

**National Council
for Hospice
and Specialist
Palliative Care
Services**

**The Palliative
Care Survey
1999**

August 2000

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Foreword

The Palliative Care Survey 1999 is an initiative of the Department of Health. It has brought together data from several sources in order to assist the New Opportunities Fund in its consideration of bids for funding under the Living with Cancer Programme as well as to inform future national policy for palliative care. It is now published in this form by the National Council for Hospice and Specialist Palliative Care Services for use by local hospice and specialist palliative care services and local commissioners in the expectation that it will assist local policy considerations.

This document contains two sections:

- A commentary and analysis on some aspects of the Survey prepared by the National Palliative Care Development Adviser of the National Council.
- A selection of data from the Survey which was assembled by the Department of Health for the New Opportunities Fund (this is also available on the Department of Health website www.doh.gov.uk/cancer).

Peter Tebbit

National Palliative Care Development Adviser

Background

Two surveys were commissioned by the Department of Health in 1999 to obtain a picture of the current level of provision for palliative care and Health Authority views about the adequacy of and need for such services. They were intended to assist the New Opportunities Fund in its consideration of bids for funding palliative care developments under the Living with Cancer Programme. It was also envisaged that together with data from the national collection of palliative care Minimum Data Sets (MDS) data they would provide an overall picture of the extent of palliative care provision across the country that would help to inform future development of national policy.

The New Opportunities Fund Palliative Care Assessors' Checklist which is published in full in this document draws upon data from all three of these sources as well as the Office of National Statistics (ONS) and the Deprivation Index compiled by the Department of the Environment, Transport and the Regions (DETR).

Footnote: The national collection of MDS data for hospice and specialist palliative care services is undertaken annually by the National Council for Hospice and Specialist Palliative Care Services jointly with the Hospice Information Service.

The Health Authority Survey

The survey focussed on the following matters:

- Policies for developing palliative care
- Access to specialist palliative care
- Adequacy of resources
- Quality of care
- Views on how NOF funds could best be used.

The data collected was particularly useful in providing information about the first two of these matters.

Policy Development

Health Authorities were reminded in EL(94)14, EL(95)22, EL(96)85 and most recently in HSC 1998/118 that they should have a palliative care strategy which is appropriate for their population and should have systems in place for monitoring their contracts with the NHS and the voluntary sector.

At the time of the survey strategies had not yet been published by one third of all Health Authorities (although some were in course of development). The percentage of Health Authorities per NHS Region stating that they had

Table 1
Percentage of Health Authorities with perceived shortages of specific service components

NHS Region	Day Care	Home Care	In-patient	Hospital Support
Eastern	63	75	38	75
London	31	63	63	75
North West	25	56	38	38
Northern & Yorkshire	54	38	38	46
South East	50	71	50	79
South West	38	38	50	50
Trent	45	64	82	64
West Midlands	38	31	50	54
England	41	55	52	60

agreed and published palliative care strategies ranged from 38% in London to 92% in West Midlands.

Access to Specialist Palliative Care

Health Authorities were asked whether in their view current services for in-patient care, day care, home care and hospital support were adequate in terms of access to them. Their individual responses are given in the NOF Assessors' Checklist. Summaries of the shortages of types of service component by each Region are set out in Table 1, above.

A national snapshot such as this clearly does not take account of local variation within a Health Authority's boundaries nor does it allow objective measures of comparison between health authorities about what constitutes 'adequate'.

It highlights the need for agreement on national standards of provision which take account of important factors such as the incidence of cancer deaths which vary by as much as 90% between Health Authorities. Also important is the relative economic and social deprivation of the area.

Despite these caveats however the overall message is clear. 96% of Health Authorities described their palliative care services as not yet adequate across the board. 15% felt they were struggling in developing all service components.

Table 2
Volume of service provision per NHS Region

Region	In-patient		Day care		Home care		Hospital support	
	Beds	Ranking	Places	Ranking	Nurses	Ranking	Nurses	Ranking
Eastern	36	7	11089	7	16.33	7	6.1	8
London	57	3	7157	8	20.76	4	9.3	2
North West	62	1	13456	6	17.32	5	9.1	3
Northern & Yorks	52	5	13673	4	17.24	6	6.8	6
South East	62	1	15568	2	25.40	2	7.0	5
South West	53	4	14103	3	29.86	1	6.5	7
Trent	34	8	16571	1	15.31	8	8.7	4
West Midland	39	6	13651	5	21.04	3	9.5	1
England	51		13088		20.74		7.9	

Volume of Service Provision

Two sources of data were used to produce the information contained in the NOF Assessors' Checklist.

- Analysis of data from the national collection of MDS data held by the National Council for Hospice and Specialist palliative care Services and the Hospice Information Service. This provided data about the number of beds and day care places.
- A telephone survey of units and teams across the NHS and voluntary sector which provide home care and hospital support services.

Key Findings

Table 2 shows the key findings. Data are aggregated for each NHS Region and shown on a comparative basis as follows:

- In-patient care – beds per million population
- Day care – day care places per year per million population
- Home care – WTE of community based specialist palliative care nurses
- Hospital support – WTE of hospital based specialist palliative care nurses

Commentary

In-Patient Services

Table 2 reveals that there is considerable variation in the provision of beds between Regions i.e. 82% more beds in the North West and the South East than in Trent. While some variation is to be expected, it is unlikely that such a large variation reflects actual differences in aggregate health needs of the populations.

