

# Adults Well-being and Health Overview and Scrutiny Committee

21<sup>st</sup> October 2010



## Seizing the Future – Final Report

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**Report of: Lorraine O'Donnell, Assistant Chief Executive**

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### Purpose of the Report

1. The purpose of this report is to advise the Adults Well-being and Health Overview and Scrutiny Committee of the Final Report of County Durham and Darlington Foundation Trust on *Seizing the Future* - the Trust programme for delivery of a new clinical model for its hospital services of providing acute care at its main sites in Durham & Darlington and developing Bishop Auckland Hospital as a centre for planned care and rehabilitation.
2. This report notes that in presenting the Final Report on Seizing the Future, the process and elements of implementation have been robustly monitored and the report marks the conclusion and successful implementation of the Seizing the Future programme. Stephen Eames, Chief Executive of County Durham and Darlington Foundation Trust will provide a brief overview of the report noting the role of overview and scrutiny during the process of consultation and implementation.

### The Final Report

3. The Final Report includes background to the development of the proposals, the clinical case for change; the process of consultation; implementation and evaluation.
4. The Final Report is posted on the webpage for this committee meeting and a copy is in the Members Library. An extract from the final report is attached as Appendix 2.

<http://www.durham.gov.uk/Pages/displayminutes.aspx?comid=33>

### Implementing Seizing the Future

5. Following a thorough examination of the proposal by Durham County Councils Joint Health Overview and Scrutiny Committee during from September 2008 to January 2009 extensive recommendations were made to NHS County Durham as commissioners, and County Durham and Darlington Foundation Trust as providers, to be addressed in proceeding to implement the proposals.
6. In March 2009 following stakeholder consultation on the Seizing the Future proposals, the Board of NHS County Durham and Darlington agreed that the proposals should proceed to implementation.

7. A Seizing the Future Oversight and Implementation Board was established by NHS County Durham and Darlington to oversee the implementation process and has met every two or three months since June 2009. This Board has comprised scrutiny committee representatives of Durham and Darlington Councils, the Local Involvement Networks and other stakeholders. Regular stakeholder briefings from this Board have been provided to the Membership of this committee.
8. The Oversight Board has ensured that recommendations made by NHS County Durham and Darlington on agreeing that the proposals should proceed to implementation; those made by the overview and scrutiny committees of Durham and Darlington; and those made by the National Clinical Advisory Team have been addressed and have been satisfactorily reported on. The Oversight Board monitoring process is reflected in an appendix to the Final Report.

### **Lessons learned**

9. The Final Report details lessons learned by the Trust and PCT as NHS commissioners from the Seizing the Future process.
10. There are specific lessons noted that are pertinent to work with overview and scrutiny committees as they have a specific role regarding local service reconfiguration - Overview and Scrutiny is required to assess whether consultation and involvement has been adequate and whether the proposals are in the interest of the health service in the area.

### **Recommendations**

11. The Committee is asked to:
  - note the content of the Final Report on Seizing the Future; and
  - agree that it marks the successful conclusion of the process of implementing Seizing the Future.

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## **Appendix 1: Implications**

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### **Finance**

None

### **Staffing**

None

### **Equality and Diversity**

None

### **Accommodation**

None

### **Crime and disorder**

None

### **Sustainability**

None

### **Human rights**

None

### **Localities and Rurality**

None

### **Young people**

None

### **Consultation**

None

### **Health**

The Final Report on the Seizing the Future programme has implications for the services provided to communities across the County – and these plans and implications have been carefully monitored and reported on.

# *Seizing the Future*

## Final Report



September 2010

County Durham and Darlington



NHS Foundation Trust

## Exec Summary

In November 2007, in response to the publication of two Department of Health White Papers outlining the desire to move care closer to home and the need for safe, high quality emergency care, County Durham & Darlington NHS Foundation Trust (CDDFT) began a major review of its hospital services entitled *Seizing the Future*.

Following a major scoping exercise and the thorough, clinically-led, development of potential new clinical models, the Trust went out to extensive consultation on two main options that looked to move emergency and acute care onto the Trust's main sites in Durham & Darlington and to redevelop the hospital at Bishop Auckland as a centre for planned care and rehabilitation.

This report details the extensive process that CDDFT and its partner organisations undertook to ensure that this major exercise in service redesign had a compelling clinical case, was achieved following full consultation with the public and key stakeholders and resulted in a safer, more sustainable clinical service for patients in County Durham and Darlington.

The process was overseen by two independent bodies; a Department of Health Gateway Review Team and a locally established Implementation Oversight Board. The Review Team undertook a series of reviews at key points during the process to initially review the outcomes and objectives for the programme and to confirm that they made the necessary contribution to government, departmental, NHS or organisational overall strategy. Latterly they assessed whether the anticipated benefits were being delivered and that any ongoing contractual arrangements meet the business need. The Oversight Board monitored the implementation of the approved option against an agreed project plan, reviewed the plan at each Board meeting and tasked appropriate parties to complete the necessary reports within a defined timescale.

