

AGENDA MANAGEMENT SHEET

Report Title: Rugby's Health Services Provision - Update Report to Note

Name of Committee: Council

Date of Meeting: 11 December 2024

Report Director: Deputy Chief Executive

Portfolio: Partnerships and Wellbeing

Ward Relevance: All

Prior Consultation: N/a

Contact Officer: Dan Green, Deputy Chief Executive,
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Public or Private: Public

Report Subject to Call-In: Yes

Report En-Bloc: No

Forward Plan: No

Corporate Priorities: This report relates to the following priority(ies):
 A Healthier Rugby – To support people to live healthier, longer, and more independent lives.
 A Thriving Rugby – To deliver a thriving economy which brings Borough-wide investment and regenerates Rugby Town Centre.
 A Greener Rugby – To protect the environment and ensure the Borough adapts to climate change.
 A Fairer Rugby – To reduce inequalities and improve housing across the Borough.
[Corporate Strategy 2025-2035](#)
 This report does not specifically relate to any Council priorities but

Summary: The report provides an overview of health matters relating to the Borough and sets out the actions taken by this council following public concerns raised for the closure of Hoskyn Ward, situated at Rugby St Cross Hospital. The report also sets out the basis for the council's future engagement on health matters.

Financial Implications:	None directly arising from this report
Risk Management/Health and Safety Implications:	None directly arising from this report
Environmental Implications:	None directly arising from this report
Legal Implications:	None arising directly from this report
Equality and Diversity:	None arising directly from this report
Options:	1. To note the report
Recommendation:	The update report on engagement and discussion with regards to the ongoing health service provision for Rugby residents be noted.
Reasons for Recommendation:	To provide community assurance and clarity around decision making and the place shaping responsibilities held by the Council.

Council - 11 December 2024

Rugby's Health Services Provision - Update Report to Note

Public Report of the Deputy Chief Executive

Recommendation

The update report on engagement and discussion with regards to the ongoing health service provision for Rugby residents be noted.

1. INTRODUCTION

- 1.1 The commissioning of health and care services for Warwickshire is delivered by the NHS Coventry and Warwickshire Integrated Care Board (ICB). In consultation with local partners, the ICB plans the delivery of services to meet both local needs and reduce inequalities. The ICB principles include “listening to patients, citizens and each other” and “learning and acting on what they hear”.
- 1.2 Warwickshire is a two-tier local authority area and therefore the statutory responsibility for Public Health is the responsibility of Warwickshire County Council (WCC). Rugby Borough Council (RBC) has an important partnership role and is committed to ensure that the public health of its residents is a success including supporting residents live healthy, independent lives.
- 1.3 RBC’s Corporate Strategy 2025-2035 was approved by Council in November 2024 includes strategic priorities of:
 - “To support people to live healthier, longer, and more independent lives”
 - “Reduce health inequalities in our communities”
 - “Support residents to live well by promoting healthy behaviours and lifestyles”
 - “Improve physical and mental health support for young people”
- 1.4 Local Government is referred to as the backbone of local communities, protecting the most vulnerable and improving the lives of everyone. The political leadership of all democratically elected groups in Rugby universally agree that it is the Council’s role to advocate and influence for the most appropriate and safe services, including health services, to be delivered within the borough.
- 1.5 The council delivers a range of front-line services that directly support the health and wellbeing of residents and therefore public health objectives. Such services include:

- Housing
- Preventing and tackling homelessness
- Planning
- Licensing
- Community safety
- Benefits
- Leisure and Recreation
- Parks & Open Spaces
- Environmental health
- Economic development

1.6 The council has an important role in shaping Rugby place and championing the work of partners, while ensuring appropriate accountability in decision making that effects the borough's residents.

2. HEALTH PARTNERSHIPS IN WARWICKSHIRE

2.1 Across Warwickshire, the health system is composed of the following:

2.2 Warwickshire Care Collaborative

The Warwickshire Care Collaborative brings together providers and commissioners of services to shape future provision of urgent care, continuing healthcare and out of hospital services.