Since the ratios of beds to population are calculated on a regional basis, it is certain that ratios calculated on a Health Authority basis would reveal even wider variations.

Day Care Services

The ratios of day care places show considerable regional variation i.e. 131% more places in Trent than in London. Again, it is unlikely that such variation is a response to differing levels of identified local need.

Home Care Services

In Table 2 the number of nurses are expressed in Whole Time Equivalents as a ratio to million population served. It will be seen that as for other service components there are large regional variations i.e. nearly 100% more nurses per

million population in the South West than in Trent.

The telephone survey also revealed the following:

- For doctors working in home care teams the variation was even more marked i.e. the ratio of doctor sessions per million population in the North West is 3.18 whereas in London it is 13.77 – over 400% greater.
- All home care teams have nurses in them but only some have doctors, social workers or other professionals as members.
- While around half of all nurses work in teams with a doctor, only one quarter work in teams that have both doctors and social workers as team members.
- As far as 24 hour cover is concerned there is much regional variation with only 4% of all nurses in the North West and Northern and Yorkshire working in teams which provide out of hours cover compared with 45% of nurses in teams in London.

Hospital Support

It will be noted from Table 2 that there is similar variation as for the other service components i.e. the ratio of nurses to population is more than 50% greater in West Midlands than in Eastern.

The telephone survey also revealed the following:

- The ratio of doctor sessions per million population varies from 7.9 up to 21.1 when calculated on a regional basis i.e. a 200% difference.
- The percentage of nurses who work in teams with doctors is 71% and there is comparatively little variation around that when analysed on a regional basis i.e. the percentage ranges from 69% in North West up to 82% in South West.

Access to Services

Data is available from the MDS national collection which enables estimates to be made of the numbers of patients who gain access to particular service components. However, while such estimates can be taken to provide a reliable guide to the numbers of patients gaining access nationally, they do not provide equally reliable information about access on a regional or health authority basis. This is because the data is collected and aggregated for the units and teams which lie geographically within each health authority area. Whereas the reality is that catchment areas for specific services transcend regional and health authority boundaries.

This highlights a major data deficiency if an accurate assessment is to be made of the service deficiencies for particular populations. A national collection would be necessary of the post codes of place of residence of patients who gain access to specific palliative care service components.

Factors Influencing the Need for Services

The NOF Assessors' Checklist provides information about the incidence of cancer deaths and the relative social deprivation as expressed by the DETR index for local authorities. These two factors are likely to be important influences on the volume of provision required to meet local needs. The following examples demonstrate that:

Example 1

The incidence of cancer deaths varies from 183 deaths per year per 100,000 population in Kensington, Chelsea and Westminster HA up to 353 in Isle of Wight HA. If that statistic is a good indicator of palliative care need for those with cancer, it could be expected that the ratio of volume of service provision to population would need to reflect that.

Example 2

There is some evidence that up to twice the resources are needed to support patients at home in areas of acute deprivation compared with the most affluent areas. When that factor is brought together with the incidence of cancer deaths, it can be concluded that the variation in the volume of resources to meet palliative care needs in the community will need to be over 100% e.g. Gateshead & Tyneside HA which has 337 cancer deaths per 100,000 population and relatively high social deprivation may need well over twice the resources needed by Mid & North Hants HA which has 219 cancer deaths per 100.000 and relatively no social deprivation.

Key Messages

The Palliative Care Survey gives a clear picture of current palliative care provision and Health Authority views about it. The key messages appear to be:

- Service provision assessed on a regional basis reveals widely divergent service volumes in respect of all service components.
- The regional aggregate data disguise even greater divergence between health authority areas and catchment populations for specific services.
- It is unlikely that the differing levels of provision reflect differing levels of need.
- The evidence-based requirement for multi-professional specialist teams to be available in all care settings has yet to be achieved – many specialist nurses are still working in isolation particularly in the community.
- Out of hours cover by specialist teams is deficient almost everywhere.
- Collection of post codes of patient residence is required if accurate information is to be obtained about current access to specific services.
- The volume of provision required for given populations is likely to vary considerably in the light of local factors, e.g. incidence of cancer deaths and/or social deprivation.

The New Opportunities Fund Palliative Care – Assessors' Checklist

Prepared by the Department of Health for the New Opportunities Fund

In association with the National Council for Hospice and Specialist Palliative Care Services and the Hospice Information Service

December 1999

The checklist on the following pages has been compiled by the Department of Health as a look up table for use by the New Opportunities Fund.

It provides basic data about palliative care in each Health Authority in England. It includes local information about cancer deaths and levels of social deprivation. It also includes information about the current level of day care; home care; specialist in patient beds and hospital support provided in each region, together with the purchaser's (Health Authority) perception of how adequately current services meet the needs of their populations.

This checklist can be used to compare the following across Health Authorities in England:

- **Cancer deaths** – Both the death rate (unadjusted) and total cancer deaths in each Health Authority in 1998.
- **Deprivation** – The deprivation ranking in Local Authorities within each Health Authority in 1998.
- **Palliative Care Provision** – Levels of palliative care (Day Care; home Care; IP beds & Hospital Support) in 1999.

To obtain a picture of each Health Authority, read across the line. In the box below you will find a key describing the type and source of data contained in the tables and in Notes for Guidance beginning on page 26 you will find a fuller description of the terms used.

