

**REPORT TO:** Halton Health Policy and Performance Board

**DATE:** 27 September 2022

**REPORTING OFFICER:** Director of Strategy and Partnerships - Warrington and Halton Teaching Hospitals NHS Foundation Trust

**PORTFOLIO:** Health and Wellbeing

**SUBJECT:** Phase 2 - Reconfiguration of Breast Services provided to the boroughs of Halton, Knowsley, St Helens and Warrington.

**WARD(S):** Borough-wide Halton

## 1.0 PURPOSE OF THE REPORT

To notify the Board of:

- Update on the proposal to consolidate and expand **Breast Screening Services** at Bath St Warrington and the impact on the proposed service change on users from Halton
- Proposal to cease the Breast Screening service at **Kendrick Wing Warrington Hospital**
- Report on the outcomes of the public consultation.

## 2.0 RECOMMENDATION

That the Board:

- 1) Note the contents of the report
- 2) Support the proposed next steps as described.

## 3.0 SUPPORTING INFORMATION

### 3.1 Reconfiguration of Breast Services across Halton, Knowsley, St Helens and Warrington - recap

Warrington and Halton Teaching Hospitals is the lead provider of Breast screening services for the boroughs of Halton, Knowsley, St Helens and Warrington (WHKSBSS). In the first half of 2021, The Trust, in partnership with NHS Specialist Commissioning and local commissioners NHS Halton CCG and NHS Warrington CCG, conducted a public consultation to seek support for a significant service change.

The change in service saw the breast assessment (anomalies found as part of routine screening) and breast symptomatic (anomalies found by patients – GP direct referral) services relocate from Warrington Hospital's Kendrick Wing and Halton Hospital's Delamere Centre to a new £2.1m specialist Breast Care Centre at Captain Sir Tom Moore building, Halton Hospital. Note that the assessment service continues at the Burney Centre, St Helens Hospital. At that time, there was no change to Breast Screening services other than the discontinuation of screening at Delamere Centre which relocated within the Halton Hospital site.

Impact on Halton Residents

Typically, approximately 10% of patients residing in NHS Halton CCG postcodes have elected to have their breast screening at Kendrick Wing, Warrington Hospital. Based on 2019/2020 data 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 have attended Kendrick wing for screening.

### 3.2 The Breast Screening service:

Routine Breast Screening is offered every three years to all women aged 50 - 70 (up to their 71st birthday). Women over the age of 70 able to self-refer for screening if they choose to do so. Breast Screening refers to the three-yearly mammograms offered as part of the national programme to identify and treat breast cancers earlier. The eligible population vs uptake is described below – note that 2019-20 is used as the most representative year unaffected by the Covid-19 pandemic. Women can choose to have their screening at any one of the locations below – Warrington currently has both Bath St and Kendrick Wing locations.

	Female 50-74 Population	Screening Attendances 2019/20
Warrington	33,000	8,100
St Helens	29,000	7,100
Halton	21,000	5,000
Knowsley	9,000	2,200
	<b>92,000</b>	<b>22,400</b>

### 3.3 Update on the proposal to consolidate and expand Breast Screening Services at Bath St Warrington

In the second and final phase of the reconfiguration of breast services, work is underway to expand and improve the existing breast screening centre at Bath St. Health and Wellbeing Centre.

It is proposed that breast screening service in Warrington be consolidated at Bath St and discontinued at Warrington Hospital's Kendrick Wing (augmented as usual with mobile services as required.) As this is a cessation of service at one location, public consultation was required.

The consultation was held according to the Gunning Principles.

Halton's Health Policy and Performance Board has previously been fully appraised of the proposal to consolidate the Warrington breast screening services at Bath St. and has scrutinised:

- The proposal
- The Public Consultation plan and methodologies

- The timeline
- Reporting actions and decision-making plan

Public consultation was originally planned for 25 April – 3 June 2022 but this was postponed to 6 May – 20<sup>th</sup> June to accommodate the pre-election period of the Halton Borough Council elections. The revised timeline was as follows:

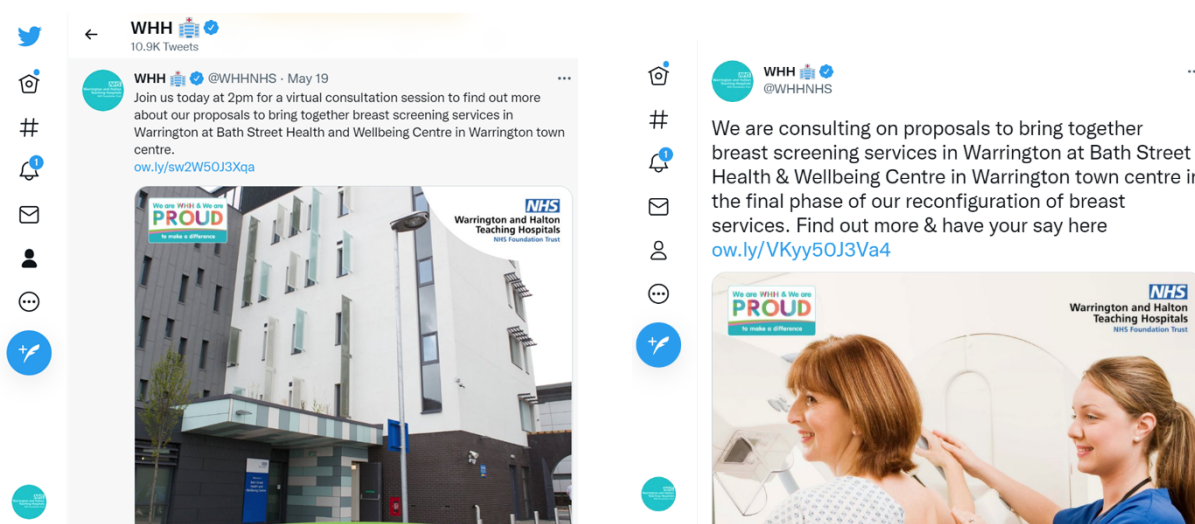
Public Consultation timeline:

