

Joint Health Overview and Scrutiny Committee



12th March 2009

Report from NHS County Durham on proposals for implementing *Seizing the Future* – the County Durham and Darlington Foundation Trust’s proposals for service reconfiguration

Report of Lorraine O’Donnell, Assistant Chief Executive

Purpose of the report

1. The purpose of this report is to inform the Joint Health Overview and Scrutiny Committee of the report on the formal public consultation on *Seizing the Future*, and approach of NHS County Durham to County Durham and Darlington Foundation Trust’s proposals for implementing *Seizing the Future*.

Background

2. In October 2008 NHS County Durham (formerly County Durham Primary Care Trust) initiated a consultation on the *Seizing the Future* proposals of County Durham and Darlington NHS Foundation Trust (CDDFT) for the reconfiguration of its hospital services. NHS County Durham, as the body responsible for planning and purchasing health services for residents in County Durham, led the public consultation that concluded on 12th January 2009.

Under Section 244 of the NHS Act 2006, local NHS bodies have a duty to consult local Overview and Scrutiny Committees on proposals for any substantial development or substantial variation in health provision in their areas. Decisions that are made in relation to these proposals must take into account views expressed during the public consultation and the views of the health scrutiny committee.

A health scrutiny working group was established which undertook a detailed review of the proposals and gathered evidence from a wide range of stakeholders and interested parties, including CDDFT and its clinicians, the trade union and a local campaign group, County Durham Local Involvement Network, and well as other public sector agencies including Durham County Council, the Fire and Rescue Service and others.

In January 2009 Durham County Council's Joint Health Overview and Scrutiny Committee submitted its report on the proposals to NHS County Durham. The report contained 12 recommendations that it expected to be addressed in implementing the proposals - see section 4 below.

Information

3. County Durham and Darlington Foundation Trust (CDDFT) developed proposals for the future provision of services across its three hospital sites – set out in its publication *Seizing the future: a public consultation document, October 2008*. The proposals aim to meet the following challenges:
 - The need for specialist service provision;
 - Accident and Emergency (A&E) departments need the back-up of a full range of medical and surgical services;
 - Need to improve children's services;
 - European Working Time Directive;
 - 24/7 Diagnostic cover.

The Trust is proposing two options to address the challenges it faces and to deliver the following benefits:

- Better access to specialist treatment
- Reduced risk of cancelled operations
- Reduced risk of hospital acquired infections
- Better rehabilitation after being ill
- Quicker tests and diagnosis
- Being on the right ward

The review was initiated by clinicians at the Trust and supported by engagement with the Trust's governors, managers, stakeholders and staff. The Seizing the Future proposals are aimed at delivering high quality and safe healthcare services and ensuring the future of all of the Trust's hospitals. However some communities perceive the proposals to reconfigure hospital services as a loss of some services and a downgrading of others.

Health scrutiny findings and recommendations

4. The summary of Health Scrutiny findings and recommendations are outlined below – the full recommendations are contained in Appendix 1.
 - The case for change is grounded in a strong clinical base that will provide for safe, high quality services that aim to improve patient/health outcomes;
 - The case for change must be delivered through a 'whole systems' approach that takes into account:
 - the need for investment at Darlington Memorial Hospital (DMH) and University Hospital North Durham (UHND) to provide for adequate capacity to cope with the increased demand for emergency admissions;

- transport implications for people who have to travel to both specialist and generalist services;
- the need to ensure that services are developed as close to people's homes and in their communities – investing in community hospitals and other community based health and social care provision planned in partnership with social care providers and voluntary and community agencies;
- the need to invest in services at Bishop Auckland General Hospital (BAGH) to ensure future sustainability including:
 - establishing a centre of excellence for rehabilitation, investment in stroke services that are delivered alongside rehabilitation services, and central haematology and pathology services (diagnostic services);
 - consideration of basing the Trust's headquarters at the hospital.
- a systematic approach to address health inequalities and the burden of ill health in a partnership context;
- community concerns about exactly what will be provided in district general hospitals, community hospitals, and community based facilities;
- the need to engage and involve key stakeholders and communities through on-going dialogue in the development of service improvement proposals, informed by the outcome of the consultation exercise and the decision on hospital reconfiguration by NHS County Durham;
- The recommendations of the National Clinical Advisory Team (Professor Sir George Alberti, August 2008) should be implemented in full including:
 - Inclusion within the plans for a GP ward.
 - Concerns about parking at Darlington Memorial Hospital must be addressed.
- Significant energy has been expended and resources committed to consulting on the proposals. The consultation has ultimately been satisfactory in that it has enabled NHS Country Durham and CDDFT to hear community views and concerns in relation to the proposals, and for this process to help share an understanding of the proposals and what they will mean for communities in future.

