

Health Select Committee

Momentum: pathways to healthcare – Consultation Response

A new healthcare system for Hartlepool, Stockton
and parts of Easington and Sedgefield



August 2008

Health Select Committee
Stockton-on-Tees Borough Council
Municipal Buildings
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Contents

<u>SELECT COMMITTEE – MEMBERSHIP</u>	5
1.0 Introduction and Background	7
2.0 Consultation Response	9
Site Selection and Location	11
Transport	13
3.0 Conclusion	19

SELECT COMMITTEE – MEMBERSHIP

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1.0 Introduction and Background

- 1.1 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.
- 1.2 In accordance with this requirement, as part of the Momentum: Pathways to Healthcare Programme, formal consultations commenced on 2 June 2008 in relation to recommendations from the Independent Reconfiguration Panel for the development of a single site hospital serving the population covered by North Tees and Hartlepool NHS Foundation Trust.
- 1.3 As part of the consultation Stockton Council's Health Select Committee, joined by councillors from North Yorkshire County Council explored the proposals contained in the consultation document and, with the assistance of evidence from a variety of sources, formulated a view in relation to:
 - a. The service model proposed for the provision of health services in, or a near to, home as possible, with only things which need to be done in hospital taking place there;
 - b. The proposed locations of additional community facilities in Stockton Borough and what should be provided;
 - c. The preferred location of a new hospital for Stockton, Hartlepool and parts of Sedgefield and Easington; and
 - d. How best to bring in all the changes needed to build this new healthcare system.
- 1.4 A similar process has been undertaken by Hartlepool Borough Council with representatives from Durham County Council. The views of the four local authorities will in due course be combined into a joint report through the newly created Section 244 Health Scrutiny Joint Committee. The joint report will be submitted to the NHS Joint Committee on 29 September 2008.
- 1.5 This report has been structured around the Momentum consultation questionnaire so that it can be shown that Stockton's Health Select Committee (with North Yorkshire County Council) has provided the NHS Joint Committee with the views it has requested.

2.0 Consultation Response

2.1 The Health Select Committee formed by Stockton-on-Tees Borough Council and North Yorkshire County Council submit the following response to questions contained in the Momentum consultation questionnaire as its response under Section 244 of the NHS Act 2006. Not all questions were considered appropriate for a response from the Committee hence the numbering which relates to the Momentum questionnaire is not sequential.

2.2 **Q1. In principle, do you agree that we should be providing health services as near to your home as possible with only things which need to be done in hospital taking place there?**

2.3 The Committee does agree that health services should, whenever possible, be located in local community settings. Such agreement is based on the appropriate integration of health and social care services including service provision delivered by the voluntary sector whilst ensuring protection against the fragmentation of service delivery. The Committee, however, is not fully aware of how the Tees, Esk and Wear Valleys NHS Trust, providing a range of services and facilities for people with mental health problems or learning disabilities, would be incorporated into the service reconfiguration under discussion.

2.4 **Q3. Which services (if any) are currently most important to you?**

2.5 The Committee is interested in the way that those people attending public meetings have engaged in the discussion about local health service provision. It is unable to come to any specific opinion as it deems all aspects being consulted upon as important and until more definitive plans are developed as to how services would be delivered takes a holding position whereby it wishes to be involved in future consultation of local health provision.

2.6 **Q7-9. We believe a new, state of the art integrated health and care centre is needed in Stockton town centre, Billingham town centre and a new health facility in Yarm. Additional services would reflect local needs and may include services normally provided in hospital. In principle, do you support our proposal to develop the new health facilities?**

2.7 The Committee agrees, in principle, to the development of new health facilities throughout Stockton Borough (Stockton town centre, Billingham town centre and Yarm) each reflecting the local needs of the community in which it is placed subject to further consultation to determine what services will be located at the different facilities.

2.8 Most concern was raised about the service provision in the south of the borough. The following are details of the areas' population (and households): Eaglescliffe 7,905 (3,280) Ingleby Barwick 14,290 (5,230) Thornaby 20,095 (8,875) Yarm 8,675 (3,725) – Total 50,965. The population size of Yarm is greater than the two town centre areas identified to receive integrated health and care centres. As a result, and accepting ward councillor representation, the Committee believes further consideration should be given regarding the provision of healthcare at the Yarm health facility. Recognition should also be given to the high level of car ownership in the south of the borough which could mean that residents would continue to opt to use the James Cook

Hospital due to its closer proximity. This might be especially so if the NHS expect them to use the new hospital north of the River Tees or do not provide the appropriate services in the planned Yarm health facility.