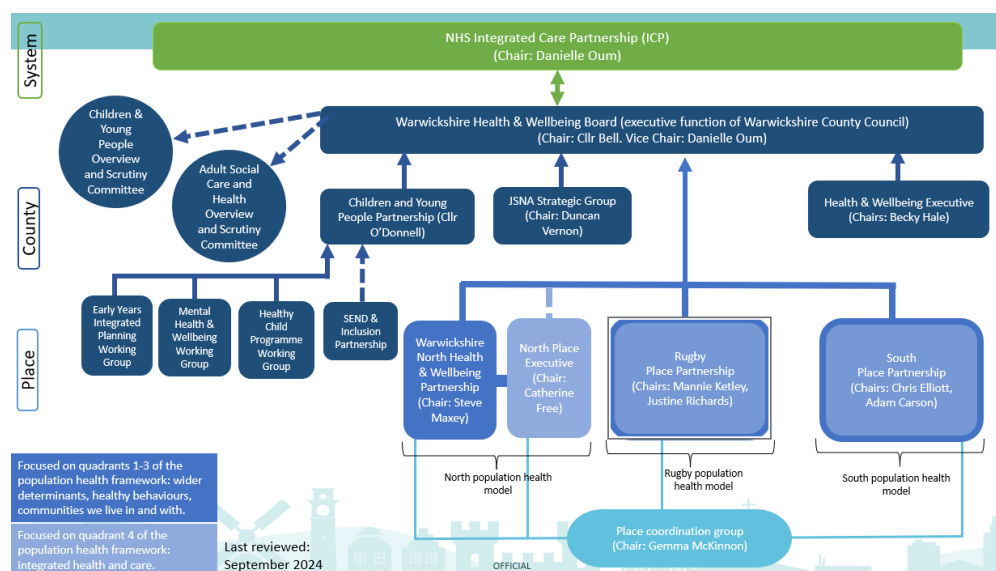
The Care Collaborative is made up of two key bodies - the Care Collaborative Committee (a formal committee of the Integrated Care Board with delegated commissioning decision-making authority) and the Care Collaborative Forum (supporting the Committee made up of a wider partnership of stakeholders to develop innovative proposals). The Care Collaborative comprises of representatives from:

- Public Health Warwickshire
- Rugby Borough Council
- Stratford upon Avon District Council
- Nuneaton and Bedworth Borough Council
- North Warwickshire Borough Council
- Healthwatch Warwickshire
- Warwickshire County Council
- Warwickshire and Solihull Community and Voluntary Action
- NHS Coventry and Warwickshire
- University Hospitals Coventry and Warwickshire
- Mental Health Collaborative
- Acute Provider Collaborative
- Rugby GP Federation
- Rugby Place

2.3 Coventry and Warwickshire Integrated Care Partnership

The Integrated Care Partnership is structured to enable knowledge sharing and the pooling of resources with a plan to improve health and care. NHS organisations and local authorities work together to help people to live healthier and happier lives, benefiting from effective and sustainable health and care services where and when they need them the most.

Rugby Borough Council has a key role in engaging within the integrated care partnership system as detailed below:



In addition to membership of the Health and Wellbeing Board, the council is represented on the Rugby Place Partnership which serves as both a ‘bottom up’ driver of strategy and a local delivery vehicle for Integrated Care Partnership priorities.

3. CORPORATE STRATEGY 2025-2035: ‘A HEALTHIER RUGBY’

3.1 The Council’s Corporate Strategy gives a clear focus on the Council’s ambitions to support the residents to maintain positive health and wellbeing. The strategy sets out that by 2035 it will achieve:

