

## **Crawley Health Centre, Cross Keys House, 14 Hasletts Avenue:**

### **The Case for Change**

#### **Introduction**

The current contract for services provided at Crawley Health Centre, at Cross Keys House in Crawley, is due to come to an end in September 2015. This includes GP services for registered patients and a walk-in primary care service from 8am to 8pm seven days a week.

Based on a review of the local services and an assessment of the evidence available, NHS England's Area Team in Surrey and Sussex and NHS Crawley Clinical Commissioning Group (CCG) are recommending that on the expiry of the current contract for Crawley Health Centre:

- the walk-in element of the current service is instead delivered as part of the services available at the Urgent Treatment Centre (UTC) at Crawley Hospital; and
- that the patients currently registered at the Crawley Health Centre are supported to re-register at another local GP practice of their choice rather than re-procuring the existing, or similar, services currently provided by Health4Crawley.

This document sets out why we think this proposal will best meet the needs of local people and deliver high quality sustainable care for the future. The case for change will form the basis of a public engagement and information exercise to be conducted over 12 weeks later this year.

#### **Background**

Crawley Health Centre offers primary care services in the centre of Crawley. There are two parts to the health centre:

<b>Walk-in centre</b>	<b>GP practice</b>
<ul style="list-style-type: none"><li>• Open 365 days a year from 8am to 8pm, (including all bank holidays)</li><li>• Offering health information and advice and treatment for a range of minor illnesses and injuries</li><li>• The service can be used by anyone on a no-appointment, turn up and walk-in basis. Patients do not need to be registered with the centre in order to see a GP or one of the health team.</li></ul>	<ul style="list-style-type: none"><li>• Open for patients to register</li><li>• Patients are able to make appointments every day (Monday to Sunday) from 8am to 8pm, including all bank holidays.</li></ul>

The centre was opened in 2009 as part of the Equitable Access to Primary Care programme<sup>1</sup> which saw at least one GP-led health centre open in each Primary Care Trust (PCT) area. The centres were to be open between 8am and 8pm, seven days a week, situated in easily accessible locations and offering a range of services to all members of the local population (whether or not they choose to be registered with these centres), including pre-bookable appointments, walk-in services and other services.

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<sup>1</sup> Department of Health, *NHS Next Stage Review Interim Report*, October 2007, p25.

They were intended to be responsive to local needs and to foster integrated care; they were to be located where possible with other community based services such as diagnostics, therapeutic services such as physiotherapy, pharmacy and social care services.

Following the abolition of PCTs, the contract for Crawley Health Centre transferred to NHS England (Surrey & Sussex) as part of their primary care commissioning functions.

Health4Crawley, a consortium of ten local Crawley GP practices, currently operates Crawley Health Centre. On expiry of the current contract, commissioning responsibility will split:

- NHS England (Surrey & Sussex) will retain the registered list element of the contract as part of ongoing responsibility for primary care commissioning and will support patients currently registered at Crawley Health Centre to register at another local practice;
- Crawley CCG will take on responsibility for the walk-in element of the contract for non-registered patients as part of their responsibility for commissioning urgent & emergency care.

## **Context**

Crawley has a GP registered population<sup>2</sup> of 128,549 with 13 practices. The Crawley CCG area, unlike other areas of West Sussex, has fewer people in the 60 – 74 age groups, and more younger people of working age (25-34 years) than England overall. Crawley has a relatively high black and minority ethnic (BME) population and relatively large numbers of under 19 year olds compared to the rest of West Sussex. There are pockets of deprivation within the CCG area. In West Sussex overall, by 2026 there are projected to be over 58,000 (38%) more people over 65 and nearly 16,000 (69%) more people over 85. The population of Crawley is estimated to increase by 9% over the next 20 years: an additional 11,500 people. This will have a major effect on future service provision, as will the more general rising percentage of older people. We know that the oldest age groups have the greatest impact on the use of health and social care services: people over 65 use over 70% of hospital services.