Outcomes of the public consultation and proposals for implementing Seizing the Future

5. Outcomes of the public consultation are being reported to Health Scrutiny, as well as the decision by NHS County Durham on County Durham and Darlington Foundation Trust's proposals for implementing *Seizing the Future*.

Report on the public consultation

The outcomes of the public consultation are contained in the report: *Independent Assessment of the Seizing the Future Formal Public Consultation*. The headlines in this report are as follows:

- The vast majority of consultation respondents provide countywide conditional support for the proposals, most favouring Option B.
- Opposition to the proposals (mainly from the Bishop Auckland area) centres on changes to Bishop Auckland General Hospital's A+E department and is strong, coordinated and vocal.
- Major issues for supporters and opponents are focused on transport, Bishop Auckland General Hospital's future and the capacity of Durham and Darlington to handle the proposals patient flows.

The Executive Summary of the report is attached in Appendix 2. Full copies are in the Members' library and are available from the Scrutiny Office.

5.2 NHS County Durham's recommendations for implementation of the Trusts proposals

The Board of NHS County Durham considered County Durham and Darlington Foundation Trust's proposals for implementing *Seizing the Future*, along with the report on the public consultation and the health scrutiny report, at its meeting held in public on 3rd March.

The outcomes of this meeting are to be reported to the committee and are expected to demonstrate that scrutiny recommendations are being responded to.

In addition, as noted in recommendation 12, implementation of the proposals must be closely monitored through the Overview and Scrutiny Function of the County Council.

Recommendations

6. This report recommends that the Joint Health Overview and Scrutiny Committee:
- Comment on the outcomes of the formal public consultation.
 - Comment on the decision from NHS County Durham on County Durham and Darlington Foundation Trust's proposals for implementing *Seizing the Future*.
 - Note the Joint Health Overview and Scrutiny Committee recommendations and the role for health scrutiny in monitoring the future implementation of *Seizing the Future*.

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Supporting papers:

- Response to the public consultation on Seizing the Future - proposals for NHS service reconfiguration in County Durham and Darlington by the Joint Health Overview and Scrutiny Committee (Durham County Council), January 2009
- Seizing the future: a public consultation document - NHS County Durham and County Durham and Darlington NHS Foundation Trust, October 2008

Appendix 1

The following recommendations are made by Durham County Council's Joint Health Overview and Scrutiny Committee's *Seizing the Future* Health Scrutiny Working Group:

Recommendation -1

- The *Seizing the Future* Health Scrutiny Working Group notes that the case for change is grounded in a strong clinical base that will provide for safe, high quality services that aim to improve patient/health outcomes.
- The *Seizing the Future* Health Scrutiny Working Group recommends that delivery of *Seizing the Future* to address the case for change **must** be through a *whole systems approach*.
- The *Seizing the Future* Health Scrutiny Working Group recommend that a whole systems approach **must** take into account the following issues in order to deliver effective health care and health and well being outcomes:
 - the need for investment at Darlington Memorial Hospital (DMH) and University Hospital North Durham (UHND) to provide for adequate capacity to cope with the increased demand for emergency admissions;
 - transport implications for people who have to travel to both specialist and generalist services, via an integrated "transport for health strategy" that is adequately resourced, must be in place and be a key component of service improvement proposals;
 - the need to ensure that services are developed as close to people's homes and in their communities – investing in community hospitals and other community based health and social care provision planned in partnership with social care providers and voluntary and community agencies;
 - a systematic approach to address health inequalities and the burden of ill health in a partnership context. Undertaking a health impact assessment of service improvement proposals to ensure that the wider determinants of health and health care provision are planned for.
 - community concerns about exactly what will be provided in district general hospitals, community hospitals, and community based facilities;
- Furthermore the working group recommend that the recommendations of the National Clinical Advisory Team (Professor Sir George Alberti, August 2008) should be implemented in full including:
 - Concerns about parking at Darlington Memorial Hospital are addressed.
 - Plans include a GP ward at Bishop Auckland General Hospital.
 - New facilities need to be in place before services are withdrawn.
 - The use of community hospitals should be reviewed by the Trust and the PCT with a view to expanding local services (across County Durham).

Recommendation - 2

- The *Seizing the Future* Health Scrutiny Working Group notes key evidence in relation to the rebalancing of health care systems as described, and recommend that this rebalancing of health care systems model be used to prioritise investment in prevention rather than cure.

