

REPORT TO: Health Policy and Performance Board

DATE: 15th February 2022

REPORTING OFFICER:

- Clinical Chief Officer - NHS Halton & NHS Warrington Clinical Commissioning Groups
- Director of Strategy and Partnerships - Warrington and Halton Teaching Hospitals NHS Foundation Trust

PORTFOLIO: Health and Wellbeing

SUBJECT: Breast Screening Services

WARD(S): Borough-wide Halton

1.0 PURPOSE OF THE REPORT

To notify the Board of:

- the proposal to consolidate and expand Breast Screening Services at Bath St Warrington by relocating Breast Screening services from Kendrick Wing Warrington Hospital;
- describe the public consultation process that is required for the consolidation; and
- to understand the impact on service users from Halton, who comprise up to 10% of existing Kendrick Wing appointments.

2.0 RECOMMENDATION

That the Board:

- 1) Note the contents of the report and associated consultation plan; and
- 2) Support the deployment of the consultation plan, as described.

3.0 SUPPORTING INFORMATION

3.1 The Breast Screening Service

Warrington, Halton, St Helen's and Knowsley Breast Screening Service (WHSKBSS) provides routine breast screening, diagnostic and onward referral services to a population of approximately 92,000 from across the four boroughs. Breast Screening is offered to all women aged 50 - 70 (up to their 71st birthday), in line with national programme/guidance where screening is conducted once every three years. Patients over the age of 70 able to self-refer for screening.

In 2019/20 the service invited over 28,000 people for screening and performed a mammogram on around 22,000. The WHSKBSS service is currently provided from the following locations, and women may choose any of these locations to have their mammograms:

- Warrington (Kendrick Wing Warrington Hospital and Bath St. Health & Wellbeing Centre (c.33k eligible)
- Halton Hospital (c.20k eligible patients)

- St Helens Hospital (c.29k eligible patients)
- Knowsley Whiston Hospital (c.9k eligible patients)
- Mobile Units (numbers counted in locations above)

Typically, approximately 10% of patients residing in NHS Halton CCG postcodes elect to have their screening at Kendrick Wing, Warrington Hospital. Based on 2019/2020 figures, this was 342 users out of a total of 2,898 appointments who originate from the NHS Halton CCG area.

However, since the opening of the new Breast Centre at the Captain Sir Tom Moore building at Halton the number of Halton residents travelling to Kendrick Wing has decreased significantly. Between the beginning of July 2021 when the Centre opened and end of December 2021, just 36 Halton residents attended Kendrick wing.

3.2 Phase 1 Breast Service reconfiguration – complete

- In the summer of 2021, the Breast Assessment and Symptomatic clinics relocated from Warrington Hospital to Halton Hospital's Captain Sir Tom Moore building, where a new £2.1m Breast Centre had been created on the ground floor of the Trust's flagship estate.
- A comprehensive formal public consultation and engagement process was carried out in the first half of the year which informed the Trust's decision to consolidate its diagnostic service and the specialist staff required to offer both diagnostics and onward referral to the co-located Breast teams if required. See consultation outcomes report [here](https://whh.nhs.uk/application/files/4716/3120/2269/Reconfiguration_of_Breast_Services_-_Public_Consultation_Outcomes_Report_July_2021.pdf)
- At the time of the public consultation the future of the screening service at Kendrick Wing was not consulted upon although a future consolidation of the service one mile away at Bath St Health Centre was described.
- The Trust is now in a position to move forward with the consolidation and expansion of breast screening services at Bath St and the cessation of the screening service at Warrington Hospital.

Currently approximately 5.3K patients attend for mammography at Bath Street and 3K at Warrington Hospital Kendrick Wing per annum.