The *Seizing the Future* programme has been a massive exercise in service redesign and has been deemed to have been successfully achieved by the Trust, its partner organisations and those bodies tasked with overseeing its implementation. The success of *Seizing the Future* has given the Trust the necessary foundations from which to meet the anticipated financial difficulties and ensures that the Trust has the

knowledge and experience of large scale change that will be necessary to deliver the challenges that it will face in the future.

## **Lessons Learnt**

The Trust has learnt a number of valuable lessons from the *Seizing the Future* programme that it can apply to similar programmes of change in the future. In addition, the local PCTs have also learned a number of important lessons from both *Seizing the Future* and other local service reconfiguration proposals.

These lessons included;

### **Proposed Service Changes**

- The demonstration of clinical rather than organisational drivers for change is more likely to be persuasive.
- Open and up front discussion of the drivers for change of a well thought through proposal is more likely to engender support amongst key decision makers for the proposals.
- Service changes should be clinically led – clinicians should be involved at the heart of the action
- Consultation proposals should contain an adequate amount of evidence on which a lay person would be able to make an informed comment.
- Consultation proposals should offer a genuine choice.
- Commissioners and providers must acknowledge that the provision of service must be related to the communities being served, that is, the location of a service is not separate to the needs of those who will be using it.
- The impact of service changes in relation to key policy drivers must be clearly demonstrated e.g. in relation to providing care closer to home.
- The impact of the proposals on other agencies such as local authority social care provision or the voluntary sector should form part of the proposal where possible or should explicitly be sought as part of the consultation process.
- It has been noted that Health Impact Assessments may be most useful if developed as part of the evidence in the case for change.
- Large scale change should be managed using a formal Programme Management approach.

### **Engagement**

- It is important to engage with stakeholders early in the process.
- Clear early engagement with overview and scrutiny committees is very important.

- Adequate notice should be given, before a consultation commences, that it is about to begin.
- Engagement with stakeholders and partner organisations needs to be undertaken in a meaningful way
- It is critical to gain the support of public and other key stakeholders through investment in the consultation process.
- Pre-consultation engagement with stakeholders by commissioners or providers needs to be strong.
- Consultations should ensure that communities concerned are consulted.
- Language used should be easy to understand.
- Consultation plans and approaches (models of engagement) need to link in with existing local networks.
- Opportunities for key stakeholders to undertake visits to sites or locations affected by the proposals for change have proved invaluable.

### **Oversight**

- Ensure the Trust is held to account by its governors and members. Support from these groups gives the necessary legitimacy to make the service changes required.
- Ensure that the programme is externally monitored through peer review including Gateway Review and Oversight Board.

A huge amount of effort was put in to planned consultation events across the Trust area which required the collation of contact lists for sending out consultation materials. Despite the effort put in there was ultimately low levels of turn out at these events. A learning point for commissioners and providers would be to utilise existing and extensive networks on the ground that already exist, e.g. Area Action Partnerships or the Council for Voluntary Services, to try and get messages distributed in a more cost effective manner.

As a result of the lessons learnt from *Seizing the Future* and other local service reconfiguration proposals NHS County Durham and Darlington have prepared process guidance for stakeholder engagement in service reconfiguration – see Appendix 9.

## Conclusion

*Seizing the Future* has been a massive exercise in service redesign and is an exemplary model of how such large scale change can be successfully achieved.

The key reasons for the success of *Seizing the Future* were;

- It was clinically led from the start
- A clear vision of the future service design was developed
- There was full and honest stakeholder engagement
- There was significant external scrutiny and peer review

The transformational savings that were anticipated out of *Seizing the Future* were not realised as planned within 2009/10. This was partly due to allowing a period of bedding in of the changes implemented and the need to cope over the winter period.

The Trust has recently announced its strategic programme of service review for the next four years under the title *Towards 2014*. The Trust has therefore rolled the proposed revenue savings associated with *Seizing the Future* into the *Towards 2014* workstreams.

The legacy of *Seizing the Future* can be summarised as;

- The strategic direction of the Trust is clearly aligned with an agreed clinical vision.
- There is increased clinical engagement for service changes that will be necessary going forward.
- Improved opportunity to build further relations with members and governors.
- Improved relations with stakeholders and partner organisations due to having a history of change with external scrutiny.
- The Trust is in a better position to meet the challenges ahead.

The success of *Seizing the Future* has given the Trust the necessary foundations from which to meet the anticipated financial difficulties and ensures that the Trust has the knowledge and experience of large scale change that will be necessary to deliver the challenges that it will face in the future.