Key

Death Rate: Crude Death Rate per 100,000 population unadjusted for age/sex (1998)
Source ONS.

Deprivation: DETR (1998) deprivation ranking:- Liverpool 1 = Worst, Various 310 = Best

Day Care: Places per 100,000 population in England & relevant region. Source Hospice Information Service/National Council for Hospice and Specialist Palliative Care Services

Home Care: Nurses per million population in England & relevant region. Source Hospice Information Service

Specialist IP Beds: Specialist IP palliative Care beds per million population in England and relevant region. Source Hospice Information Service/National Council for Hospice and Specialist Palliative Care Services

Hospital Support Teams: Nurses per million population in England and relevant region.
Source Hospice Information Service

Health Authority views on provision: Commissioner view of current level of provision. Source Dept of Health Palliative Care Survey May 1999.

Eastern Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Norfolk	258	291	2275	<i>Great Yarmouth</i> <i>Breckland</i> <i>Broadland</i> <i>King's Lynn</i> <i>North Norfolk</i> <i>Norwich</i>	82 276 288 205 248 66
Suffolk	258	251	1687	<i>Babergh</i> <i>Forest Heath</i> <i>Ipswich</i> <i>Mid Suffolk</i> <i>St Edmundsbury</i> <i>Suffolk Coast</i> <i>Waveney</i>	310= 257 89 236 309 241 121
Cambridgeshire	258	208	1644	<i>Cambridge</i> <i>East Cambridgeshire</i> <i>Fenland</i> <i>Huntingdon</i> <i>South Cambridgeshire</i> <i>Peterborough</i>	149 214 133 262 221 135
North Essex	258	266	2386	<i>Chelmsford</i> <i>Colchester</i> <i>Epping Forest</i> <i>Harlow</i> <i>Maldon</i> <i>Tendring</i> <i>Uttlesford</i> <i>Braintree</i>	310= 301 150 84 202 134 310= 294
South Essex	258	254	1798	<i>Basildon</i> <i>Brentwood</i> <i>Castle Point</i> <i>Southend</i> <i>Thurrock</i>	131 310= 173 104 95
Bedfordshire	258	202	1126	<i>Mid Bedfordshire</i> <i>Bedford</i> <i>South Bedfordshire</i> <i>Luton</i>	305 218 189 72
East & North Hertfordshire	258	249	1242	<i>East Hertfordshire</i> <i>North Hertfordshire</i> <i>Broxbourne</i> <i>Stevenage</i> <i>Welwyn Hatfield</i>	310= 310= 242 157 310=
West Hertfordshire	258	227	1212	<i>Dacorum</i> <i>St Albans</i> <i>Three Rivers</i> <i>Watford</i> <i>Hertsmere</i>	310= 302 297 203 303

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1109	n/a	Short	21	16	n/a	Short	51	36	n/a	Short	8	6	n/a	Short
1320	1109	n/a	Waveney Partial shortage	21	16	n/a	Short Waveney	51	36	n/a	Short Waveney only	8	6	n/a	Short Waveney only
1320	1109	n/a	Short	21	16	n/a	Short	51	36	n/a	Short	8	6	n/a	Short
1320	1109	n/a	Short	21	16	n/a	OK	51	36	n/a	Short	8	6	n/a	Short
1320	1109	n/a	Short	21	16	n/a	Short	51	36	n/a	Short	8	6	n/a	Short
1320	1109	n/a	OK	21	16	n/a	Short	51	36	n/a	OK	8	6	n/a	Short
1320	1109	n/a	OK	21	16	n/a	OK	51	36	n/a	OK	8	6	n/a	OK
1320	1109	n/a	OK	21	16	n/a	Short	51	36	n/a	OK	8	6	n/a	Short

London Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Barking & Havering	258	287	1102	<i>Barking & Dagenham Havering</i>	<i>15 143</i>
Barnet	258	217	719	<i>Barnet</i>	<i>130</i>
Bexley & Greenwich	258	255	1102	<i>Bexley Greenwich</i>	<i>148 11</i>
Brent & Harrow	258	192	892	<i>Brent Harrow</i>	<i>20 145</i>
Bromley	258	262	778	<i>Bromley</i>	<i>179</i>
Camden & Islington	258	215	789	<i>Camden Islington</i>	<i>17 10</i>
Croydon	258	214	723	<i>Croydon</i>	<i>88</i>
Ealing, Hammersmith & Hounslow	258	196	1314	<i>Ealing Hammersmith & Fulham Hounslow</i>	<i>36 18 59</i>
East London & The City	258	197	1205	<i>City of London Hackney Newham Tower Hamlets</i>	<i>183 4 2 6</i>
Enfield & Haringey	258	196	954	<i>Enfield Haringey</i>	<i>70 13</i>
Hillingdon	258	228	573	<i>Hillingdon</i>	<i>120</i>
Kensington & Chelsea and Westminster	258	183	717	<i>Kensington & Chelsea City of Westminster</i>	<i>63 57</i>
Kingston & Richmond	258	225	750	<i>Kingston Upon Thames Richmond Upon Thames</i>	<i>220 156</i>
Lambeth, Southwark & Lewisham	258	205	1527	<i>Lambeth Lewisham Southwark</i>	<i>12 14 8</i>
Merton, Sutton & Wandsworth	258	232	1457	<i>Merton Sutton Wandsworth</i>	<i>122 284 30</i>
Redbridge & Waltham Forest	258	217	984	<i>Redbridge Waltham Forest</i>	<i>90 22</i>