The main objective must be to ensure that as commissioners NHS England (Surrey and Sussex) and Crawley CCG secure high-quality, efficient services that meet patients' needs. In doing this we must also consider the future of these services in the context of the strategic challenges we currently face – the increasing demand for services from an aging population; the need to better serve those living with complex health and care needs and inequalities in care; growing challenges in patient experience of access to care<sup>3</sup>; the financial challenges in the system, and the central role that primary care and out-of-hospital services have in helping address these challenges by providing more personalised, accessible community-based services. We also want to reduce the unwarranted variation in these services that help keep people healthy, independent and out of hospital.

For Crawley CCG the long term approach to service delivery and financial sustainability is based on the CCG's vision for changing the model of primary and community care. Both NHS England (Surrey and Sussex) and Crawley CCG are committed to making sure that local health services meet the needs of our patients and local community. In doing this, we are responsible for ensuring the services that our patients access are high quality, safe and value for money for the taxpayer by making the best use of our resources.

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<sup>2</sup> As of July 2014

<sup>3</sup> A quarter of patients responding to the national GP Patient Survey do not rate the overall experience of making an appointment as "good"; 26% of people do not find it easy to get through to the surgery by telephone and this figure varies from 8% to 48% in different parts of the country. *Improving General Practice*, NHS England, April 2014.

In considering the future of Crawley Health Centre we have been mindful of both the local strategic priorities as well as the national characteristics of a high quality and sustainable system.<sup>4</sup>

We recognise that primary care is the bedrock of an effective healthcare system and are working to achieve accessible and equitable, high quality sustainable primary and urgent care services for the people of Crawley. We will achieve this by utilising and developing integrated service provision combining primary, community and social care expertise, as well as the provision of highly responsive urgent care services outside of hospital, seven days a week.

## **Evidence**

**Please see the accompanying Crawley Health Centre Case for Change reference pack for Figures 1-5 referred to in the following sections.**

In gathering evidence to consider the future of this service on expiry of the current contract we have asked ourselves the following key questions:

### **What was Crawley Health Centre set up to do and has it delivered? Who is using Crawley Health Centre, why and at what times?**

Nationally the key reasons that GP-led health centres were established were to:

1. provide easier access to all members of the local population – both for bookable appointments and walk-in services, and
2. be responsive to local needs in respect of the services being provided to the local community and foster more integrated care – ideally being co-located with other community based services such as diagnostics, therapeutic services such as physiotherapy, pharmacy and social care services.

## **Access**

We know that Crawley Health Centre should provide easy access to primary care, enabling any patient to walk-in or a registered patient to book an appointment anytime 8am-8pm, seven days a week. As figure 1 shows, whilst there is a fairly even spread of walk-in attendance over this period, the data shows that the largest proportion of patients are attending as walk-ins at lunchtime or early morning (when many surgeries in Crawley are closed). Attendance then tails off towards the end of the day with the lowest number of patients in the 7-8pm slot.

We can see from the patient surveys we conducted at Crawley Health Centre<sup>5</sup> to help us understand patient views and use of the service, that the majority of those patients attending on a walk-in basis are presenting with minor injuries and ailments that could have been seen by their GP. We can see from figure 2 that a significant proportion of those presenting are also registered with a Crawley GP practice, with the highest proportion of walk-in patients registered with practices within a 1.5 mile radius of Crawley Health Centre. This is backed up by the feedback in our patient survey, with the majority of those patients registered elsewhere being registered with a Crawley practice.

The fact that the highest proportion of patients are attending during hours when contractually their GP surgery should be open<sup>6</sup> suggests one of the following:

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<sup>4</sup><http://www.england.nhs.uk/wp-content/uploads/2013/12/5yr-strat-plann-guid-wa.pdf>

<sup>5</sup> 68 patients completed survey carried out in the waiting area of Crawley Health Centre.