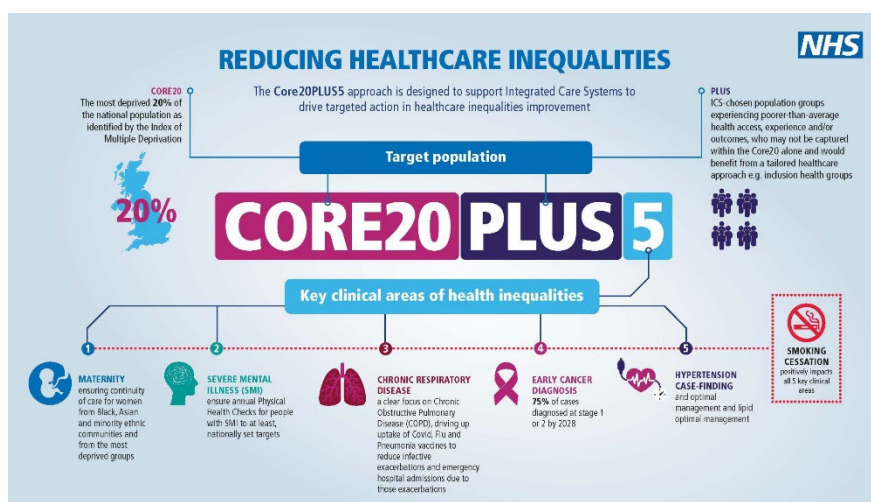
- Improved access to health and wellbeing services for residents, with a focus on prevention.
- Reduced health inequalities in our communities.
- Support to residents to live well be promoting healthy behaviours and lifestyles.
- Improved physical and mental health support for young people.

3.2 The strategy sets out how it will do this including:

- Working closely with stakeholders to increase access to health services across the borough
- Ensuring the provision of services meets the growing population

- Increasing health prevention services via the Rugby Health and Wellbeing Partnership delivery plan
- Establishing a new Rugby Partnership Board with the shared ambition of reducing inequality significantly

3.3 The Council's approach to delivering a healthier Rugby includes supporting the NHS Core 20 Plus 5 shown below. The Core 20 Plus 5 approach targets intervention towards the most deprived 20% of the population and other population groups experiencing less than average health access. It identifies key clinical areas of health inequalities as being: Maternity; Severe Mental Illness; Chronic Respiratory Disease; Early Cancer Diagnosis; Hypertension Case Finding; and Smoking Cessation.



4. HEALTH CHALLENGES WITHIN RUGBY BOROUGH

- 4.1 Within Rugby the population experience several significant health challenges. The results of the 2021 census showed that one in twenty Rugby residents said that they were in poor health. The continued growth of the Borough is placing pressure on urgent care provision, ambulance services and access to accident and emergency care, with impacts being particularly experienced by the most vulnerable.
- 4.2 Some of the specific challenges related to public health in Rugby include:

Mental Health and Wellbeing: Mental health issues, including self-harm and substance misuse, are prevalent. Rates of hospital admissions for these issues are higher than the Warwickshire average.

Obesity: Approximately one-quarter of Rugby's residents are obese, which is close to the Warwickshire average but better than the national average. Obesity contributes to various long-term health conditions such as diabetes, heart disease, and cancer.

Road Safety: The rate of road traffic accidents resulting in death or serious injury is higher than the national average.

Socio-Economic Inequalities: There are significant disparities in health outcomes linked to socio-economic status. Areas with higher deprivation levels tend to have worse health outcomes.

Aging Population: The population of those aged over 65 is projected to increase significantly, which will likely increase the demand for health and social care services.

Access to Care: There are concerns about the accessibility of primary care services, especially in rural areas. This includes difficulties in accessing GP services and other primary care facilities.

- 4.3 These challenges highlight the need for delivering targeted interventions and ensuring adequate healthcare provision for the growing population of the borough. Addressing these issues will require effective collaboration with NHS bodies and the wider community.