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	716	n/a	Short	21	21	N/a	Short	51	57	n/a	Short	8	9	n/a	Short
1320	716	n/a	Adeq	21	21	n/a	Adeq	51	57	n/a	Short	8	9	n/a	Short
1320	716	n/a	Short	21	21	n/a	Adeq	51	57	n/a	Short	8	9	n/a	Adeq
1320	716	n/a	Adeq	21	21	n/a	Short	51	57	n/a	Short	8	9	n/a	Short
1320	716	n/a	Adeq	21	21	n/a	Short	51	57	n/a	Adeq	8	9	n/a	Short
1320	716	n/a	Adeq	21	21	n/a	Short	51	57	n/a	Adeq	8	9	n/a	Short
1320	716	n/a	Adeq	21	21	n/a	Short	51	57	n/a	Adeq	8	9	n/a	Short
1320	716	n/a	Short	21	21	n/a	Short	51	57	n/a	Short	8	9	n/a	Short
1320	716	n/a	OK	21	21	n/a	Short	51	57	n/a	Short	8	9	n/a	Short
1320	716	n/a	OK	21	21	n/a	Short	51	57	n/a	Short	8	9	n/a	OK
1320	716	n/a	Short	21	21	n/a	OK	51	57	n/a	OK	8	9	n/a	Short
1320	716	n/a	OK	21	21	n/a	Part short	51	57	n/a	OK	8	9	n/a	OK
1320	716	n/a	OK	21	21	n/a	Short	51	57	n/a	OK	8	9	n/a	OK
1320	716	n/a	OK	21	21	n/a	Short	51	57	n/a	OK	8	9	n/a	OK
1320	716	n/a	Short	21	21	n/a	Short	51	57	n/a	Short	8	9	n/a	Short

North West Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Bury & Rochdale	258	256	1002	<i>Bury Rochdale</i>	116 29
East Lancashire	258	263	1342	<i>Burnley Hyndburn Pendle Ribble Valley Rossendale Blackburn</i>	65 76 99 310 107 41
Liverpool	258	299	1379	<i>Liverpool</i>	1
Manchester	258	272	1168	<i>Manchester</i>	3
Morecambe Bay	258	283	879	<i>Barrow in Furness South Lakeland Lancaster</i>	55 310= 125
North Cheshire	258	270	842	<i>Warrington</i>	128
North West Lancashire	258	298	1391	<i>Preston Blackpool Wyre</i>	68 51 184
Salford & Trafford	258	283	1262	<i>Salford Trafford</i>	23 129
Sefton	258	304	874	<i>Sefton</i>	54
South Cheshire	258	263	1770	<i>Congleton Macclesfield Vale Royal Chester Crewe & Nantwich Ellesmere Port & Neston</i>	271 240 132 293 272 126
South Lancashire	258	219	686	<i>West Lancashire South Ribble Chorley</i>	160 181 144
St Helens & Knowsley	258	280	932	<i>St Helens Knowsley</i>	45 9
Stockport	258	267	783	<i>Stockport</i>	177
West Pennine	258	279	1317	<i>Oldham Tameside</i>	33 53
Wigan & Bolton	258	249	1439	<i>Wigan Bolton</i>	85 47
Wirral	258	313	1025	<i>Wirral</i>	44

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1346	n/a	Short	21	17	n/a	Short	51	62	n/a	Short	8	9	n/a	Short
1320	1346	n/a	Short	21	17	n/a	Short	51	62	n/a	OK	8	9	n/a	OK
1320	1346	n/a	OK	21	17	n/a	OK	51	62	n/a	OK	8	9	n/a	OK
1320	1346	n/a	Short	21	17	n/a	Short	51	62	n/a	Short	8	9	n/a	Short
1320	1346	n/a	OK	21	17	n/a	Short	51	62	n/a	OK	8	9	n/a	OK
1320	1346	n/a	n/a	21	17	n/a	n/a	51	62	n/a	n/a	8	9	n/a	n/a
1320	1346	n/a	OK	21	17	n/a	OK	51	62	n/a	OK	8	9	n/a	OK
1320	1346	n/a	OK	21	17	n/a	OK	51	62	n/a	OK	8	9	n/a	OK
1320	1346	n/a	OK	21	17	n/a	OK	51	62	n/a	Short	8	9	n/a	OK
1320	1346	n/a	Short	21	17	n/a	Short	51	62	n/a	OK	8	9	n/a	Short
1320	1346	n/a	Short	21	17	n/a	Short	51	62	n/a	Short	8	9	n/a	Short
1320	1346	n/a	OK	21	17	n/a	Short	51	62	n/a	Short	8	9	n/a	Short
1320	1346	n/a	OK	21	17	n/a	Short	51	62	n/a	OK	8	9	n/a	Short
1320	1346	n/a	OK	21	17	n/a	OK	51	62	n/a	Short	8	9	n/a	Short
1320	1346	n/a	OK	21	17	n/a	OK	51	62	n/a	OK	8	9	n/a	OK

