

Adults Wellbeing and Health Overview and Scrutiny Committee

6 September 2019



Path to Excellence Phase 2 – Proposed Joint Health Overview and Scrutiny Committee

Report of Corporate Management Team

Lorraine O'Donnell, Director of Transformation and Partnerships

Electoral division(s) affected:

Dawdon, Deneside, Easington, Murton, Seaham, Shotton and South Hetton and Trimdon and Thornley

Purpose of the Report

- 1 To provide members of the Adults Wellbeing and Health Overview and Scrutiny Committee with information in respect of the draft Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee to oversee Phase 2 of the Path to Excellence Programme.
- 2 The report also asks members to agree to the appointment of representatives from this Committee to the Joint Health Overview and Scrutiny Committee established as part of consideration of formal consultation on the Path to Excellence Phase 2 proposals.

Executive summary

- 3 The Adults Wellbeing and Health Overview and Scrutiny Committee has previously met on 4 July 2019 to consider plans and proposals by South Tyneside and Sunderland NHS Partnership in respect of pre-engagement regarding options for future service provision in respect of the Phase 2 of the Path to Excellence Programme.
- 4 The Path to Excellence Phase Two focuses on three areas of hospital care. The areas of care are:
 - Acute medicine and emergency care
 - Emergency surgery
 - Planned care including surgery and outpatient care

- 5 The Committee considered proposals for pre-engagement activity to inform formal consultation on the Path to Excellence Phase 2 proposals. Members were advised that this would likely be considered through a Joint Health Overview and Scrutiny Committee involving Sunderland City Council, South Tyneside Borough Council and Durham County Council.
- 6 Correspondence has been received from the Accountable Officers of NHS Durham Dales, Easington and Sedgfield CCG, NHS North Durham CCG, NHS South Tyneside CCG and NHS Sunderland CCG confirming their intention to conduct formally on phase 2 proposals during spring/summer 2020. The CCGs have also requested that scrutiny of these proposals be undertaken by a joint scrutiny panel which includes Durham County Council, South Tyneside MBC and Sunderland City Council. A copy of this letter is attached to this report. (Appendix 2).
- 7 The Committee has also formally requested the appointment of Durham County Council representatives to any such Joint Health Overview and Scrutiny Committee that may be established for this purpose.
- 8 Consideration was given to this request at a meeting of the South Tyneside and Sunderland Joint Health OSC which has overseen phase 1 of the Path to Excellence programme on 29 July 2019 and agreement was given to the appointment of representatives from Durham County Council to the Joint Health Overview and Scrutiny Committee (Phase 2).
- 9 Proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between South Tyneside Borough Council, Sunderland City Council and Durham County Council to oversee Phase 2 of the Path to Excellence Programme are attached to this report. (Appendix 3)

Recommendations

- 10 Members of the Adults Wellbeing and Health Overview and Scrutiny Committee are requested to:-
 - a) Receive this report;
 - b) Consider and comment on the proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between South Tyneside Borough Council, Sunderland City Council and Durham County Council to oversee Phase 2 of the Path to Excellence Programme;

- c) Agree to the appointment of representatives from this Committee to the aforementioned Joint Health Overview and Scrutiny Committee.

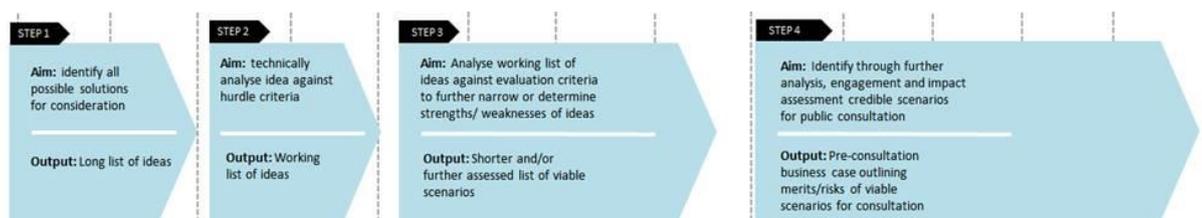
Background

- 11 South Tyneside and Sunderland NHS Partnership launched a public consultation in respect of the Path to Excellence Programme Phase 1 on 5th July 2017 asking for views and ideas on potential options for changes proposed for stroke; maternity (obstetrics); women's healthcare (gynaecology) and children and young people's healthcare (urgent and emergency paediatrics) hospital-based services in South Tyneside and Sunderland.
- 12 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 of the health service or substantial variation in the provision in their areas. Scrutiny Committees are also required to consider the extent of consultation undertaken.
- 13 The Consultation referenced a programme of clinical service reviews which commenced in 2016 that involved asking clinical staff in South Tyneside District Hospital and Sunderland Royal Hospital how stroke, maternity, gynaecology and paediatrics services should be delivered. Each clinical team reviewed a number of options against key criteria, which was developed in line with the aims of the Path to Excellence programme and informed by service change best practice and national guidance from NHS England and NHS Improvement.
- 14 Copies of the Path to Excellence Phase 1 public consultation document and the public questionnaire were placed on deposit in the Members Library and representatives of South Tyneside and Sunderland NHS Partnership attended the Committee's meeting held on 6 September 2017 to provide members with information detailing:-
- The rationale for the review of stroke; maternity (obstetrics); women's healthcare (gynaecology) and children and young people's healthcare (urgent and emergency paediatrics) services;
 - The proposed options for future configuration of the services being consulted upon; the number of people from County Durham affected by the proposed changes including admission rates from County Durham for each service;
 - The consultation, communication and engagement activities that will be undertaken in informing the local community about the review and what is being proposed and how they can input into the review process;

