

NOTICE OF MEETING

OVERVIEW AND SCRUTINY COMMITTEE – SPECIAL MEETING

Monday, 21st December, 2020, 10.00 am - MS Teams Meeting (View it [here](#))

Members: Councillors Peray Ahmet (Chair), Pippa Connor (Vice-Chair), Erdal Dogan, Ruth Gordon and Khaled Moyeed

Co-optees/Non Voting Members: KanuPriya Jhunhunwala (Parent Governor representative), Anita Jakhu (Parent Governor representative), Yvonne Denny (Co-opted Member - Church Representative (CofE)) and Lourdes Keever (Co-opted Member - Church Representative (Catholic))

Quorum: 3

1. FILMING AT MEETINGS

Please note that this meeting may be filmed or recorded by the Council for live or subsequent broadcast via the Council's internet site or by anyone attending the meeting using any communication method. Although we ask members of the public recording, filming or reporting on the meeting not to include the public seating areas, members of the public attending the meeting should be aware that we cannot guarantee that they will not be filmed or recorded by others attending the meeting. Members of the public participating in the meeting (e.g. making deputations, asking questions, making oral protests) should be aware that they are likely to be filmed, recorded or reported on.

By entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings.

The chair of the meeting has the discretion to terminate or suspend filming or recording, if in his or her opinion continuation of the filming, recording or reporting would disrupt or prejudice the proceedings, infringe the rights of any individual or may lead to the breach of a legal obligation by the Council.

2. APOLOGIES FOR ABSENCE

3. URGENT BUSINESS

It being a special meeting under Part 4, Section B, Paragraph 17 of the Council's Constitution, no other business shall be considered at the meeting.

4. DECLARATIONS OF INTEREST

A member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

- (i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and
- (ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct

5. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

6. WHITTINGTON HEALTH - PROCESS FOR CONSIDERATION OF PROPOSED ESTATES IMPROVEMENTS FOR COMMUNITY HEALTH SERVICES IN HARINGEY (PAGES 1 - 36)

- To note the process and procedures, as outlined in the Health Scrutiny guidance, for considering the proposed changes to NHS health services provided by Whittington Health; and
- To approve the setting up of a time limited task and finish panel to undertake detailed consideration of the substance of the proposals and develop a response on behalf of the Committee.

7. WHITTINGTON HEALTH ESTATE AND SERVICE PROPOSALS AND ENGAGEMENT PLAN (PAGES 37 - 68)

To consider proposals from Whittington Health for changes to estates and services within Haringey and, in particular, a proposed engagement plan for the adult and children's services moves arising from these.

Robert Mack, Principal Scrutiny Support Officer
Tel – 020 8489 2921
Fax – 020 8881 5218
Email: rob.mack@haringey.gov.uk

John Jones
Monitoring Officer (Interim)
River Park House, 225 High Road, Wood Green, N22 8HQ

Friday, 11 December 2020

This page is intentionally left blank

Report for: Overview and Scrutiny Committee – 21 December 2020

Title: Whittington Health – Process for Consideration of Proposed Estates Improvements for Community Health Services in Haringey

Report authorised by: Ayshe Simsek, Acting Democratic Services and Scrutiny Manager

Lead Officer: Rob Mack, Principal Scrutiny Support Officer
Tel: 020 8489 2921, E-mail: rob.mack@haringey.gov.uk

Ward(s) affected: N/A

**Report for Key/
Non-Key Decision:** N/A

1. Describe the issue under consideration

- 1.1 This report outlines the process and procedures, as outlined in the Health Scrutiny guidance, for considering the proposed changes to NHS health services provided by Whittington Health. In addition, it proposes the setting up of a time limited task and finish panel to undertake detailed consideration of the substance of the proposals and develop a response on behalf of the Committee.