Northern & Yorkshire Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Bradford	258	255	1232	<i>Bradford</i>	28
Calderdale & Kirklees	258	252	1470	<i>Calderdale Kirklees</i>	96 80
County Durham	258	293	1781	<i>Durham Darlington Chester le Street Easington Sedgefield Derwentside Teesdale Wear Valley</i>	155 113 139 52 108 79 193 61
East Riding	258	295	1695	<i>East Riding Kingston Upon Hull</i>	275 26
Gateshead & Tyneside	258	337	1192	<i>Gateshead South Tyneside</i>	35 38
Leeds	258	255	1852	<i>Leeds</i>	56
Newcastle & North Tyneside	258	313	1469	<i>Newcastle North Tyneside</i>	19 62
North Cumbria	258	297	949	<i>Allerdale Carlisle Copeland Eden</i>	102 140 106 192
North Yorkshire	258	261	1938	<i>Ryedale Scarborough York Craven Hambleton Harrogate Selby Richmondshire</i>	268 172 310= 230 310= 270 310= 310=
Northumberland	258	306	947	<i>Wansbeck Tynedale Alnwick Berwick upon Tweed Castle Morpeth Blyth Valley</i>	58 229 170 152 299 94
Sunderland	258	318	929	<i>Sunderland</i>	21
Tees	258	285	1586	<i>Middlesbrough Stockton-on-Tees Hartlepool Redcar & Cleveland</i>	24 49 37 43
Wakefield	258	259	826	<i>Wakefield</i>	74

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1367	n/a	Short	21	17	n/a	Short	51	52	n/a	Short	8	7	n/a	
1320	1367	n/a	OK	21	17	n/a	OK	51	52	n/a	Short	8	7	n/a	OK
1320	1367	n/a	OK	21	17	n/a	Short	51	52	n/a	OK	8	7	n/a	Short
1320	1367	n/a	Short	21	17	n/a	Short	51	52	n/a	Short	8	7	n/a	OK
1320	1367	n/a	Short	21	17	n/a	Short	51	52	n/a	OK	8	7	n/a	Short
1320	1367	n/a	Short	21	17	n/a	OK	51	52	n/a	Short	8	7	n/a	Short
1320	1367	n/a	Short	21	17	n/a	OK	51	52	n/a	Short	8	7	n/a	Short
1320	1367	n/a	Short	21	17	n/a	Short	51	52	n/a	Short	8	7	n/a	Short
1320	1367	n/a	Short	21	17	n/a	Short	51	52	n/a	OK	8	7	n/a	Short
1320	1367	n/a	Short	21	17	n/a	OK	51	52	n/a	OK	8	7	n/a	OK
1320	1367	n/a	Short	21	17	n/a	Short	51	52	n/a	Short	8	7	n/a	
1320	1367	n/a	OK	21	17	n/a	OK	51	52	n/a	OK	8	7	n/a	OK
1320	1367	n/a	OK	21	17	n/a	OK	51	52	n/a	OK	8	7	n/a	OK

South East Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Berkshire	258	200	1604	Slough Reading Windsor & Maidenhead Newbury Wokingham	100 112 217 227 310=
Buckinghamshire	258	213	1454	Aylesbury Vale Chiltern South Buckinghamshire Wycombe Milton Keynes	310= 310= 208 290 219
East Kent	258	307	1843	Shepway Dover Canterbury Thanet Medway Towns Ashford	127 103 190 64 124 186
East Surrey	258	257	1078	Tandridge Reigate & Banstead Elmbridge Mole Valley Epsom & Ewell	269 289 310= 201 310
East Sussex	258	311	2325	Brighton & Hove Rother Lewes Eastbourne Hastings Wealden	60 216 260 176 81 225
Isle of Wight	258	353	448	Isle of Wight	98
Northamptonshire	258	248	1525	Corby Daventry East Northamptonshire South Northamptonshire Northampton Wellingborough	101 310= 300 310= 169 258
Mid & North Hampshire	258	219	1219	Hart Rushmoor East Hants Test Valley Winchester Basingstoke & Deane	310= 255 257 310= 228 310=

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1557	n/a	OK	21	25	n/a	OK	51	62	n/a	Short	8	7	n/a	Short
1320	1557	n/a	Short	21	25	n/a	OK	51	62	n/a	Short	8	7	n/a	Short
1320	1557	n/a	Short	21	25	n/a	OK	51	62	n/a	Short	8	7	n/a	Short
1320	1557	n/a	OK	21	25	n/a	Short	51	62	n/a	OK	8	7	n/a	OK
1320	1557	n/a	Short	21	25	n/a	Short	51	62	n/a	Short	8	7	n/a	Short
1320	1557	n/a	Short	21	25	n/a	Short	51	62	n/a	OK	8	7	n/a	Short
1320	1557	n/a	OK	21	25	n/a	Short	51	62	n/a	Short	8	7	n/a	OK
1320	1557	n/a	OK	21	25	n/a	OK	51	62	n/a	OK	8	7	n/a	OK