Consultation commences	06.05.22
Issue stakeholder briefing – to all partners and advocacy groups, CCGs for GP newsletters and PPGs	06.05.22
Issue press release	06.05.22
Face to Face engagement @ Kendrick Wing, Warrington Hospital - Sessions - 1x per week during consultation period across a range of days/times	From 6.5.22
Recruit 'Experts by Experience' to inform design aspects at Bath St	From 6.5.22
Face to Face engagement @ Bath St., Warrington Hospital	From 6.5.22
Face to Face engagement @ Halton CSTM	From 6.5.22
Delivery of 1 x MS Teams LIVE virtual consultation event	26.5.22
Issue reminder press release and stakeholder update 10 days before consultation end date. Update SM message	08.06.22
Consultation closes – update website	20.06.22
Evaluation of consultation feedback and outcomes including identification of themes and suggestions	From 20.6.22
Outcomes to WHH Executive Team	From 20.6.22
Outcomes to NHS Warrington and NHS Halton CCGs	From 20.6.22
Halton Health Policy and Improvement Board meeting – <u><a href="#">slide pack of outcomes</a></u> (consultation plan previously submitted – 15 Feb 22)	28 <sup>th</sup> June 2022 (meeting abandoned not quorate)
Halton Health and Wellbeing Board	6 <sup>th</sup> July

### 3.4 Consultation materials (and see appendices)

- Press release
- Slide pack – virtual sessions
- Poster
- Questionnaire
- Website link is [Final phase of reconfiguration of Breast Services proposed :: Warrington and Halton Hospitals NHS Trust \(whh.nhs.uk\)](#)

## Social Media (Twitter, Facebook, Instagram)



### 3.5 The Case for Change – consolidation of Warrington breast screening services at Bath St. and cessation of services at Kendrick Wing (recap)

During the first phase of reconfiguration of breast screening services for the four boroughs, and in the associated formal public consultation (which closed in June 2021), numerous issues were identified relating to the service at Kendrick Wing. These were:

- Aged, inaccessible estate offering a poor patient experience
- Lack of available space elsewhere on the hospital site to relocate the service
- Constantly unreliable elevator access to the first-floor screening centre
- Parking issues relating to the highly congested hospital site

In addition, there are challenges relating to the operation of a two-centre service in Warrington including:

- The current multi-site nature of the screening service and split-site nature of the assessment service creates inefficiencies in use of estate, equipment and workforce
- The workforce challenges are significant with a local and national shortage of Breast Radiologists and Mammographers making recruitment into crucial posts challenging.
- There are real opportunities to create a significantly enhanced patient experience and improve access, as well as creating a more efficient service which would support the long-term sustainability of the service through consolidation in a modern, superior location.
- Bath St Health and Wellbeing Centre is circa 1 mile from the existing Kendrick Wing site and has easily accessible, plentiful car parking spaces and parking is free for 90 minutes for those with an appointment (£2.50 at Warrington Hospital). It is closer to the public transport interchange in Warrington town centre than Kendrick Wing.
- There is a local and national shortage of Mammographers making recruitment into crucial posts challenging. Current staff will relocate with their service, there is no intention to

decrease staffing levels and no member of staff will be disadvantaged by this relocation. The breast screening administration service will not relocate.

- The vacated service space at Warrington Hospital will be refurbished for use by the WHSKBSS administration team and any additional space reallocated for other non-clinical services.

### **3.6 Next Steps**

- Conclude the interrogation of valuable commentary and suggestions from 85 participants
- Produce themes and mitigating actions (where possible), cross-checking against the Equality Impact Assessment, key themes from Phase 1
- Produce Full Consultation Outcomes Report with Commissioners (NHS C&M-Halton Place and NHSE Specialist Commissioning)
- Include all feedback from all Scrutiny committees
- Recommendations report to Trust Board
- Publish outcomes
- Implement/do not implement proposals – see Gunning Principles

#### **4.0 POLICY IMPLICATIONS**

None identified.

#### **5.0 FINANCIAL IMPLICATIONS**

Warrington and Halton Hospitals covered the costs of the consultation process.

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

##### **6.1 Children & Young People in Halton**

None identified

##### **6.2 Employment, Learning & Skills in Halton**

None identified

##### **6.3 A Healthy Halton**

None identified

##### **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**

A comprehensive equality impact assessment has been carried out and will be included in the outcomes report.