2. Cabinet Member Introduction

N/A

3. Recommendations

- 3.1 That the process for considering proposed changes to local NHS services, as outlined in the Health Scrutiny guidelines, be noted; and
- 3.2 That a task and finish Panel of between 3 and 7 Members comprising Members of the Children and Adults Scrutiny Panels be established to consider the proposed changes to local NHS services by Whittington Health and to prepare a response for approval by the Committee.

4. Reasons for decision

- 4.1 The decision is required to ensure that the Committee is able to respond proportionately and effectively to the change proposals by Whittington Health

5. Alternative options considered

N/A

6. Background information

- 6.1 The Committee has been approached by Whittington Health regarding some proposed changes to the NHS services that they currently provide within Haringey. The main part of them involves transferring several services that are currently provided on the St Ann's Hospital site on St Ann's Road N15 to Tynemouth Road Health Centre N15. This will affect between 150 and 230 patients. The services in question are predominantly for children. There will be some knock-on effect on services for adults currently provided at Tynemouth Road that will be displaced by the transfer of services to children. Full details of the proposals are provided within the paper from Whittington Health that is elsewhere on the agenda.
- 6.2 There is a requirement that any proposed changes to NHS services are the subject to the involvement and engagement with patients and the public by NHS bodies, including health overview and scrutiny committees. The process for engagement with local authority health overview and scrutiny committees is outlined in the Department of Health Local Authority Health Scrutiny guidelines.
- 6.3 The key issue within this relating to the current proposals is the level of involvement and engagement that is proportionate and appropriate. Chapter Four of the Health Scrutiny guidelines covers the process for consideration of substantial proposals, where formal consultation is required. The legislation on which the guidelines are based does not define what constitutes "substantial" though and it is left as a matter to be determined between HOSCs and health commissioners.
- 6.4 When considering whether formal consultation is necessary, a number of factors have typically been considered:
- (a). Changes in the accessibility of services;
 - (b). Impact of the service on the wider community and other services, including economic impact, transport and regeneration;
 - (c). The number of patients affected. Changes may affect the whole population of a geographical area or a small group. If a change affects a small group of patients it may still be considered "substantial", especially if patients need to continue to access the service for many years;
 - (d). Methods of service delivery, e.g. moving a particular service into a community setting from an acute hospital setting.
- 6.5 Whether a proposal is likely to be contentious is also commonly a factor in deciding the level of involvement and engagement that is appropriate. The guidance suggests that HOSCs and NHS bodies may wish develop protocols or memoranda of understanding for deciding what constitutes a "substantial" development or variation. However, it would be difficult to develop a conclusive definition due to the large number of variables involved.
- 6.6 Where formal consultation is deemed to be appropriate, this is undertaken by NHS commissioners rather than providers. Timescales for the consultation must be provided by NHS commissioners to HOSCs when consultations take place. Cabinet Office guidelines previously suggested that consultations should last 12 weeks. They no longer specify a specific length but instead say that they should last for a proportionate amount of time.