<sup>6</sup> GP practice core contractual hours are 8am – 6:30pm

- that they are unable to get an appointment with their local surgery because there are none available or they are closed for appointments (figure 3 shows 8 out of 12 local surgeries are open at lunchtime – when figure 1 shows walk-in attendance is highest. NHS England will continue to work with all local practices to ensure their individual access arrangements meet the needs of their patients).
- they are using the walk-in service purely because they feel it is more convenient for them
- they may be looking for a second opinion.

This was confirmed when we asked people in our local patient survey why they had chosen to come to the Centre, with the most common responses being because of the ease of access and convenience; they were working early/late; they were unable to get an appointment with their own GP; they were registered at this practice or they were advised to attend either by their own GP surgery, NHS 111 or a pharmacist. A recent West Sussex wide survey carried out by the local Healthwatch<sup>7</sup> also found that across the area whilst just over half of patients asked were happy with practice opening hours, many expressed a desire for weekend and evening appointments and a quarter of patients surveyed reported an inability to see a GP on the same day for an urgent appointment.

Crawley Health Centre offers appointments for their registered patients 8am-8pm, seven days a week. However, as figure 2 shows 468 patients who are registered with Crawley Health Centre were treated as walk-in patients during the last financial year, suggesting that in practice appointments for registered patients were not consistently available. If these walk-ins were individual patients this would amount to nearly 20% of their total patient list being treated as walk-ins rather than as registered patients. The Health Centre currently has 3310 registered patients, the lowest number of registered patients of all surgeries in Crawley. The number of registered patients has remained broadly static over the last couple of years despite their contractual target to grow the list to 6,000 patients by contract end. So whilst they offer registered patients extended access this has not attracted a significant level of patients to register at this surgery over others in Crawley, who offered more limited evening and weekend appointments.

### **What do patients think of the service?**

We know from the results of the GP patient survey<sup>8</sup>, which asks registered patients for their views on their local practice, that Crawley Health Centre generally performs well in comparison to other GP practices in Crawley, as well as the national average.

As figure 4 shows, patients registered at Crawley Health Centre are the most satisfied with their surgery opening times compared to 12 local practices, which is to be expected given the difference in their opening times (see figure 3). However the Health Centre does not score as highly as one might expect in terms of convenience in getting an appointment, with 11 out of 12 local comparison practices being seen as more convenient despite their more limited opening times.

The Health Centre scores:

- just below the national average for overall patient experience of surgery being rated very good or fairly good, with 3 out of 12 of the local comparison practices scoring the same or higher; and
- again below the national average for whether the patient would recommend their surgery to someone who had just moved to the area with 5 out of 12 of the local comparison practices scoring the same or higher.

<sup>7</sup> GP Report – a survey of GP practices across West Sussex, Healthwatch West Sussex, March 2014

<sup>8</sup> Taken from latest available data – 2013/14

We asked registered and walk-in patients in our local patient survey what they liked about the service and whether there was anything they would like to improve. The most common responses on what they liked was the easy and convenient access; the extended early/late opening hours; and that you didn't need to make an appointment to be seen.

The most common improvements patients would like to see were more doctors to be available and less waiting time to be seen.

### **How do the services provided at Crawley Health Centre align with other local services? What other choices do patients have in accessing locally suitable services?**

Local people can choose to access primary and urgent care services in a variety of ways, for instance, through a visit to the pharmacy, an urgent or booked appointment at their GP, through the out of hours service, by attending the walk-in service at Crawley Health Centre, Crawley Urgent Treatment Centre (UTC), Horsham Minor Injuries Unit or, in the case of emergencies, East Surrey Hospital A&E department.

There are 12 other GP practices within approximately a two mile radius of Crawley Health Centre (see figure 3), the majority of which have capacity to take on new patients and are easy to reach from Crawley town centre, either by foot or by good public transport links.

The multiplicity of different walk-in facilities can be confusing and duplicates services offered. As figure 5 shows they all have different opening times and list of conditions they treat, sometimes with a lack of clarity about whether patients can access primary care advice and treatment and/or treatment for more urgent conditions.