South East Region continues on page 18

South East Region continued

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Oxfordshire	258	221	1363	<i>Cherwell</i> <i>Oxford</i> <i>South Oxfordshire</i> <i>Vale of White Horse</i> <i>West Oxfordshire</i>	310= 147 191 283 282
Portsmouth	258	270	1471	<i>Portsmouth</i> <i>Gosport</i> <i>Fareham</i>	75 168 310=
Southampton	258	258	1398	<i>Southampton</i> <i>New Forest</i> <i>Eastleigh</i> <i>Test Valley</i>	78 198 310= 310=
West Kent	258	236	2302	<i>Sevenoaks</i> <i>Gravesham</i> <i>Maidstone</i> <i>Tunbridge Wells</i> <i>Tonbridge & Malling</i> <i>Swale</i> <i>Rochester</i> <i>Dartford</i>	180 138 237 264 238 109 257 154
West Surrey	258	233	1490	<i>Surrey Heath</i> <i>Elmbridge</i> <i>Guildford</i> <i>Runnymede</i> <i>Spelthorne</i> <i>Waverley</i> <i>Woking</i>	310= 310= 239 178 307 310= 310=
West Sussex	258	290	2177	<i>Crawley</i> <i>Horsham</i> <i>Worthing</i> <i>Mid Sussex</i>	245 265 279 310=

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1557	n/a	Short	21	25	n/a	Short	51	62	n/a	Short	8	7	n/a	Short
1320	1557	n/a	Short	21	25	n/a	Short	51	62	n/a	Short	8	7	n/a	OK
1320	1557	n/a	Short	21	25	n/a	Short	51	62	n/a	Short	8	7	n/a	Short
1320	1557	n/a	OK	21	25	n/a	Short	51	62	n/a	OK	8	7	n/a	Short
1320	1557	n/a	OK	21	25	n/a	OK	51	62	n/a	OK	8	7	n/a	Short
1320	1557	n/a	Short	21	25	n/a	Short	51	62	n/a	OK	8	7	n/a	Short

South West Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Avon	258	248	2480	<i>Bath & North East Somerset</i> <i>Bristol</i>	278 69
Cornwall	258	295	1447	<i>North Cornwall</i> <i>Penwith</i> <i>Restormel</i> <i>Isles of Scilly</i>	146 77 115 267
Dorset	258	314	2173	<i>Poole</i> <i>Bournemouth</i> <i>Weymouth and Portland</i> <i>East Dorset</i> <i>North Dorset</i> <i>Purbeck</i> <i>West Dorset</i>	281 105 174 197 285 206 247
Gloucestershire	258	249	1389	<i>South Gloucestershire</i> <i>Stroud</i> <i>Cheltenham</i> <i>Tewksbury</i> <i>Cotswold</i> <i>Gloucester</i> <i>Forest of Dean</i>	7 310= 224 194 277 136 232
North & East Devon	258	310	1484	<i>West Devon</i> <i>Teignbridge</i> <i>Torrige</i> <i>Mid Devon</i> <i>East Devon</i> <i>North Devon</i>	234 195 167 252 280 226
Somerset	258	284	1388	<i>North Somerset</i> <i>South Somerset</i> <i>Taunton Deane</i> <i>West Somerset</i>	261 249 256 163
South & West Devon	258	299	1759	<i>Torbay</i> <i>Exeter</i> <i>Plymouth</i>	97 171 83
Wiltshire	258	228	1381	<i>Swindon</i> <i>Kennet</i> <i>North Wiltshire</i> <i>Salisbury</i> <i>West Wiltshire</i>	231 310= 250 222 310=

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1410	n/a	OK	21	30	n/a	OK	51	53	n/a	Short	8	7	n/a	Short
1320	1410	n/a	Short	21	30	n/a	Short	51	53	n/a	OK	8	7	n/a	OK
1320	1410	n/a	OK	21	30	n/a	OK	51	53	n/a	OK	8	7	n/a	OK
1320	1410	n/a	OK	21	30	n/a	Short	51	53	n/a	Short	8	7	n/a	OK
1320	1410	n/a	Short	21	30	n/a	Short	51	53	n/a	Short	8	7	n/a	Short
1320	1410	n/a	Short	21	30	n/a	OK	51	53	n/a	OK	8	7	n/a	OK
1320	1410	n/a	Short	21	30	n/a	Short	51	53	n/a	Short	8	7	n/a	
1320	1410	n/a	OK	21	30	n/a	OK	51	53	n/a	OK	8	7	n/a	OK

Trent Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Barnsley	258	306	699	<i>Barnsley</i>	42
Doncaster	258	275	799	<i>Doncaster</i>	39
Leicestershire	258	218	2028	<i>Leicester</i> <i>Rutland</i> <i>Melton</i> <i>North West Leicestershire</i> <i>Oadby & Wigston</i> <i>Blaby</i> <i>Charnwood</i> <i>Harborough</i> <i>Hinckley & Bosworth</i>	32 310= 185 161 235 308 310= 310= 292
Lincolnshire	258	287	1786	<i>South Kesteven</i> <i>West Lindsey</i> <i>Boston</i> <i>East Lindsey</i> <i>Lincoln</i> <i>North Kesteven</i> <i>South Holland</i>	310= 207 153 166 46 254 253
North Derbyshire	258	283	1049	<i>High Peak</i> <i>Amber Valley</i> <i>Bolsover</i> <i>Chesterfield</i> <i>North East Derbyshire</i>	188 158 86 91 141
North Nottinghamshire	258	284	1103	<i>Gedling</i> <i>Bassetlaw</i> <i>Mansfield</i> <i>Newark</i>	175 123 67 159
Nottingham	258	259	1664	<i>Rushcliffe</i> <i>Broxtowe</i> <i>Nottingham</i>	274 187 16
Rotherham	258	265	673	<i>Rotherham</i>	50
Sheffield	258	283	1053	<i>Sheffield</i>	25
South Humberside	258	294	907	<i>North East Lincolnshire</i> <i>North Lincolnshire</i>	73 111
South Derbyshire	258	249	1412	<i>South Derbyshire</i> <i>Derby</i>	264 71