- 6.7 Probably the most important characteristic of consultations for HOSCs is that they provide them with the power to refer a proposed substantial development or variation to the Secretary of State if:
- They are not satisfied with the adequacy of content of the consultation (*n.b. this refers to consultation with the HOSC*);
 - They are not satisfied that sufficient time has been allowed for consultation.
 - They consider that the proposal would not be in the interests of the health service in the area; and
 - They have not been consulted and are not satisfied that the reasons given for not carrying out consultation are adequate.
- 6.8 Where a referral is made to the Secretary of State, it is normally referred by him/her to a body called the Independent Reconfiguration Panel (IRP) who consider the issue in detail and report back with recommendations.
- 6.9 Should a HOSC consider that a proposal is not substantial and therefore does not require formal consultation, it does not mean that there will be no opportunity to comment on proposals. NHS bodies still have a general duty to involve and engage with the local community in the development of local health services, including HOSCs. The key difference between this and the duty to consult is that HOSCs only have the power of referral when consultations take place.
- 6.10 Health issues come within the terms of reference of the Adults and Health Scrutiny Panel. However, most of the services that are subject to changes are for children. It was originally proposed that the proposals would be jointly considered by both the Adults and Health and the Children and Young People's Panels. However, the resulting joint body, including co-opted Members, would have a combined membership of 19 which would be unwieldy. It is therefore proposed that a special ad hoc time-limited Panel be instead set up to consider the proposals and develop a response on behalf of the Committee.
- 6.11 The Committee may also wish to consider including up to three non-voting co-opted Members onto the Panel. These could be individuals or representatives from organisations with a particular interest or expertise in the issues being considered. Although the statutory education co-optees on scrutiny are able to vote, this is only on education issues and the current Whittington Health proposals would not fall into this category. They may nevertheless be co-opted on a non-voting basis if the Committee wishes.
- 6.12 In considering a response to the proposals, it is not the responsibility of HOSCs to undertake the engagement, involvement or consultation on behalf of NHS bodies. NHS bodies are expected to do this separately. However, the Panel set up by the Committee will need to receive evidence from a range of sources in order that it is able to develop an informed and balanced response to the proposals. It is suggested that, amongst others, the following be invited to provide evidence:
- Key stakeholders, including partners; and
 - Representatives of patients and the public, such as Haringey Healthwatch.

- 6.13 Provision will also need to be made for the results of any engagement or consultation undertaken by the relevant NHS bodies to be fed into the Panel's deliberations so these can be considered.

7. Contribution to strategic outcomes

- 7.1 This issue is strongly linked to the follow outcomes under the People priority:
- Best start in life: the first few years of every child's life will give them the long-term foundations to thrive;
 - Happy childhood: all children across the borough will be happy and healthy as they grow up, feeling safe and secure in their family, networks and communities; and
 - All adults are able to live healthy and fulfilling lives, with dignity, staying active and connected in their communities.

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

Finance

- 8.1 There are no financial implications arising directly from this report however, following scrutiny of the proposals by the Panel meeting on 21 December, their recommendations may highlight financial implications for the Council, which would have to be considered and addressed at that point.

Procurement

N/A

Legal[Name and title of Officer completing these comments]

- 8.2 The Committee is responsible for the review and scrutiny of health services related matters within the borough. The Committee may appoint one or more sub-committees to discharge any of its functions.
- 8.3 Regulation 23 of the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 provides that where the responsible person (i.e. NHS body) has under consideration any proposal for a substantial development of the health service in the area of a local authority, or for a substantial variation in the provision of such service, the responsible person must a) consult the authority; b) when consulting, provide the authority with - i) the proposed date by which it intends to make a decision as to whether to proceed with the proposal; and ii) the date by which it requires the authority to provide any comments; c) inform the authority of any change to the dates provided; and d) publish those dates, including any change to those dates.
- 8.4 The duty to consult do not apply to any proposals on which responsible person is satisfied that a decision has to be taken without allowing time for consultation because of a risk to safety or welfare of patients or staff. If so, it must notify the authority immediately of the decision taken and the reason why no consultation has taken place.

Equality

- 8.5 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
 - Advance equality of opportunity between people who share those protected characteristics and people who do not;
 - Foster good relations between people who share those characteristics and people who do not.
- 8.6 The Committee should ensure that it addresses these duties by considering them within this piece of work. This should include considering and clearly stating;
- How the issue impacts on different groups within the community, particularly those that share the nine protected characteristics;
 - Whether the impact on particular groups is fair and proportionate;
 - Whether there is equality of access to services and fair representation of all groups within Haringey;
 - Whether any positive opportunities to advance equality of opportunity and/or good relations between people, are being realised.
- 8.7 The Committee should ensure equalities comments are based on evidence. Wherever possible this should include demographic and service level data and evidence of residents/service users views gathered through consultation.

9. Use of Appendices

Appendix A: Local Authority Health Scrutiny – Department of Health

10. Local Government (Access to Information) Act 1985

This page is intentionally left blank



Department
of Health

Local Authority Health Scrutiny

Guidance to support Local Authorities and their partners to deliver effective health scrutiny.