Recommendation - 3

- The *Seizing the Future* Health Scrutiny Working Group recommends that the NHS County Durham use the evidence from the Royal Colleges in their deliberations in particular the evidence in relation to “...Plans to redesign services which involve moving services from one site must be evidenced based and not be fully implemented until replacement services are established and their safety audited”.

Recommendation - 4

- The *Seizing the Future* Health Scrutiny Working Group notes the investment that has gone into the Ambulance service over recent years. It also notes that evidence on the subject of risks from increased ambulance journey times is inconclusive and recommends that there is ongoing monitoring of potential risks to patients from increased travelling for emergency treatment, with regular performance reporting to the health scrutiny committee as part of its monitoring function.

Recommendation - 5

- The *Seizing the Future* Health Scrutiny Working Group notes the important relationship with Durham County Council's Adult and Community Service in meeting the healthy and social care needs of our communities and recommends that as part of the “whole systems” approach to planning health, social care delivery must be an integral function of that planning.

Recommendation – 6

- The *Seizing the Future* Health Scrutiny Working Group notes the health inequalities that exist in County Durham and the strategic commitment to respond to the social determinants of health thereby adding life to years and years to life.
- The *Seizing the Future* Health Scrutiny Working Group recommends that a systematic approach to address health inequalities and the burden of ill health in a partnership context is given priority. Furthermore in support of the next stage of *Seizing the Future* a health impact assessment of service improvement proposals is done to ensure that the wider determinants of health and health care provision are catered for.

Recommendation – 7

- The *Seizing the Future* Health Scrutiny Working Group notes the plans for Bishop Auckland General Hospital (BAGH) and recommend that its future sustainability must be planned for. The overview and scrutiny review group recommend that:
 - in establishing a centre of excellence for rehabilitation there should be investment in stroke services that are delivered alongside rehabilitation services;
 - that haematology and pathology services at best provide a trust-wide service from BAGH accepting the need to maintain such diagnostic services at a local level;
 - that consideration is given to locating the Trust’s headquarters at the hospital;
 - sustaining services so that the existing A+E does not become a "second rate" service but a service that continues to meet the needs of those communities who need treatment for minor injuries and medical emergencies;

Recommendation - 8

- The *Seizing the Future* Health Scrutiny Working Group notes the concerns expressed by the Save our Hospital Campaign group.
- The *Seizing the Future* Health Scrutiny Working Group recommends that NHS County Durham, working in partnership with other NHS organizations, takes steps to meet the significant challenges in informing and engaging communities about the range of services that will be provided across the healthcare system in primary, secondary and tertiary settings.
- That NHS County Durham and other NHS organizations in our area adopt a model of engagement that enables and achieves close working with patient groups, communities of interest and other local community groups to ensure their views are taken into account in the next stage of *Seizing the Future* namely business planning and service design.

Recommendation – 9

- The *Seizing the Future* Health Scrutiny Working Group notes the importance of transport for health.
- The *Seizing the Future* Health Scrutiny Working Group recommend that as part of the “whole systems” approach an integrated “transport for health strategy” that is adequately resourced must be in place and be a key component of service improvement proposals.

Recommendation - 10

- The *Seizing the Future* Health Scrutiny Working Group notes the need to work collaboratively in order to move more services closer to the community. It is recommended that in line with the “whole systems” approach, investment in community hospitals and community based primary care services are a priority before any hospital configuration is put in place. The important principle is community facilities need to be in place before any services are changed or withdrawn.

Recommendation - 11

- The *Seizing the Future* Health Scrutiny Working Group notes the importance of involvement in key NHS policy directives namely The NHS Constitution, World Class Commissioning and the NHS Next Stage Review.
- The *Seizing the Future* Health Scrutiny Working Group recommends that NHS County Durham undertake an evaluation of the recent consultation process so that they may plan to address any perceived loss of credibility in failing to get messages across. Lessons from the consultation exercise should be identified so that future “engagement events” can benefit from this experience.

Recommendation - 12

- That as part of ongoing engagement with stakeholders around implementation of *Seizing the Future* and further investment in service provision at each of the Trust’s hospital sites, there should be a full analysis of costs taking into account future needs for, and demands on, hospital services.
- The **outstanding information** noted in this report is provided to the scrutiny committee.
- That as part of the Overview and Scrutiny systematic review process, implementation of the proposals are closely monitored through the local authority overview and scrutiny function to ensure best outcomes, and the findings and recommendations are addressed.

Appendix 2



Independent Assessment of the Seizing the Future Formal Public Consultation

(6th October 2008 to 12th January 2009)

30th January 2009

1.0 Executive summary

1.1 Report headline

The vast majority of consultation respondents provide countywide conditional support for the proposals, most favouring Option B.

