

**Date:** 25 May 2000  
**Time:** 1.30pm to 4.45pm  
**Venue:** Committee Room 1, National Assembly Building  
**Title:** UPDATE ON NHS WALES STRATEGY PROJECT  
[Corporate Strategy]

## **Purpose**

1. To note the progress of the NHS Wales Strategy Project generally; to receive a presentation about the work of the Acute Services Development Group; to discuss the conclusions of the Acute Services Development Group; and, to note progress made in developing the Primary Care Strategy. This follows previous discussions by the Health and Social Services Committee about the NHS Wales Strategy Project on 6 and 20 October 1999.
2. The report of the Acute Services Development Group needs to be seen in its broader context. Although the focus of the review is a development path for acute health services, the Group has developed a set of proposals that seek to locate acute services within the wider health and social care system. In particular, the review reflects the need for partnership working and to develop an integrated approach to the planning of hospital services with primary, intermediate and specialist care.
3. The report is an important contribution toward the development of a clear strategic framework for the NHS in Wales that will find its expression in the production of the NHS Wales Strategy.

## **.Summary / Recommendations**

4. This paper sets out:

- the background to the NHS Wales Strategy Project;
- the key findings and recommendations that have emerged from the work of the Acute Services Development Group [these will be outlined in further detail during the presentation]; and
- arrangements that have been put in place for developing the Primary Care Strategy.

## **Timing**

5. The NHS Wales Strategy Project Board has identified a number of conclusions that have arisen from the work of the Acute Services Development Group and would appreciate the Committee's views before discussing these more broadly with stakeholders throughout Wales

as part of a formal consultation exercise. Information about the Primary Care Strategy has been included as part of this report to ensure that these pieces of work are complementary strands of the Strategy. The final proposals for an NHS Wales Strategy are due to be published in early 2001 and will be based on a whole systems approach.

## **Background**

6. The NHS Wales Strategy Project was set up in May 1998 following the 1997 All Wales Service Review. This provided a baseline position of the NHS in Wales, focusing in particular on acute services, and indicated the need to develop a corporate approach to the strategic development of NHS Wales. As a result of this the NHS Wales Strategy Project Board was established, chaired by Mr Peter Gregory, Director of NHS Wales. The Board has the remit of proposing a framework that will support service delivery over the next 25 years, ensuring the long term sustainability of the NHS in Wales. This will take a whole systems approach to the NHS although the ground work is being progressed through a number of subgroups which are focusing on specific strands of the Project. Proposals for what is now being called the NHS Wales Strategy will be published in early 2001 when each of the subgroups have presented their conclusions.

7. The first subgroup to be established was the Acute Services Development Group, chaired by Dr Ruth Hall, CMO, with members drawn from Health Authorities and NHS Trusts, professional advisory groups, University of Wales College of Medicine, Local Government, Community Health Councils, staff organisations and the National Assembly. Since its inception in May 1999 the Group has explored the various challenges facing acute services within the NHS in terms of changing professional guidance and clinical practice; increasing health needs and activity levels; variations in access to services and service quality; workforce issues; interfaces with other parts of the system such as primary care; and the condition of hospital buildings in Wales.

8. A second subgroup will be developing the Primary Care Strategy alongside discussion about the findings of the Acute Services Development Group. This work is at an early stage but is an essential part of the overall NHS Wales Strategy and will be a key contributor to the Assembly's goal of improving community health and well being. It is a complex piece of work with limited baseline research to build upon, although an initial scoping exercise has identified the key themes for further development.

9. The third key strand of the project is an examination of the concept of demand management. The NHS Wales Strategy Project Board recognises the need to develop long term strategies for influencing the demand for health services as well as considering how best to develop the supply of health services. Developing a stronger conceptual framework for understanding demand and practical strategies for coping with, curtailing and creating more appropriate patterns of demand is essential to support the work of the primary care and acute

service development groups. This will build upon work currently being undertaken by the Waiting Times Strategy Development Group and the Emergency Pressures Task Force which are focusing on immediate responses in terms of demand management.