<p>Title:</p> <p>Local Authority Health Scrutiny: Guidance to support Local Authorities and their partners to deliver effective health scrutiny</p>
<p>Author:</p> <p>SCLGCP/PCLG/18280</p>
<p>Document Purpose:</p> <p>Guidance</p>
<p>Publication date:</p> <p>June 2014</p> <p>To be reviewed in June 2015</p>
<p>Target audience:</p> <ul style="list-style-type: none"> • Local Authorities • Local Government Association • Health and Wellbeing Boards • Clinical Commissioning Groups • NHS trusts (acute, community, mental health) • NHS England • Healthwatch
<p>Contact details:</p> <p>Local Government Team Department of Health Room 330, Richmond House 79 Whitehall London SW1A 2NS</p>

You may re-use the text of this document (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit www.nationalarchives.gov.uk/doc/open-government-licence/

© Crown copyright

Published to gov.uk, in PDF format only.

www.gov.uk/dh

Local Authority Health Scrutiny

Guidance to support Local Authorities and their partners to deliver effective health scrutiny.

Prepared by the People, Communities and Local Government Division of the Department of Health.

Contents

Contents.....	4
Key messages	5
1. Introduction	8
1.1 Background.....	8
1.2 Purpose of guidance	9
1.3 Scope of the Regulations	10
2. What remains the same following the new legislation?	12
2.1 For local authorities.....	12
2.2 For the NHS	13
2.3 For patient and public involvement	13
3. Changes arising from the new legislation	15
3.1 Powers and duties – changes for local authorities	15
3.2 Powers and duties – changes for the NHS	20
3.3 Powers and duties – referral by local Healthwatch	22
4. Consultation	23
4.1 The context of consultation	23
4.2 When to consult	23
4.3 Who consults	24
4.4 Timescales for consultation	24
4.5 When consultation is not required	24
4.6 Responses to consultation	25
4.7 Referrals to the Secretary of State	25
5. References and useful links	29
5.1 Relevant legislation and policy	29
5.2 Useful reading.....	29

Key messages

- The primary aim of health scrutiny is to strengthen the voice of local people, ensuring that their needs and experiences are considered as an integral part of the commissioning and delivery of health services and that those services are effective and safe. The new legislation extends the scope of health scrutiny and increases the flexibility of local authorities in deciding how to exercise their scrutiny function.
- Health scrutiny also has a strategic role in taking an overview of how well integration of health, public health and social care is working – relevant to this might be how well health and wellbeing boards are carrying out their duty to promote integration - and in making recommendations about how it could be improved.
- At the same time, health scrutiny has a legitimate role in proactively seeking information about the performance of local health services and institutions; in challenging the information provided to it by commissioners and providers of services for the health service (“relevant NHS bodies and relevant health service providers”¹) and in testing this information by drawing on different sources of intelligence.
- Health scrutiny is part of the accountability of the whole system and needs the involvement of all parts of the system. Engagement of relevant NHS bodies and relevant health service providers with health scrutiny is a continuous process. It should start early with a common understanding of local health needs and the shape of services across the whole health and care system.
- Effective health scrutiny requires clarity at a local level about respective roles between the health scrutiny function, the NHS, the local authority, health and wellbeing boards and local Healthwatch.
- In the light of the Francis Report, local authorities will need to satisfy themselves that they keep open effective channels by which the public can communicate concerns about the quality of NHS and public health services to health scrutiny bodies. Although health scrutiny functions are not there to deal with individual complaints, they can use information to get an impression of services overall and to question commissioners and providers about patterns and trends.
- Furthermore in the light of the Francis Report, health scrutiny will need to consider ways of independently verifying information provided by relevant NHS bodies and relevant health service providers – for example, by seeking the views of local Healthwatch.