5. HOSPITAL OF ST CROSS

- 5.1 The Hospital of St Cross is an Urgent Treatment Centre (UTC) managed by University Hospitals Coventry and Warwickshire (UHCW) NHS Trust. The department can be used for urgent medical attention, but not in a life-threatening situation.
- 5.2 The UHCW Trust's current strategy, *More than a Hospital*, published in 2022, sets out a clear commitment to the development of the Hospital of St Cross, Rugby. Over the next decade, their vision is to develop the site as the Trust's elective surgical (planned procedures) hub and centre for excellence.
- 5.3 This multimillion-pound development will mean more services at the Rugby site for the local population, with a focus on increasing planned care activity for patients with less complex cases, and in specialties such as ophthalmology, breast care, general surgery and orthopaedics.
- 5.4 It is clear from resident feedback, received by Councillors, that this proposed transition for St Cross is not fully understood by a large portion of the local population. Urgent attention must therefore be given to better understanding of the level of consultation that has taken place to date and Council requests previous results from public engagement are shared.
- 5.5 In addition, it is essential to understand and clarify the level of consultation which will be undertaken going forward. Critical to this is absolute clarity on the level of effective healthcare provision being proposed for Rugby and its residents during any transition process.
- 5.6 For the purposes of this report, it is important to make the distinction between what is categorised as Emergency or Urgent Care to understand the delivery of the Hospital of St Cross UTC.

Emergency Care: involves in the life-threatening illnesses or accidents which require immediate treatment from the ambulance service (via 999) and an emergency department.

Urgent Care: involves any non-life-threatening illness or injury needing urgent attention which might be dealt with by phone consultation through the NHS 111 Clinical Assessment Service, pharmacy advice, out-of-hours GP appointments and/or referral to an urgent treatment centre (UTC).

- 5.7 UTCs were introduced in 2017 with the aim of standardising the range of urgent care services. They are required to be open at least 12 hours a day, every day and are equipped to investigate, diagnose and deal with many of the most common injuries and illnesses people attend an A&E. UTC's can help with matters such as:
- Sprains and strains
 - Suspected broken bones
 - Injuries, cuts and bruises
 - Stomach pain, vomiting and diarrhoea
 - Skin infections and rashes
 - High temperature in children and adults
 - Mental health concerns
- 5.8 The Hospital of St Cross delivers a range of vital health services on the Barby Road site and is comprised of individual Wards and unit services. Within the hospital, the Hoskyn Ward has specifically provided medicine and care for the elderly.
- 5.9 The proposed closure of the Hoskyn Ward generated significant public representations to the Council. Those representations highlighted residents' concerns regarding future local health provision. A resident led campaign has resulted in significant social media and local news coverage and two public demonstrations in the town centre.
- 5.10 The council's collective political leadership sought urgent engagement with senior Public Health colleagues to gain clarification of the closure and assurances that any potential impact had been considered within the decision making process.
- 5.11 On the 15 November 2024, a meeting was convened by John Slinger, MP for Rugby. The meeting was attended by representatives of Hospital of St Cross, RBC councillors and officers, WCC councillors, Warwickshire Healthwatch, local community health groups and organisers of the public demonstrations. During this meeting, a 10-year plan for the hospital site were presented to attendees and discussion around a number of key subject areas including changes to the Hoskyn Ward, plans for commissioning of services within Rugby, patient access, urgent care and emergency care.
- 5.12 A notice of motion was considered by Council on the 20 November 2024, welcoming the improved service delivery of elective surgery and the positive impact on the reduction for overall surgical waiting lists. The motion highlighted the resident concern regarding the Hoskyn Ward closure and resolved that the leadership of the Council should make appropriate representations to Chair and Board Members of the UHCW Trust.

- 5.13 The Leaders of the Council's three political groups issued a joint letter to the Chair of UHCW Trust on the 22 November setting out the details of the Motion for their consideration and response. A response was received on the 26 November 2024 providing the details requested and an invitation to meet to discuss the concerns raised.
- 5.14 The Council has reluctantly issued a pre-action protocol letter to fully understand whether the required due process associated with the changes to the Hoskyn Ward have been adhered to. Within this correspondence a further request has been made to engage constructively with the council in respect of the needs of the residents of Rugby. Upon receipt of a reply of the pre-action protocol letter the Council will duly consider its position.

6. ONGOING CONCERNS

- 6.1 Following discussions with partners and community engagement, the Council have the following concerns which it seeks further assurance on:

6.2 Unsafe Waiting Times at UHCW Accident and Emergency

It is understood that a decision has been made to reduce number of beds at Hospital of St Cross, due to reduced demand from a specific cohort of Coventry residents.