10. The NHS Wales Strategy Project is currently recruiting a project officer to support this work during the second half of this year.

11. The Project has also developed a series of workshops to engage stakeholders from inside and outside of the NHS in shaping thinking about the long term vision for the NHS in Wales. Four events called 'Creating the Climate' are to be run, one in each of the sub committee regions of the National Assembly during the last week of May and through June. Invitations to participate have been extended to National Assembly members.

12. The workshops are being run in conjunction with the Office for Public Management and will involve participants in an open simulation addressing the forces for change acting upon the health care system. It is hoped that between 4-500 people will be engaged in the strategy process through these events. It is also planned to run a consensus event later in the summer to pull together the outcome of the workshops and to enable the preparation of a first cut vision for the future. This will inform the "whole system" perspective of the Project.

13. Strategy development and policy formulation activities in a number of areas of the Assembly will play an important role in developing and implementing the NHS Wales Strategy.

### **Acute Services Development Group**

14. Dr Ruth Hall, Chair of the Acute Services Development Group and Mr Bob Hudson, Project Director, will be presenting their detailed findings and conclusions to the Committee. These will be published in due course in the form of a report to be issued for a three month consultation period. In summary, its recommendations for a framework for the future of acute general hospital services in Wales are as follows:

- Development of acute services within four "health economies" in Wales under the umbrella of a Wales wide "health economy". These "health economies" do not require management reorganisation and will recognise natural relationships between hospitals, reflecting existing clinical practices and/or known patient flows, within Wales and between Wales and England.
- Development of a network of hospital services within each of these "health economies" to ensure the viability of clinical services. These networks will combine access at LHG level for the most frequently used services such as outpatient services and day case treatment, with access at "health economy" level for acute services including in patient and major trauma. Within each "health economy" arrangements will also need to be put

in place to maintain capacity for elective and emergency care, possibly involving separation of these activity streams. This differentiated hospital model is proposed as the most practical means of providing safe and effective services as locally as possible.

- A new framework for capital funding to secure the major capital investment that will be needed to develop the acute services network within each "health economy". This should be based upon a strategic approach to PFI and publicly funded schemes for the development of networks within individual "health economies".
- Developing an integrated, vibrant intermediate care sector, maximising the ability of community hospitals to support primary care and to provide continuing care, with more effective links to acute services. To support this the development of a three way partnership for continuing care between the NHS, local government and the independent sector.

15. These recommendations are based on key assumptions with regard to future levels and patterns of expenditure, efficiency levels and demand management.

16. A suggested implementation plan is also included within the Report recommending the establishment of a number of demonstration or pilot projects to test out some of the new approaches that are being proposed.

## **Primary Care Strategy**

17. A number of the conclusions arising from the work of the Acute Services Development Group have implications for primary care and can be explored through the development of the Primary Care Strategy. Project management arrangements have recently been established to undertake this complex piece of work with the main challenge being the need to involve a wide range of stakeholders effectively in the development process. A comprehensive Directory of Stakeholders is currently being finalised to ensure that the appropriate people are involved in the right way throughout the project.

18. The project structure is shown at Annex A. The lead group for the project will be a Reference Group made up of key stakeholder representatives as shown at Annex B. This group, supported by an Assembly based Project Team, will be the main source of advice and expertise. Importantly, the Reference Group will oversee the planning of a number of stakeholder events across Wales aimed at involving an even wider range of individual practitioners, professional groups and organisational interests in formulating a framework of primary care.

19. Some of the themes that will be considered include:

- extending the scope of primary care, by exploring the role of all members of the primary care team and the interface with secondary care
- exploring the role of primary care in relation to demand management, knowledge brokering and commissioning
- the more effective exchange and integration of health and social care in primary care settings
- ensuring equitable local resources that meet need and address inequalities in access to primary care services
- promoting a pluralistic approach to the provision of primary care
- cultivating a pan Wales culture in primary care relationships to help disseminate best practice
- exploring the implications of the findings of the Acute Services Development Group for primary care, for example, continued sub specialisation in acute care, inclusion in clinical networks, and its role in providing intermediate care.
- identifying organisational development requirements, for example, in relation to the future role and responsibilities of Local Health Groups.