¹ In this guidance, “health service commissioners and providers” is a reference to:

a) certain NHS bodies, (i.e. NHS England, clinical commissioning groups, NHS trusts and NHS foundation trusts) and

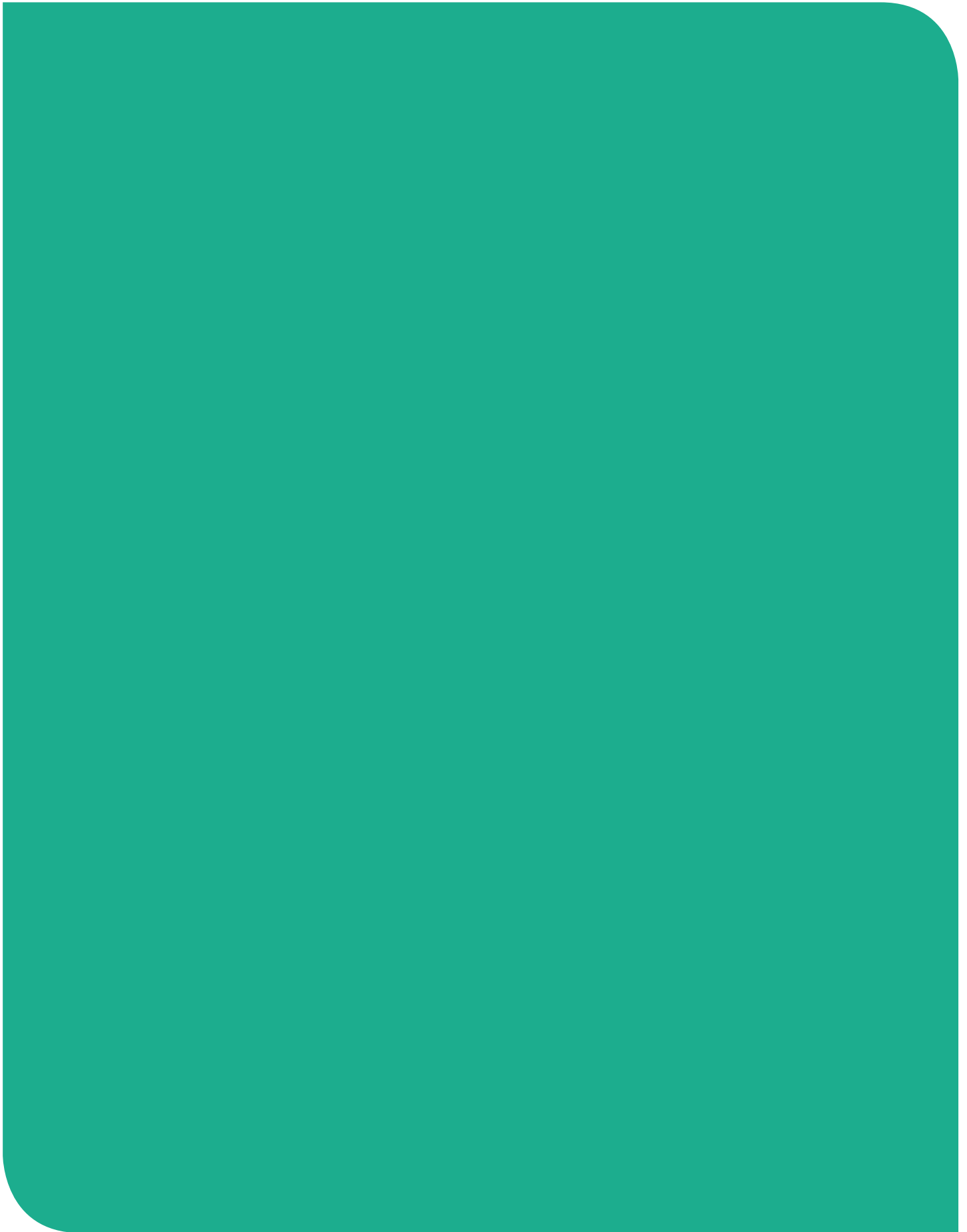
b) providers of NHS and public health services commissioned by NHS England, clinical commissioning groups and local authorities.