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1657	n/a	OK	21	15	n/a	OK	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	Short	21	15	n/a	Short	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	OK	21	15	n/a	OK	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	Short	21	15	n/a	Short	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	Short	21	15	n/a	Short	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	Short	21	15	n/a	Short	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	OK	21	15	n/a	OK	51	34	n/a	OK	8	9	n/a	OK
1320	1657	n/a	OK	21	15	n/a	Short	51	34	n/a	OK	8	9	n/a	OK
1320	1657	n/a	OK	21	15	n/a	OK	51	34	n/a	Short	8	9	n/a	OK
1320	1657	n/a	OK	21	15	n/a	Short	51	34	n/a	Short	8	9	n/a	Short
1320	1657	n/a	Short	21	15	n/a	Short	51	34	n/a	Short	8	9	n/a	OK

West Midlands Region

Cancer deaths and levels of deprivation					
Health Authority	Cancer Death Rate (Cancer deaths per 100k pop All Ages ICD 140-208)			Deprivation Ranking (DETR Index)	
	Eng	HA	Deaths (All ages)	Local Authority	Rank
Birmingham	258	243	2467	<i>Birmingham</i>	5
Coventry	258	245	747	<i>Coventry</i>	40
Dudley	258	268	834	<i>Dudley</i>	110
Herefordshire	258	282	473	<i>Herefordshire</i>	196
North Staffordshire	258	288	1349	<i>South Staffordshire</i> <i>Staffordshire Moorlands</i> <i>Newcastle under Lyme</i> <i>Stoke on Trent</i> <i>Stafford</i>	215 200 142 48 210
Sandwell	258	295	856	<i>Sandwell</i>	7
Shropshire	258	264	1137	<i>Shrewsbury & Atcham</i> <i>South Shropshire</i> <i>Bridgnorth</i> <i>North Shropshire</i> <i>Oswestry</i>	304 211 298 286 273
Solihull	258	245	504	<i>Solihull</i>	263
South Staffordshire	258	251	1489	<i>East Staffordshire</i> <i>Tamworth</i> <i>Lichfield</i> <i>Cannock Chase</i>	182 164 283 118
Walsall	258	264	690	<i>Walsall</i>	31
Warwickshire	258	250	1269	<i>Rugby</i> <i>Stratford on Avon</i> <i>Warwick</i> <i>North Warwickshire</i> <i>Nuneaton & Bedworth</i>	310= 204 310= 114 119
Wolverhampton	258	281	679	<i>Wolverhampton</i>	27
Worcestershire	258	244	1311	<i>Worcester</i> <i>Malvern Hills</i> <i>Wychavon</i>	212 244

Current levels of palliative care provision and health authority views on its adequacy

Day Care Provision (Places per 100k pop.)				Home Care Provision (Nurses per million pop.)				Specialist IP Beds (Beds per million Pop)				Hospital Palliative Care Support Team (Nurses per million pop.)			
Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view	Eng	RO	HA	HA view
1320	1365	n/a	Short	21	21	n/a	Short	51	39	n/a	OK	8	10	n/a	Short
1320	1365	n/a	OK	21	21	n/a	OK	51	39	n/a	Short	8	10	n/a	OK
1320	1365	n/a	OK	21	21	n/a	OK	51	39	n/a	OK	8	10	n/a	OK
1320	1365	n/a	OK	21	21	n/a	OK	51	39	n/a	OK	8	10	n/a	OK
1320	1365	n/a	Short	21	21	n/a	Short	51	39	n/a	OK	8	10	n/a	Short
1320	1365	n/a	Short	21	21	n/a	Short	51	39	n/a	Short	8	10	n/a	Short
1320	1365	n/a	OK	21	21	n/a	Short	51	39	n/a	OK	8	10	n/a	Short
1320	1365	n/a	Short	21	21	n/a	OK	51	39	n/a	OK	8	10	n/a	Short
1320	1365	n/a	Short	21	21	n/a	Short	51	39	n/a	OK	8	10	n/a	?
1320	1365	n/a	OK	21	21	n/a	OK	51	39	n/a	OK	8	10	n/a	OK
1320	1365	n/a	Short	21	21	n/a	OK	51	39	n/a	OK	8	10	n/a	Short
1320	1365	n/a	Short	21	21	n/a	OK	51	39	n/a	OK	8	10	n/a	OK
1320	1365	n/a	Short	21	21	n/a	Short	51	39	n/a	Short	8	10	n/a	Short

Notes for Guidance

The grid set out on pages 10 to 27 has been prepared to provide context to NOF assessors when considering applications for palliative care projects. It will also be useful to commissioners and local providers in developing palliative care strategy for inclusion in the Health Improvement Programme.

The table provides data on two aspects of palliative care:

■ Population needs

The number of deaths from cancer and the degree of social deprivation both have a bearing on the need for care by each community.

■ Palliative Care Services currently provided

This table provides indicators of the level of provision at national and regional level for the main components of palliative care: day care; home care; specialist in-patient care and hospital support.

The following data is provided on the grid.