## **Compliance**

20. The conclusions of the Acute Services Development Group have a number of implications that will need to be addressed in the context of the overall strategy for NHS Wales. The National Assembly has powers undertake strategic review of health services in accordance with Sections 1 and 2 of the NHS Act 1977. This power was transferred to the First Secretary under the Government of Wales Act 1998 and has subsequently been delegated to the Assembly Secretary for Health and Social Services. The compliance issues of any more specific recommendations that emerge will need to be considered as and when the proposals are firmed up.

## **Finance**

21. There are no immediate financial implications for the Assembly. As the strategy is taken forward, the Assembly will need to consider the levels of investment required in the light of resources available and in the context of its other priorities

## **Cross Cutting Themes**

22. The fundamental goal of the Project is to develop proposals that will ensure the long term sustainability of the NHS. In exploring the future shape of the NHS Wales Strategy Project Board has incorporated views of other stakeholders at all levels and at all stages to ensure that its proposals fit within the wider context of improving health and well being in Wales, and reducing inequalities, particularly in terms of access to services.

## **Action**

23. The Committee is asked to offer its views on the conclusions of the Acute Services Development Group. The Committee is asked to note the progress in developing the Primary Care Strategy.

## **Contact Point**

24 .The contact point for queries is Bob Hudson, Director of the NHS Wales Strategy Project.

**Jane Hutt**

**Assembly Secretary for Health and Social Services**

**ANNEX A**

# **Primary Care Strategy - Project Structure**



**ANNEX B**

**REFERENCE GROUP FOR PRIMARY CARE STRATEGY**

**- PROPOSED CORE MEMBERSHIP**

*NB Although some stakeholder groups may not be fully represented on the Reference Group there will be more opportunities for involvement as the strategy progresses.*

<b>Stakeholder Groups</b>	<b>Nomination process</b>
<b>Chair</b>	to be confirmed
<b>General Medical Practitioners</b>	1 rep via RCGP
<b>Dental Practitioners</b>	1 rep via GPC Wales 1 rep via British Dental Association (Wales)
<b>Optometrists</b>	1 rep via Welsh Optometric Committee

<b>Pharmacists</b>	1 rep via Welsh Central Pharmaceutical Committee
<b>Practice Nurses</b>	1 rep via Welsh Nursing and Midwifery Committee
<b>Health Visitors</b>	1 rep via Welsh Nursing and Midwifery Committee
<b>District Nurses</b>	1 rep via Welsh Nursing and Midwifery Committee
<b>Therapists</b>	1 rep via All Wales Committee for Health Care Professionals
<b>Diagnosticians</b>	1 rep via Welsh Scientific Advisory Committee
<b>LHG Chairs</b>	1 rep via Secretary to LHG Chairs
<b>LHG General Managers</b>	1 rep via NHS Staff College group of LHG GMs
<b>Patient reps</b>	to be confirmed
<b>Community reps</b>	to be confirmed
<b>CHC</b>	1 rep via Association of Welsh CHCs
<b>Voluntary sector</b>	1 rep via Wales Council for Voluntary Action
<b>NHS Trust Chief Executive</b>	1 rep via Chair of Trusts Chief Executives Group
<b>NHS Trust Consultant Psychiatrist</b>	1 rep via Advisory Sub Committee on Mental Illness
<b>NHS Trust Consultant in Community Paediatrics</b>	to be confirmed
<b>Health Authority Chief Executive</b>	1 rep via Chair of Health Authority Chief Executives Group
<b>Health Authority Director of Public Health</b>	1 rep via Chair of All Wales Group
<b>Health Authority Director of Contractor Services</b>	1 rep via Chair of All Wales Group
<b>Local Authority - Director of Social Services</b>	1 rep via Welsh Local Government Association
<b>Academic / research input</b>	to be confirmed
<b>Acute Services Development Group - clinical input</b>	via Chair of Acute Services Development Group