- 2.9 **Q10-11. We believe there is a need to provide a new hospital serving Hartlepool, Stockton and parts of Easington and Sedgefield. Following the selection process described in the consultation document, two possible locations have been identified. Which is your preferred option for the location of the new hospital? What other things should we consider when selecting option A or option B?**



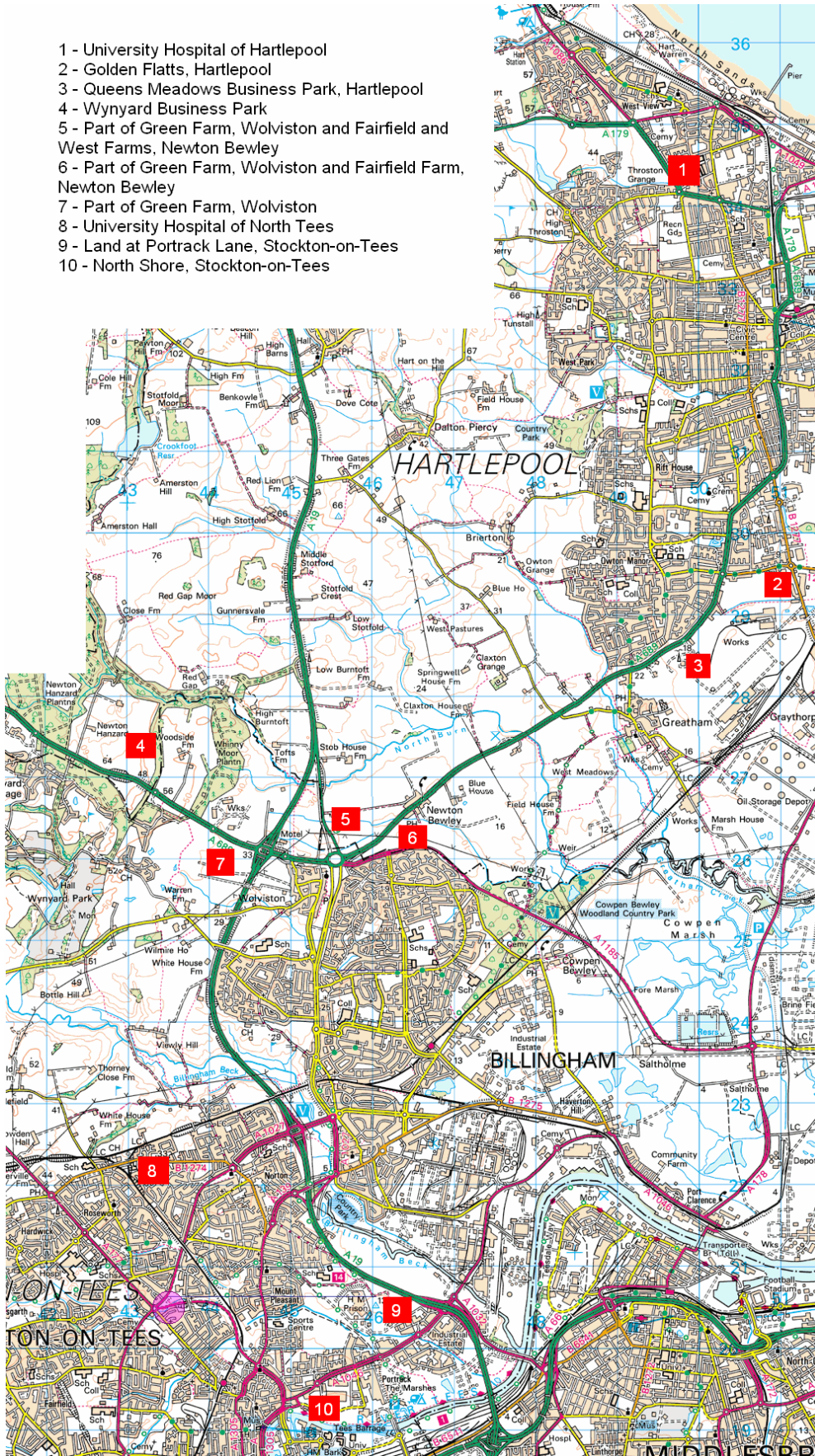
- **Location A - Wynyard Business Park**
- **Location B - Land at Green Farm, Wolviston**
- **No preference**