Opposition to the proposals (mainly from the Bishop Auckland area) centres on changes to Bishop Auckland General Hospital's A+E department and is strong, coordinated and vocal.

Major issues for supporters and opponents are focused on transport, Bishop Auckland General Hospital's future and the capacity of Durham and Darlington to handle the proposal's patient flows.

1.2 Overview

This document has been produced to report on the results of the formal public consultation 'Seizing the Future' (StF) by NHS County Durham in Partnership with County Durham and Darlington NHS Foundation Trust.

The consultation, which ran from 6th October 2008 to 12th January 2009, asked the public to comment on the Foundation Trust's proposals for the future of services delivered from its hospitals - Bishop Auckland General Hospital (BAGH), Darlington Memorial Hospital (DMH), University Hospital North Durham (UHND), Shotley Bridge Community Hospital and Chester-le-Street Community Hospital.

1.3 The response to the consultation

1,384 respondents completed a questionnaire (postal or online) or attended a public meeting. 224 individuals telephoned, wrote in or emailed with their comments and there were 20 responses from organisations. The total response breakdown is as follows:

- 940 postal questionnaires - data inputted and logged
- 235 online questionnaires logged
- 209 individual attendees (estimated) at 17 Statutory Public Meetings - audio recorded, transcriptions posted on website, sign in sheets
- 50 emails - main themes data captured and logged
- 157 telephone calls – mainly requests for information
- 17 letters from members of the public – main themes data captured and logged
- 20 organisation responses

The overall level of response is commensurate with other NHS public consultations of similar scope and population.

1.3.1 Questionnaire response (940 postal, 235 online = total 1,175 responses)

Case for change

Just over 64% of questionnaire respondents agree with the **case for change** presented by the County Durham and Darlington NHS Foundation Trust. 27% of respondents disagree with the case for change, and 9% either state 'don't know' or do not answer this question (see chart below).

Process

54% of questionnaire respondents agree with the **process** used by the Foundation Trust to arrive at the two options. 26% either state 'don't know' or did not answer this question. 20% of respondents used this opportunity to question elements of the process (e.g. awareness, agendas) and 2% clearly state that they disagree with the process used.

Seizing the Future proposals

79% of questionnaire respondents support at least one of the **StF proposals**. 57% support Option B, 14% support Option A and 8% support either Options A or B. Of the 21% balance, most do not support the proposals and a small number do not state a position.

Main themes

The main themes raised by questionnaire respondents are around transport (38%) and services (26%). Comments about **transport** include travelling distance for patients and visitors (especially from the Dales), lack of public transport options and hospital car parking (cost and availability). Comments about **services** include concern of loss of particular services (especially A+E from Bishop Auckland), calls for specific additional services and calls to improve generic current health care provision.

1.3.2 Public Meeting response (209 attendees at 17 public meetings)

Case for change

Most comments made at public meetings challenge the **case for change** presented by the Foundation Trust. Just under 24% of pro forma (a paper feedback mechanism used at public meetings) respondents selected Option B and just 3% for Option A, however, the majority of pro forma respondents elected not to answer this question. The majority of comments raised at public meetings are against Options A or B, but supportive of maintaining the status quo.

Save our Hospital

Representatives from (Bishop Auckland's) **Save our Hospital** campaign signed in at 8 out of the 10 original and 3 out of 7 additional public meetings and raised many of the public meetings comments. These comments mainly focus on the perceived flaws in the case for change and the perceived historic downgrading of services at BAGH. There was a consistent call from this group to maintain the status quo (to maintain/reinstate the A+E service at BAGH).

Main themes

The main themes raised by public meeting attendees are around services (37%) and process (31%). Comments about **services** concern the perceived downgrading of BAGH, the effective use of resource (particularly BAGH) and the capacity at DMH and UHND to handle the patient flow proposed. Comments about the **process** question the drivers for change and state concern as to how the options were selected, whether clinicians and staff were fully involved and about communication of the consultation (awareness, content, questionnaire design).

1.3.2 Organisation response

Organisations accept the case for change put forward by the Trust, but reservations are expressed about patients and families travelling across the county. Many call for a robust transport solution to be in place to support the proposed changes. There are concerns that DMH and UHND will be able to cope with likely patient flows and some organizations call for the community hospitals to play a greater role in day surgery and rehabilitation.

1.3.4 Overview and Scrutiny response

The main formal response findings from **County Durham Joint Health Overview and Scrutiny Committee and Darlington Health Overview and Scrutiny Committee** conclude that the case for change is grounded in a strong clinical base that will provide for safe high quality services that aim to improve patient/health outcomes. The committee go on to advise that the case for change must be delivered through a 'whole systems' approach that takes into account several key requirements.