Population needs

Region

The populations of the NHS Regions are:

Eastern	5,377,003
London	7,187,272
North West	6,603,991
Northern & Yorkshire	6,339,044
South East	8,619,633
South West	4,901,316
Trent	5,133,802
West Midlands	5,332,521

Health Authorities

Health Authorities are those in place at 1 April 1999. Their populations, including % deaths over 60 and % deaths at home are available on request. (Source: Department of Health Statistical Office)

Death Rate

These 1998 rates contains deaths per 100k population for malignant neoplasms (ICD 140 - 208) in all ages in England and the Health Authority concerned. The rate given is not adjusted for age & sex. (Source: Office of National Statistics)

Deprivation

In 1997, the Department of the Environment, Transport and the Regions commissioned a team from the University of Manchester to update the index of local conditions and align it with local authority boundaries. The local authorities within the boundaries of each Health Authority have been listed together with the English ranking attributed by this DETR index. The index ranking is constructed so that low numbers reflect high deprivation and vice versa. Liverpool is ranked as the most deprived in England with a score of 1. Several districts and unitary authorities jointly share the score of 310 indicating the lowest level of deprivation. (Source: Index of Local Deprivation DETR 1998)

Current Palliative Care Services in England

Numerical Indicators

In 1999 a joint study by the National Council for Hospice and Specialist Palliative Care Services and the Hospice Information Service at St Christopher's Hospice was undertaken. It analysed data contained in the specialist palliative care Minimum Data Set (a data set recommended by the Department of Health in EL(96)85) and data obtained from a supplementary telephone survey of home care and hospital support teams.

An estimate of the level of provision for England as a whole and in each of the eight regions was made for the following categories of care. Extrapolation of the results has been employed for those data items where the response rate was less than 100%.

- Day Care
- Home Care
- Specialist In-Patient Care
- Hospital Support Teams

The definitions currently used for each of these categories of palliative care and the indicators used for each category are described below. Data were not available nationally at Health Authority level to enable analysis to be done at this level of detail. A blank column Health Authority has been left in the expectation that local applicants for NOF funding may be able to provide this data. If provided, the tables will be updated to include that information.

Cautionary Note: These indicators cover large populations and cannot take account of local variations in provision. They are also estimates

Health Authority Evaluation of services

In 1999 the Department of Health undertook a national stock take of the state of development of palliative care services across England. All 99 Health Authorities in England participated and described services currently provided. This data

was then mapped in collaboration with the Office of National Statistics. Health Authorities also described their evaluation of the degree to which current services meet local population needs. These evaluations have also been summarised against each category of care for each Health Authority. " Short" indicates the Health Authority believes services are not yet adequately provided while " OK " indicates the Health Authority has not identified areas of deficit for that category of care.

Cautionary note: The populations of some Health Authorities exceed one million. It was not possible therefore for the larger Health Authorities to give one composite answer for all local populations. The evaluation of need should be used therefore as a general indication. Detailed information on where Health Authorities believed there are local pockets of deprivation are available on request.

The following four paragraphs summarise the definition of services used and the numerical indicator used

Day Care

Definition: Specialist palliative day care is a service which enhances the independence and quality of life of patients through rehabilitation, physiotherapy and occupational therapy, the management and monitoring of symptoms and the provision of psychosocial support. It is set in a context of social interaction, mutual support and friendship. It may provide physical care e.g. bathing and respite to home carers.

Indicator used: New Patients per million population served. Numerator – New day care patients recorded in MDS in 1998 extrapolated to 100% of day care providers. Denominator – 1998 resident population in England or relevant Region (Populations have not been adjusted to account for cross boundary flows)

Home Care

Definition: Specialist palliative home care is a service which provides specialist knowledge in symptom management, control and support, supplements the care of the dying, co ordinates

care and provides emotional and bereavement support and teaching to staff, carers and patients.

Indicator used: Nursing staff per million population served. Numerator – Nursing staff WTE from the 1999 telephone survey extrapolated to 100% of home care providers. Denominator – 1998 resident population in England or relevant Health Authority. (Populations have not been adjusted to account for cross boundary flows.)

Hospice and Specialist Palliative In-patient Care

Definition: This is a service which provides care for those patients whose distressing symptoms and other complex needs are not readily relieved in the home or other care settings. Its focus will be on symptom control, short term health assessment, rehabilitation, terminal care and respite care.

Indicator used: Beds provided per million population. Numerator – Specialist IP beds recorded in MDS in 1998 extrapolated to 100% of day care providers. Denominator – 1998 resident population of England or relevant Region. (Populations have not been adjusted to account for cross boundary flows.)

Hospital Support

Definition used: The hospital palliative care team's function is to work with other specialities in the hospital, giving advice on symptom control, supporting staff as well as patients and their families/carers, and providing technical expertise and sometimes a bereavement support service. Additionally, most teams provide formal and informal education in palliative care.

Indicator used: Hospital support team nurses per million population served. Numerator – Nursing staff WTE from the 1999 telephone survey extrapolated to 100% of hospital support team providers. Denominator – 1998 resident population served of England or relevant Region. (Populations have not been adjusted to account for cross boundary flows).

**National Council
for Hospice
and Specialist
Palliative Care
Services**

First Floor, 34-44 Britannia Street, London WC1X 9JG

Tel: 020 7520 8299 • Fax: 020 7520 8298

Email: enquiries@hospice-spc-council.org.uk

Website: <http://www.hospice-spc-council.org.uk>