- 2.10 The endorsement, by the Secretary of State for Health, of the Independent Review Panel's recommendations following the earlier Acute Service Review brought an end to the uncertainty of a new hospital to replace University Hospital North Tees (UHNT) and University Hospital Hartlepool (UHH). The Panel's third recommendation was that "a modern hospital to replace the existing out of date hospital buildings should be provided on a new site in a well situated location accessible to the people of Hartlepool, Stockton-on-Tees, Easington and Sedgefield".

- 2.11 Throughout this consultation process two specific issues have been raised, that of proximity to Wynyard and transportation whether this has been the road or public transport infrastructure.

Site Selection and Location

- 1 - University Hospital of Hartlepool
- 2 - Golden Flatts, Hartlepool
- 3 - Queens Meadows Business Park, Hartlepool
- 4 - Wynyard Business Park
- 5 - Part of Green Farm, Wolviston and Fairfield and West Farms, Newton Bewley
- 6 - Part of Green Farm, Wolviston and Fairfield Farm, Newton Bewley
- 7 - Part of Green Farm, Wolviston
- 8 - University Hospital of North Tees
- 9 - Land at Portrack Lane, Stockton-on-Tees
- 10 - North Shore, Stockton-on-Tees



- 2.12 The Committee was pleased to have the opportunity to meet with representatives from DTZ who were commissioned by the Trust to assist in a site options appraisal leading to the development of preferred options. The preferred options formed an element of the information used during the consultation process.
- 2.13 DTZ provided ten sites for initial consideration which were subject to the following selection criteria in an attempt to determine the most suitable sites:

Potential Site	Criteria						Weighted Score
	Accessibility	Site Characteristics and Development Constraints	Opportunity for Expansion	Fit with Service Delivery Model	Socially Acceptable	Site Acquisition Cost	
Weighting (this is a multiplier for the criteria score of each location)	5	4	3	4	3	3	
University Hospital of Hartlepool	1	1	1	3	1	3	36
Golden Flatts, Hartlepool	1	7	5	3	1	7	84
Queens Meadows Business Park, Hartlepool	1	3	1	3	1	3	44
Wynyard Business Park	7	7	9	7	7	9	166
Part of Green Farm, Wolviston and Fairfield and West Farms, Newton Bewley	5	5	7	5	5	5	116
Part of Green Farm, Wolviston and Fairfield Farm, Newton Bewley	5	5	9	5	5	5	122
Part of Green Farm, Wolviston	7	7	7	7	5	7	148
University Hospital of North Tees	1	1	1	3	1	3	36
Land at Portrack Lane, Stockton-on-Tees	1	3	1	3	1	5	50
North Shore, Stockton-on-Tees	1	3	1	3	1	3	44

- 2.14 As a result the two highest scoring sites were put forward as the possible locations for the new hospital. The Committee did, however have concerns regarding the way in which this element of the consultation was undertaken.
- 2.15 The Committee believes that the weighting that has been applied when assessing the possible sites can be seen as being technically subjective, as was agreed by Richard Shield of DTZ at the Committee meeting on 4th August. Throughout the consultation process more information was requested regarding the way in which the selection and evaluation criteria have been determined. No further information was available making it difficult for the Committee to provide unequivocal support for the options preferred by the NHS as any opinion must be determined on the available evidence.
- 2.16 Whilst the Committee accepts that there was likely to be a number of sites that would score more highly than others it believes that each of the sites scoring over 100 should have been consulted upon especially as they all have ease of accessibility for Stockton and Hartlepool residents.
- 2.17 The Committee understands that to purchase either of the sites east of the A19 would have involved more land owners and there were issues regarding

possible restrictions from the presence of high voltage cables and gas pipeline easements and constraints from environmental, ecological or archaeological factors. This, however, should not have precluded them from consideration and further investigation as to their suitability should have been undertaken thereby providing, if not real choice, the appearance of greater consultation than was applied.