This position is reflected nationally – we know from the early findings of Professor Sir Bruce Keogh's Urgent and Emergency Care Review that there is a firm view that current urgent care services are inconsistent and patients can be unsure where and how to access the right care. The review has been clear that there is a real need to make the system much clearer for those people who need urgent, but not emergency care and to create highly responsive urgent care services close to home, outside of acute hospitals. The review sees Urgent Care Centres bridging this gap and there are national plans to develop clear standards for such centres, for example in relation to opening hours and staffing. The proposed recommendation to deliver the walk-in service as part of the services available at the Urgent Treatment Centre at Crawley Hospital is entirely in line with the recommendations of the Keogh review, which supports the co-location of community-based urgent care services in coordinated Urgent Care Centres.

We are currently duplicating services, with patients presenting at both Crawley Health Centre and the Urgent Treatment Centre with both non urgent and urgent primary care needs. A significant proportion of the Urgent Treatment Centre's current patients (38%) already present with primary care needs and receive definitive treatment on the Crawley Hospital site.

### **Does this service provide value for money?**

Whilst we are committed to enabling fast responsive access to care for patients, we want to ensure we are investing our limited resources in high quality, value for money services that will have maximum impact for local people.

The cost per registered patient at Crawley Health Centre (£110.47<sup>9</sup>) is high in comparison with other practices in Crawley and the average price across Surrey and Sussex (£79.94).

Figure 2 shows that we are paying twice for patients; once for them to be registered with local GPs and then because of local access problems or convenience we are then also paying for them as walk-in patients to access these same services at Crawley Health Centre and the Urgent Treatment Centre. There are particular concerns with regard to value for money when we see, as shown in figure 2, that 468 patients who are registered with Crawley Health Centre were treated as walk-in patients during the last financial year, when they should have been able to access these services as part of the cost already paid for them as registered patients.

#### **In summary:**

- Whilst **Crawley Health Centre provides easy 8am-8pm primary care access for walk-in patients, so does the Urgent Treatment Centre** which is only half a mile away, is open 24/7 and provides a wider range of services;
- The **duplication in walk-in services is confusing for patients who can be unsure about where best to access services and means that we are potentially paying several times over for patients** to be registered with local GPs and then paying for them as walk-in patients to access these services at Crawley Health Centre and the Urgent Treatment Centre;
- There is evidence from the national patient survey results, as well as the number of their own registered patients being treated as walk-ins, that **it is not always easy or convenient for patients registered at Crawley Health Centre to make an appointment** compared to other local practices despite the extended opening hours. Patients are mainly **attending as walk-in patients with minor ailments and injuries during core hours when they could be accessing treatment from their own GPs**. There is evidence from our patient survey that people are attending as walk-in patients because they are unable to get an appointment with their own GP. This is suggested by the high number of patients that are registered with local GP practices but who are attending Crawley Health Centre as walk-in patients, alongside feedback from the recent Healthwatch GP report. NHS England (Surrey and Sussex) is working with **local GP practices to address the issues with access for locally registered patients** focusing particular attention upon the four practices that currently do not open at lunchtimes, to consider if they may have capacity to do so in future.
- Crawley Health Centre has the **lowest number of registered patients of all surgeries in Crawley** and has not attracted a significant level of patients to register at the surgery despite their extended access, meaning the Centre have failed to meet their contractual target to grow the list to 6,000 patients by contract end. Such a small list size, together with the number of GP practices providing services nearby with capacity to take on new patients, means that NHS England (Surrey and Sussex) would not consider procuring a new service. Experience tells us that not only would the small list size make this financially unviable for a procurement exercise, it is very likely that the 3310 patients could be dispersed amongst the local practices;
- The **cost per registered patient at Crawley Health Centre is high in comparison with other practices in Crawley** and the average price across Surrey and Sussex.

