palliative care services to local people through its day centre and community services and within people's homes.

### **3. Current Status Of The Review and How The CCGs Are Responding**

3.1 The Chief Executives of all three local specialist palliative care providers, the Accountable Officer and lead CCG commissioners and the Chief Executive Officer of CLCH reviewed the independent report and agreed the next steps. All have agreed to approach the next steps in two stages in order to stabilise and enhance specialist palliative care services within the boroughs and North West London.

3.2 **Stage 1** – Cross organisational working to ensure the stabilisation of palliative care services, which will involve ensuring appropriate specialist support for the clinicians working in the community.

3.3 **Stage 2** This will involve the development of a new joint service specification to be developed by the end of September 2019, which will inform the new service delivery model that is hoped to be in place by 2020.

3.4. The work will be supported by a System meeting and two sub-groups. The membership of the various groups reflect the different focus of each Group. The system Group will provide strategic leadership for the work being undertaken. The Provider Operations Group will develop provider proposals to stabilise the service and develop provider proposals for long-term delivery a future contracting model. This group is made up of senior officers of provider and commissioner organisations. The Clinical Reference Group are developing the clinical model and agreeing the service specification. Membership of this group is made up of senior clinicians within provider units and senior commissioning managers.

3.5 In parallel to the development of the service specification, senior managers from all providers and commissioner will work together to ensure that the infrastructure is in place to enable implementation of the final outcome.

3.6 As part of this process we will work together with our local stakeholders, system partners, patients, families and carers to consider the opportunities for improvement highlighted by the review.

### **4. What Outputs Are Expected From The Work Programme?**

4.1 Stage one of the work programme will work to stabilise the service and ensure that, until any changes are agreed with commissioners about the future model of care, services are safe, of high quality and can meet the needs of those patients who currently access the services.

4.2 Stage two of the work programme will see the development of a service specification for a future service. This will set out what the CCGs will commission to ensure consistency of service for all patients accessing palliative care services. It will also identify the types of service to be provided and which cohorts of patients would be expected to be able to access palliative care services.

4.3 In respect of the Pembridge service, the CCGs continue to work with CLCH as part of the service stabilisation phase of the work, to ensure that Pembridge continues to deliver palliative care services to local people through its day centre and community services and within people's homes. The position with regard to beds will, likely, be the subject of more formal engagement with stakeholders. A case for change for the bed based service is currently being written. Once this has been considered by the commissioners, Central London CCG will lead a process of wider discussion with key stakeholders on the future of the bed based service.

## **5. Timelines**

5.1 The service stabilisation work is happening now and will be part of a continuing process that ensures the services are safe and able to provide for the needs of local people. There is no particular timescale or definitive output from this work other than for commissioners and providers to work together to maintain services until decisions are made about the future commissioning arrangements.

5.2 The work on developing a service specification will be completed by the end of September. This will form the basis of future commissioning arrangements. Decisions on the process by which services will be commissioned going forward will be a decision that the CCGs will take once the service specification work has been completed.

## **6. Engagement**

6.1 Ensuring that stakeholders have the opportunity to contribute to the shape of future services has been a key element of the work programme. Starting with the strategic review a call for evidence was launched which provided interested parties to submit their thoughts and views about services and what they would like services to look like in the future. These views were taken fully into account when the independent review report was written and published.

6.2 It is important that stakeholder engagement is maintained as we go through the next phase of work to determine what the service specification should look like. The CCGs are establishing a Patient & Public Palliative Care Working Group and are inviting people from across the CCG areas to participate in this. A communication about this will be issued shortly inviting people to apply to be a member of the Group. This Group will meet monthly and will work alongside the clinical sub-group. The CCGs will also be running up to three workshop events for stakeholders to participate in the discussion about the shape of future services/model of care. These will be widely publicised over the coming weeks. These workshops will be an opportunity for stakeholders to work with clinicians and the Patient & Public Palliative Care Working Group on ensuring that the future model of care meets the needs of people for the future. Our aim is to continue to work collaboratively with local people to produce a proposal for a new model of care within the same financial budget which meets the following requirements:

- Services deliver high quality, effective, best practice care
- All patients have equal access to services

- Care is delivered in the most appropriate place at the right time, by the right clinician
- Patient choice is central to the way care is planned and managed
- Staff enjoy working within the local system and feel supported in their work
- The system is financially sustainable in the medium and longer term

6.3 Once commissioners have taken a view on the options for bed based services, there will be engagement with stakeholders. As no decisions have yet been taken it is not possible to be specific about what this will look like. Once this becomes clear Central London CCG will work with the other CCGs involved to ensure that there is effective stakeholder engagement.

## **7. Summary**

7.1 The CCGs in Central London, West London, Hammersmith & Fulham and Brent are working closely to develop a new model of care for palliative care services following the publication of the Strategic Review of Palliative Care Services published in June 2019. The work being overseen by the CCGs, with support and input from clinicians and providers in the field of palliative care will be supplemented by the on-going commitment to work with stakeholders to develop a model of care that will meet the needs of people going forward.