- 2.18 At each of the public meetings the location issue always aroused the most debate with a majority of people in opposition for a number of reasons. The Committee, itself, received representation from a number of Wynyard residents concerned and angry about what was being proposed in close proximity to their community. The Committee was initially concerned when it heard that little or no communication had been achieved with residents but Members were pleased with the efforts undertaken by NHS staff to rectify this apparent oversight. A specific meeting was organised at Wynyard Golf Club so that the views of residents could be included in the consultation process for which the Committee applaud the Momentum Project Team. Further reference to the consultation process is given later in this report.

Transport

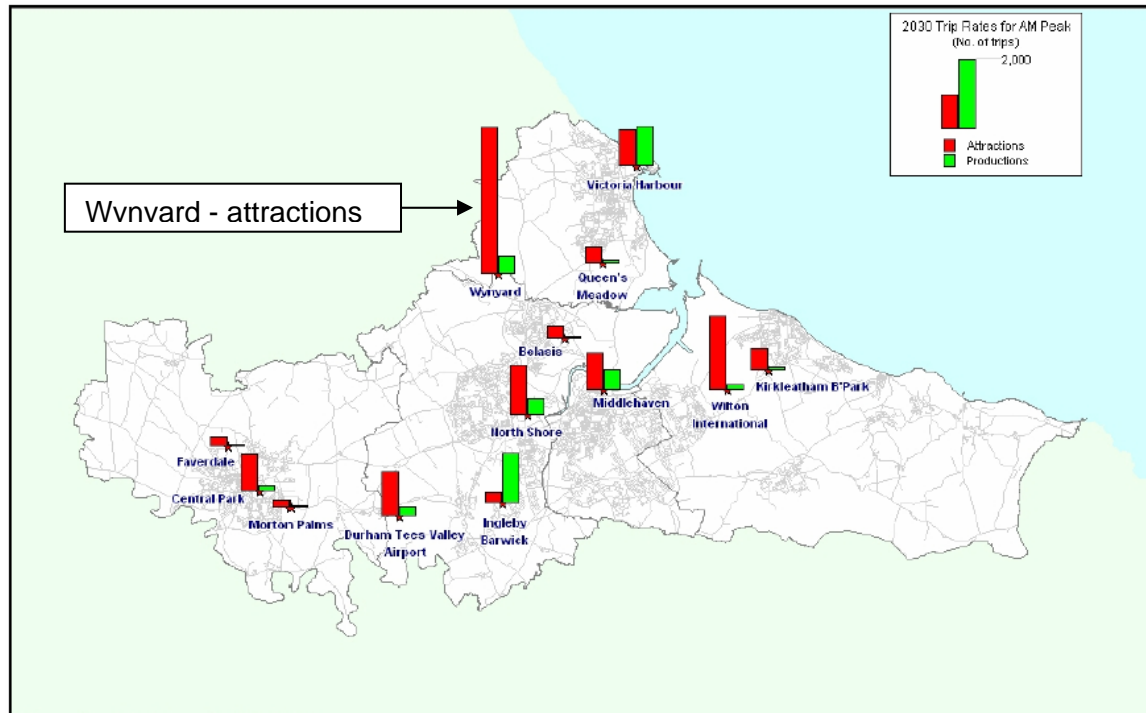
- 2.19 The Committee is pleased that the NHS recognised that both proposed sites currently have poor public transport services and that as a result further work is obviously needed to ensure whichever site is selected is appropriate for use.
- 2.20 Whilst recognising that higher levels of care closer to home will reduce the number of journeys to hospital and that community facilities will be placed in areas accessible by public transport it must also be noted that good transport links will be essential to make the hospital accessible to the local population most directly served by the hospital trust.
- 2.21 Although both sites are well served by A19 and A689 dual carriageways it is noted that the Tees Valley Joint Strategy Unit (JSU), when undertaking work for the Tees Valley local authorities, in 2006 stated that they found:

“The existing Tees Valley sub-regional transport network currently does not deliver a reliable, high quality and cost effective transport system to support planned economic growth in the City Region. The particular problems faced are:

- Worsening highway congestion affecting key junctions and radial corridors, particularly through increasing car ownership levels;
- Conflicts between strategic and local traffic on the trunk road network;
- Current sub-regional rail services are not car-competitive, with limited potential to attract new passengers that would increase rail mode share;
- A continuing reduction in the extent of a commercially operated bus network;
- Several ‘pinch points’ within the sub-regional network, which add to bus service delays and reliability problems, potentially impacting on the ability to achieve the desired regeneration levels;
- Changing travel demand patterns (resulting from long term sustainable economic regeneration priorities) that no longer match the infrastructure or services provided.”