3.3 Phase 2 - consolidating the Warrington Breast screening service at Bath Street:

- The number of patients screened each year by the service has doubled over the last 20 years. However, the service provided from the base at Warrington Hospital's Kendrick Wing has retained the same basic estate footprint, which is no longer fit for purpose and has no opportunity for obvious expansion.
- There are real opportunities to create a significantly enhanced patient experience and improve access, create a more efficient service and support the longer-term sustainability of the service by relocating to an alternative, modern, superior location.
- The current split site nature of Warrington's screening service creates inefficiencies in use of estate, equipment and workforce.
- The workforce challenges are significant with a local and national shortage of Mammographers making recruitment into crucial posts challenging.

- Significantly enhanced accessibility in the modern Bath Street facility in comparison to the current service at Kendrick Wing which has deteriorated over the years as it is a first-floor service requiring movements through multiple doors, steep stair access and a small lift which has multiple service issues.
- Car parking facilities at Bath Street are easier to access than those at Warrington due to lower volume of patients attending and close access to the building.
- Removing the need to attend at Warrington hospital reduces the risks associated with attending an environment with known Covid-19 positive patients.
- As well as expanding screening with the consolidation, the service is future-proofed at Bath Street with still further scope for expansion if necessary.
- The move maximises utilisation of Public Sector Health Estate at Bath Street.

3.4 Duty to Consult

NHS commissioning organisations have a legal duty under the National Health Service Act 2006 (as amended) to 'make arrangements' to involve the public in the commissioning of services for NHS patients ('the public involvement duty'). For CCGs this duty is outlined in Section 14Z2 (and Section 13Q for primary care services) of the Act to fulfil the public involvement duty, the arrangements must provide for the public to be involved in (a) the planning of services, (b) the development and consideration of proposals for changes which, if implemented, would have an impact on services and (c) decisions which, when implemented, would have an impact on services.

Further to this the Consultation Institute states "there are many statutory requirements for consultation, but the truth is that ALL significant changes to long-standing services need consultation".

3.4.1 Objectives of consultation

- To ensure the eligible population is made aware of the proposal to consolidate and expand breast screening services in Warrington at Bath St (augmented by mobile screening programmes as usual) and provided with a number of platforms to participate in the consultation
- To ensure that the eligible population is made aware of the impact of the consolidation in terms of the cessation of screening at Kendrick Wing, Warrington Hospital
- To ensure the eligible population is able to make alternative recommendations and suggestions relating to the proposed consolidation of the breast screening service at Bath St.
- To ensure any emerging issues and themes are taken into account and any potential mitigating actions are considered
- To prepare consultation outcomes reports for the appropriate stakeholder and advisory groups.

3.4.2 Methodology

- See attached plan (*Appendix 1*)

3.4.3 Timescales

- **Proposal to Health Policy and Performance Board**
 - Tuesday 15th February 2022
- **Preparation of communications and consultation materials**
 - 8-30 November 2021
- **Formal Public Consultation commences (6 working weeks)**
 - 25 April – 3 June 2022

- **Consolidation of outcomes and production of consultation outcomes report**
 - 08 -17 June 2022
- **Reporting to Commissioners (NHS England Specialist Commissioning and NHS Warrington)**
 - 17 June 2022
- **Health Policy and Performance Board**
 - To be confirmed
- **Relocate screening service from Kendrick Wing to Bath St**
 - To be confirmed

4.0 **POLICY IMPLICATIONS**

4.1 None identified.

5.0 **FINANCIAL IMPLICATIONS**

5.1 Warrington and Halton Hospitals will cover the costs of the consultation process.

6.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

6.1 **Children and Young People in Halton**

None identified.

6.2 **Employment, Learning and Skills in Halton**

None identified.

6.3 **A Healthy Halton**

The report being presented will directly link to this priority.

6.4 **A Safer Halton**

None identified.

6.5 **Halton's Urban Renewal**

None identified.

7.0 **Risk Analysis**

7.1 The project is governed in line with WHHNHS risk controls. A detailed risk log is available and mitigations are in place as appropriate.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 A comprehensive equality impact assessment has been carried out.

9.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

9.1 None under the meaning of the Act.