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<sup>9</sup> Based upon 13/14 data

We believe from the evidence collected that patients currently attending Crawley Health Centre could potentially receive similar services, either as a registered patient at an alternative local GP practice or as a walk-in patient at the Urgent Treatment Centre based at Crawley Hospital.

### **Rationale for the recommendation**

The review we have conducted has not given us the evidence we think we need to justify a continued investment of our limited resources in the service at Crawley Health Centre. The challenge for us, then, is to make it easier for people in Crawley to access high quality primary and urgent care when they need it, and to make sure they know where they can get it. We believe that those people who are currently using Crawley Health Centre can be cared for by other, existing services that offer quality care, a range of services and in turn offer better value for money for taxpayers.

As a result we have developed proposals to deliver the walk-in element of the current service from the Urgent Treatment Centre (UTC) at Crawley Hospital and invite patients currently registered at the Crawley Health Centre to re-register at another local GP practice of their choice. We know from the evidence that we have collected as part of this review that there is clearly more that could be done to improve access to GP services for locally registered patients. NHS England (Surrey and Sussex) and Crawley CCG are committed to addressing this and will be working together with local practices over the coming months to ensure we are maximising access to high quality primary care services for registered patients, and improving access to weekend, evening and same-day urgent appointments.

We recognise that some patients will always want to access walk-in services. We believe that delivering the **walk-in service**, through the Urgent Treatment Centre (UTC) at Crawley Hospital, will mean patients benefit from:

- an enhanced 24/7 service at the Urgent Treatment Centre enabling them to access a range of treatments for minor ailments and injuries, available in one place;
- reduced confusion about where to access services – Crawley Hospital is well known, easy to find, accessible by public transport, and offers other services;
- better use of limited NHS resources, reducing the duplication of two services providing walk-in primary care within half a mile of one another and creating a more sustainable future for the local community hospital by making better use of existing facilities.

A significant proportion of the Urgent Treatment Centre's current patients (38%) already present with primary care needs and receive definitive treatment on the Crawley Hospital site.

This supports Crawley CCG's vision to deliver care closer to home and supports the growth of suitable capacity outside of acute hospitals to enable the diversion of patients from acute care to more local services. As a result this is seen as an intrinsic part of the development of the "front door" of Crawley Hospital which includes:

- Expanded services in the Urgent Treatment Centre for children;
- Expansion of the Clinical Assessment Unit to facilitate a change of flow away from the local acute hospital (East Surrey Hospital); and
- Seamless integration between the walk-in service and the out of hours service, which is also based on site, thereby delivering a 24/7 primary care service.

The expectation is that overall this development will result in a further reduction in emergency attendances, admissions and reduced lengths of stay in hospital for patients. A local long term sustainable solution will only be achieved if community urgent care provision

is integrated with other elements of community provision (eg specialist nursing, proactive care teams), the out of hours provider and social care. To that end, Crawley CCG is progressing at pace the integrated health and social care model to achieve a whole systems approach.

The original remit of the Crawley Health Centre to provide a primary care service to the homeless and hard-to-reach groups can also be delivered through services available on the Crawley Hospital site.

The proposal to ask Crawley Health Centre **registered patients** to re-register with another practice nearby will mean patients benefit from access to a range of high quality primary care services at an alternative local practice nearby. There are 12 GP practices within approximately a two mile radius of Crawley Health Centre, the majority of which have capacity to take on new patients and are easily accessible from Crawley town centre, either by foot or the good public transport links

### **Next steps**

We plan to undertake a full public information and engagement process to ensure patients and stakeholders are aware of the proposed change and to enable us to take their views into consideration in the final decision.

The public conversation will broadly test three things:

- We think this change would benefit local people – we are open to other suggestions and learning from your experiences
- How can we ensure walk-in services at Crawley Hospital meet patients' needs?
- How can we ensure other GP services meet your needs?

We have developed a Plan for Formal Engagement which accompanies this Case for Change.