2.22 The JSU developed a diagram (reproduced below) showing an indicative level of future development traffic from some of the key sites identified in the Tees Valley Vision which suggests significant additional pressure on the existing transport network.

Trip Rates for morning peak travel (number of trips) in 2030



2.23 As can be seen by the future projections the number of trips to Wynyard (attractions (reason for travelling to a location) – red bar chart) would be significant if the projections shown above were to be realised. This pictorial representation therefore illustrates the importance of a well-developed transport solution needing to be found.

2.24 The Committee therefore supports the aims of a Transport Group that has been set up to develop the following aspects:

- Provide a public transport service to the hospital
- Implement a Park and Ride service
- Promote car sharing and other green travel initiatives
- Provide sufficient car parking at the hospital
- Supplement the above with a shuttle service if necessary
- Improve roads to minimise congestion

2.25 The Committee was pleased to hear that discussions are on-going between the NHS and local authorities to explore the solutions given above and that should also include:

- Adequate car parking provided on site for staff and visitors
- Tackling peak hour congestion at A19 / A689 Wolviston junction

- Cycling and pedestrian links to be created to nearby existing and future developments
 - Exploring dedicated access routes for emergency services
- 2.26 For a considerable time, there have been proposals to develop a light rapid transit (metro) system within the Tees Valley to improve connectivity and support the future regeneration aspirations. When highlighted in the JSU reports it was shown that a metro system would probably provide passenger transport to the James Cook Hospital, Middlesbrough. As any planned route between Stockton and Hartlepool would operate to the east of the A19 and could have possibly linked to the two sites at Newton Bewley it was considered by the Committee that their removal from this consultation appeared to be a lost opportunity for any integrated transport scheme.
- 2.27 As the hospital development progresses the Committee look forward to having regular discussions/receiving information about the solutions to the transport to and from the new hospital.
- 2.28 The Committee is critical of the way in which the question was framed as no opposing view can be expressed to the two shortlisted sites being proposed as likely development areas. Stating no preference between the two shortlisted sites does not provide any way for the NHS to collect accurate responses of the residents it is consulting. The Committee would like to see the NHS, in future consultations, provide all respondents with the opportunity to oppose any plans the organisation has in a way that it is easily collated and shown alongside support for its future plans.
- 2.29 As a result, the Committee in declaring a preference between the two sites that the NHS has offered would select Option A as this appears to provide what is hoped will be pleasant surroundings for all staff, patients and visitors as well as the solution that has least impact on the residents at Wynyard who are the most vociferous regarding site selection.
- 2.30 **Q15. Are there any improvements/comments we can make to this consultation process? (e.g. how we let you know, how you can respond, the issues covered etc)**
- 2.31 The Committee had a number of positive and negative comments regarding the consultation documentation both in its full and summarised versions.
- Good choices of languages other than English
 - Wide range of meetings for the public - already reflecting on comments made
 - Contrasting care plans very useful
 - It was not clear as to who was the intended readership of both documents were.
 - Very small typeface
 - Printed on dark blue background
 - Very complicated diagram on Page 17
 - Front cover made no mention of a new hospital so the outside did not reflect the content
 - Q10 Use of "No preference" as an option