- The decision-making timelines proposed for each service change.
- 15 The consultation process for Phase 1 of the Path to Excellence Programme commenced on 5 July 2017 and ended on 15 October 2017.
 - 16 The Committee agreed a response to the consultation at its meeting held on 2 October 2017.
 - 17 The decision for Phase 1 of the Programme was made in February 2018 by South Tyneside & Sunderland CCGs, however mobilisation of decisions was delayed until the outcome of referral to Secretary of State for Health and Social Care and IPR advice was gained and resolved, and there was also a legal challenge. The challenge was successfully defended by the CCGs in December 2018, meaning that full mobilisation planning could go ahead.
 - 18 The implementation of the agreed proposals for Phase 1 of the Path to Excellence programme is nearing completion and South Tyneside and Sunderland NHS Partnership has undertaken a significant amount of key stakeholder involvement activity in respect of Phase 2 of the Programme.
 - 19 The Path to Excellence Phase Two of the programme focuses on three areas of hospital care. The areas of care are:
 - Acute medicine and emergency care
 - Emergency surgery
 - Planned care including surgery and outpatient care
 - 20 The programme has been engaging with NHS staff, patients with experiences of the services under review, CVS organisations, Health Watch organisations, other key stakeholders on what are the key issues and pressures, and what is important then in delivering or receiving the best care possible.
 - 21 The programme issued its first draft case for change in July 2018 – which can be found on the programme website and link here <https://pathtoexcellence.org.uk/wp-content/uploads/2018/07/NHS-PTE2-CFC-full-document-final.pdf> and this sets out the issues and challenges facing hospital services in Sunderland and South Tyneside along with the key insights gained from staff and patients about what is important to them.
 - 22 Since last summer, further involvement work has taken place, as well as more detailed work by clinical teams in developing a long list of all the

possible solutions that there could be and then applying key hurdle criteria to gain a shorter working list of ideas for wider stakeholder assessment.

- 23 In February 2019, an updated case for change was published building upon the first edition from July 2018, which contained the working list of ideas (as well as the long list of ideas that had been assessed as not viable). Copies of the updated case for change documentation and a summary version were considered at the Committee's meeting held on 4 July 2019.
- 24 The programme is working with the Consultation Institute on a pre-consultation solutions generation process working to Best Practice. This process is set out in the following diagram however it is important to note that the process remains evolutionary and ideas generated at any step of the process will necessitate the re-application of previous steps.



- 25 North Durham and Durham Dales, Easington and Sedgefield CCGs are part of the Path to Excellence programme and currently the programme team is assessing the potential impact on residents of East Durham who use Sunderland Royal as their District General Hospital.
- 26 Representatives of South Tyneside and Sunderland NHS Partnership alongside representatives of North Durham and DDES CCGs attended this Committee on 4 July 2019 to provide members with a presentation setting out the proposed plans for patient and stakeholder pre-engagement together with the options for future service model that are planned to be presented during this pre-engagement activity.
- 27 Members were advised that this pre-engagement activity would inform formal consultation on the Path to Excellence Phase 2 proposals which was likely to be required through a Joint Health Overview and Scrutiny Committee involving Sunderland City Council, South Tyneside Borough Council and Durham County Council.
- 28 The Committee therefore recommended the appointment of representatives from Durham County Council's Adults Wellbeing and Health Overview and Scrutiny Committee to any such Joint Health Overview and Scrutiny Committee that may be established for this purpose.

- 29 Consideration was given to this request at a meeting of the South Tyneside and Sunderland Joint Health OSC which has overseen phase 1 of the Path to Excellence programme on 29 July 2019 and agreement was given to the appointment of representatives from Durham County Council to the Joint Health Overview and Scrutiny Committee (Phase 2).
- 30 Proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between South Tyneside Borough Council, Sunderland City Council and Durham County Council to oversee Phase 2 of the Path to Excellence Programme are attached to this report.(Appendices)

Considerations

- 31 Members are asked to consider and comment on the proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between South Tyneside Borough Council, Sunderland City Council and Durham County Council to oversee Phase 2 of the Path to Excellence Programme attached to this report.
- 32 Members are also asked to consider agreeing to the appointment of representatives from this Committee to the proposed Joint Health Overview and Scrutiny Committee to oversee the Path to Excellence Programme Phase 2 and any associated statutory consultation.

Main implications

Legal

- 33 This report has been produced in accordance with the Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013 as they relate to the National Health Service Act 2006 governing the local authority health scrutiny function.

Conclusion

- 34 Implementation of phase 1 of the Path to Excellence programme is nearing completion and the Path to Excellence Programme team has embarked on patient and stakeholder pre-engagement in respect of the Path to Excellence Phase 2 as previously reported to this Committee.
- 35 This report details proposed terms of reference and protocol in respect of a Joint Health Overview and Scrutiny Committee between South Tyneside Borough Council, Sunderland City Council and Durham County Council for the purposes of considering the Path to Excellence Programme Phase 2.

Background papers

- Agenda, Minutes and Reports to the Adults Wellbeing and Health Overview and Scrutiny Committee meetings held on 6 September 2017; 2 October 2017, 19 January 2018 and 4 July 2019.

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Appendix 1: Implications

Legal Implications

This report has been produced in accordance with the Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013 as they relate to the National Health Service Act 2006 governing the local authority health scrutiny function.

Finance

Not applicable

Consultation

The report sets out the proposed terms of reference and protocol for a Joint Health Overview and Scrutiny Committee to oversee statutory consultation in respect of the Path to Excellence Phase 2.

Equality and Diversity / Public Sector Equality Duty

Not applicable.

Human Rights

Not applicable

Crime and Disorder

Not applicable

Staffing

Not applicable

Accommodation

Not applicable

Risk

Not applicable

Procurement

Not applicable