Whilst it is acknowledged that the closure of Hoskyn Ward should not adversely impact Rugby patients, the Council seek to understand if an opportunity to improve Accident & Emergency wait times has been missed, particularly in light of concerns that the UHCW Accident & Emergency service is oversubscribed, resulting in ambulances frequently queuing outside in breach of the 4 and 12 hour wait times.

6.3 Urgent Care Service at The Hospital of St Cross

The case for doctor-led urgent care services in Rugby should be considered urgent when linked to the Accident & Emergency wait times being experienced above.

Insufficient assurance was provided from the scrutiny review related to the Access to Emergency Service provision. Specific concerns relate to inequality in health provision, particularly regarding children under 5 years and adults over 75 years.

6.4 GP Access and Primary Care Interface

Confirmation is needed that the Local Medical Committee has been appropriately engaged in relation to the closure of the Hoskyn Ward. Furthermore, assurance is required that the ICB plan spanning primary and secondary care will meet the needs of Rugby's growing population.

6.5 Health on the High Street

It is understood that negotiation has taken place with the owners of Rugby Central Shopping Centre in Rugby town centre regarding 'Health on the High Street' provision. To date no conclusion appears to have been reached regarding lease agreement and lead time to delivery. Clarification is therefore requested in terms of what is proposed as a contingency measure and resultant impacts on the wider plans for St Cross.

7. FUTURE WORKING AND NEXT STEPS

7.1 Rugby's Councillors are united in their aims to ensure that Rugby's resident voice is heard and are committed to working with partners in the health sector to understand the constraints which partners are operating within.

7.2 This approach includes ensuring improved engagement with the Rugby Place Partnership Board and other health related structures.

7.3 Alongside the Place Partnership, the Council has proposed the formation of a new Rugby Partnership Board which seeks to bring together key strategic partners with the purpose of reducing inequalities in the borough and ensuring it is utilising its democratic role of advocating for its residents. This recognises the need to tackle inequalities in the broader sense, including their role as wider determinants of health.

7.4 The Council will formally engage with key partners, including both the Chair of the Integrated Care Board and the Medical Director for University Hospital Coventry and Warwickshire, to request further information is provided related to:

Hoskyn Ward: To seek assurance and confirmation that:

- Due process regarding the closure of Hoskyn Ward was followed.
- The Local Medical Committee were engaged in the decision-making process.
- A robust Equality Impact Assessment was undertaken.
- The extent of any involvement from the ICB in the Hospital of St Cross reconfiguration, including the Health on the High Street offer.

Urgent Care at Hospital of St Cross: To seek assurance and confirmation that:

- The Rugby Place Partnership will be fully engaged with the process to ensure that a doctor led Urgent Care System is implemented in Rugby.
- The Rugby Place partnership will be fully engaged with the planned Community Integrator project, ensuring Rugby residents have improved community care and discharge.

West Midlands Ambulance Service. To seek an update detailing:

- A full breakdown of the comprehensive data that underpins the current emergency vehicle dispatching process.

- Clarification of where strategic responsibility sits to ensure an effective and equitable service is maintained across the geographic contract area.

8. Conclusion

- 8.1 The Council acknowledges and thanks Health colleagues for their ongoing dedication and commitment to the provision of health care in Rugby.
- 8.2 The Council will continue to engage with partners across health services in a proactive way and will seek to strengthen the role which the Rugby Place Partnership can play in shaping future health provision in the Borough.

Name of Meeting: Council

Date of Meeting: 11 December 2024

Subject Matter: Rugby's Health Services Provision - Update Report

Originating Department: Chief Executive Office

DO ANY BACKGROUND PAPERS APPLY YES NO

LIST OF BACKGROUND PAPERS

Doc No	Title of Document and Hyperlink

The background papers relating to reports on planning applications and which are open to public inspection under Section 100D of the Local Government Act 1972, consist of the planning applications, referred to in the reports, and all written responses to consultations made by the Local Planning Authority, in connection with those applications.

Exempt information is contained in the following documents:

Doc No	Relevant Paragraph of Schedule 12A