1.4 Support for the Proposals

Public support for the proposals is mainly from the postal questionnaire respondents (82% selecting A, B or either). Support is consistently spread county wide, with the largest response in support coming from the Bishop Auckland and surrounding areas, Darlington, then Durham and the north west of the Seizing the Future catchment area.

1.5 Opposition to the Proposals

Public opposition to the proposals is primarily articulated from public meetings (71%), although 18% of postal questionnaire respondents are either opposed or do not state their support. Opposition centres strongly around Bishop Auckland and surrounding areas. There is lower level opposition from the area west of Bishop Auckland. Opposition diminishes at the southern and eastern boundaries of the StF catchment area.

1.5.1 Other opposition action

Opposition recorded in this report refers to respondents active within the formal public consultation process (e.g. those who attended public meetings or completed an online or postal questionnaire) However, there was also opposition activity outside of the formal consultation process (and therefore outside of this analysis of the formal public consultation) that needs to be fully acknowledged and taken account by County Durham and Darlington NHS Foundation Trust and NHS County Durham.

This activity included a public rally (organised by Save our Hospital campaigners) held in Bishop Auckland, a Facebook campaign and petitions (one delivered to Downing Street).

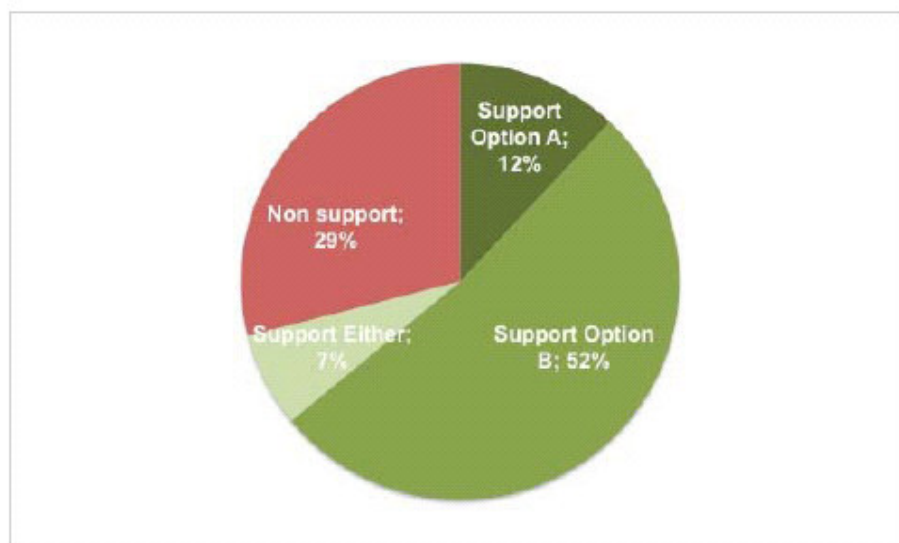
1.6 Aggregating the response

Questionnaire respondents provide the most support, public meeting attendees the most opposition. This trend mirrors other NHS public consultations where respondents who strongly oppose proposals tend to form the majority of public meeting attendees.

	Option A	Option B	Option A or B	All support	Non support*	Total
Questionnaire	165 (14%)	707 (57%)	93 (8%)	965 (79%)	210 (21%)	1,175 (100%)
Public meeting	6 (3%)	54 (26%)	0 (0%)	60 (29%)	149 (71%)	209 (100%)
Total	171 (12%)	761 (52%)	93 (7%)	1,025 (71%)	359 (29%)	1,384 (100%)

* includes all opposition, 'no position stated' questionnaire responses and public meeting abstainers

If we combine the questionnaire responses and the public meeting responses (assuming abstaining = non support) we arrive at the aggregate position below.



1.7 Conclusions

Based on an aggregate of all county wide responses (postal, online and public meeting), Seizing the Future has a high level of public support in this formal public consultation analysis. In terms of absolute numbers, the Bishop Auckland area provides both most support and most opposition. The net effect (all support less all opposition) is a majority in support by 4:1 for the total Seizing the Future catchment area and majority in support by 2:1 in the Bishop Auckland area.

Much of the support for the proposals select an option and make no further comment. Some support is conditional e.g. as long as improvements are made, no money is wasted, promises are delivered etc. Supporters of the proposals want to see a robust public transport strategy in place to serve the population.

Much of the opposition to the proposals question the case for change and perceive a net loss in services. There was a consistent presence of Save our Hospital campaigners in the public meetings. Although opposition was not confined to the Save our Hospital campaign, it was largely contained within the Bishop Auckland area.