- Misunderstandings by the public over the size of the new hospital. The media use the phrase "super hospital" but that does not mean very large but rather "state of the art".
 - The stories on pages 29 to 33 are far too long and hard to read
 - The documents don't make reference to the additional provision of GP led Centres for Stockton and Hartlepool.
 - Confusing matrix for site selection with the weightings
 - The Consultation document should have quoted recommendations 3 & 4 from the IRP report to Sec of State in full because these are a "given" and the public need to know that these are non- negotiable.
- 2.32 An issue with this as with all other consultation exercises undertaken by the NHS that the Health Select Committee has taken a keen interest in is the use of disseminating information via the local free paper. The Herald and Post claims on its website that not only is it the number one free weekly newspaper series in Tees Valley, but unlike some other free publications in its area, it has independently verified distribution - ensuring that it is delivered to more households than any other non-verified free publication in its distribution area.
- 2.33 The inclusion of the 6 page consultation document amongst other supplements and advertising does not guarantee that it will be seen, let alone read and responded to.
- 2.34 The Committee was therefore pleased that the NHS had incorporated solus distribution (a single promotional item to a target audience) as one of its methods to rectify the specific problem of reaching areas that do not receive the Herald and Post particularly the more rural parts of Stockton Borough.
- 2.35 The dedicated consultation website is a very useful tool and a good repository for the variety of information that was available to give interested persons the opportunity to explore in whatever level of detail they required. Although the Internet now seems as though it is a part of everyday life it should be noted that there will be people disenfranchised by not having or wanting such access. The North East has the highest number of households without Internet access (48 per cent in 2007) and older age groups are less likely to have accessed the Internet. In 2007 the Internet activity of adults who have accessed the Internet shows that 46 per cent obtained information from public authorities' web sites, 31 per cent downloaded official forms and 27 per cent sought health-related information. It is important therefore not to place an over-reliance on the Internet to engage with the public.

2.36 **Q17. Any other comments specific to this consultation?**

Consultation Process and proposals

- 2.37 It was felt that bringing forward the consultation period was unfortunate as it coincided with the majority of peoples' main vacation of the year. It is hoped that this did not disenfranchise anyone as it may be expected that they had sufficient time within a 13-week period in which to submit views.
- 2.38 This report has been written prior to the second of two Summit meetings the first of which was attended in Stockton by a number of Committee members and other councillors. Discussion about the hospital site was left until the end of the first Summit meeting although it seemed obvious that this was creating

the most interest. It is the opinion of the Committee that it would have been better to have included this discussion earlier in the proceedings so that representatives from the NHS fully heard from those attending the Summit meeting as a number had already left before the consultation questions were posed.

- 2.39 Mention is made of a single urgent care number that could operate alongside the emergency number 999. It will be of interest to learn how this will be developed and how patients will know which number to use.
- 2.40 The view of this Committee is that the integrated Health Care centre for Stockton should be at Tilery or North Shore.
- 2.41 Whilst the Committee may have raised a number of issues regarding the consultation process it wishes to congratulate the Momentum Project Team on its time and dedication which it has given to engage not only in the scrutiny process but throughout the communities it has attempted to reach. The following list is testimony to the efforts the Team went to in order to minimise any criticisms that could have been made.
- Stakeholder Distribution
 - Leaflet and Poster Distribution
 - TFM and Magic FM Advertising Campaign
 - Roadshow Events
 - Local Press and Council Magazines
 - Life Channel
 - Targeted Engagement Plan
 - Additional Meetings
- 2.42 The Committee hopes that any criticisms regarding the process are seen as constructive and can be reflected upon for future engagement when health services are due to change.

3.0 Conclusion

- 3.1 The Committee is pleased to have been involved in this consultation as it introduces the possibility of state of the art health provision for the communities affected by the proposed closure of the two existing hospitals. The location of the new hospital and discussions about the integrated care centres that will deliver health and social care services closer to the communities they will serve is welcomed.
- 3.2 The Committee however, still has reservations about this and the future consultation that will determine actual service provision at the new hospital and associated community infrastructure. Initially it was expected that the neonatal service would be part of this consultation which was of particular interest to North Yorkshire County Councillors. The Momentum Project Team has been continually asked for the timing of the consultation that will identify services at the new hospital, those that can be delivered in a community setting, and any transfer of services from the James Cook Hospital. As this could not be specified at the time of writing this report the Committee wishes to place on record its concerns that this is not in place.
- 3.3 As the NHS will continue to develop its capital planning and procurement programme ahead of building and commissioning the new hospital and associated facilities it is, the Committee believe, incumbent on the NHS to produce the consultation regarding service provision as soon as possible. The Committee look forward to working with its other local authority colleagues to scrutinise such proposals as part of the next Momentum consultation project.