Each of these is “a responsible person”, as defined in the Regulations, on whom the Regulations impose certain duties for the purposes of supporting local authorities to discharge their health scrutiny functions.

- Health scrutiny should be outcome focused, looking at cross-cutting issues, including general health improvement, wellbeing and how well health inequalities are being addressed, as well as specific treatment services.
- Where there are concerns about proposals for substantial developments or variation in health services (or reconfiguration as it is also known) local authorities and the local NHS should work together to attempt to resolve these locally if at all possible. If external support is needed, informal help is freely available from the Independent Reconfiguration Panel (IRP)² and/or the Centre for Public Scrutiny³. If the decision is ultimately taken to formally refer the local NHS's reconfiguration proposals to the Secretary of State for Health, then this referral must be accompanied by an explanation of all steps taken locally to try to reach agreement in relation to those proposals.
- In considering substantial reconfiguration proposals health scrutiny needs to recognise the resource envelope within which the NHS operates and should therefore take into account the effect of the proposals on sustainability of services, as well as on their quality and safety.
- Local authorities should ensure that regardless of any arrangements adopted for carrying out health scrutiny functions, the functions are discharged in a transparent manner that will boost the confidence of local people in health scrutiny. Health scrutiny should be held in an open forum and local people should be allowed to attend and use any communication methods such as filming and tweeting to report the proceedings. This will be in line with the new transparency measure in the Local Audit and Accountability Act 2014 and will allow local people, particularly those who are not present at scrutiny hearing-meetings, to have the opportunity to see or hear the proceedings.

² Independent Reconfiguration Panel website: www.irpanel.org.uk/view.asp?id=0

³ Centre for Public Scrutiny website: www.cfps.org.uk



1. Introduction

This guidance is intended to support local authorities, relevant NHS bodies and relevant health service providers in discharging their responsibilities under the relevant regulations; and thereby supporting effective scrutiny. The guidance needs to be conscientiously taken into account. However, the guidance is not intended to be a substitute for the legislation or to provide a definitive interpretation of the legislation. Only the courts can provide a definitive interpretation of legislation. Anyone in doubt should seek legal advice.

1.1 Background

- 1.1.1 The primary aim of health scrutiny is to act as a lever to improve the health of local people, ensuring their needs are considered as an integral part of the commissioning, delivery and development of health services. For some time, local authority overview and scrutiny⁴ of health has been an important part of the Government's commitment to place patients at the centre of health services. It is even more important in the new system.
- 1.1.2 Health scrutiny is a fundamental way by which democratically elected local councillors are able to voice the views of their constituents, and hold relevant NHS bodies and relevant health service providers to account. To this end, it is essential that health scrutiny functions are also carried out in a transparent manner, so that local people have the opportunity to see and hear proceedings, in line with the new transparency measure in the Local Audit and Accountability Act 2014. Local government itself is making an even greater contribution to health since taking on public health functions in April 2013 (and will itself be within the scope of health scrutiny). Social care and health services are becoming ever more closely integrated and impact on each other, with the result that scrutiny of one may entail, to a certain extent, scrutiny of the other. In many cases, health scrutiny reviews will be of services which are jointly commissioned by the NHS and local government.
- 1.1.3 Within the NHS, there has been increasing emphasis on the need to understand and respond to the views of patients and the public about health and health services: the NHS Constitution, the Government's Mandate to NHS England and the NHS Operating Framework together provide a strong set of principles underpinning the NHS's accountability to the people it serves. Responding positively to health scrutiny is one way for the NHS to be accountable to local communities.
- 1.1.4 This is an important and challenging time for local authority scrutiny of the health service in England. The wider context includes huge financial pressures on the public services and the challenges of an ageing society in which more people are living for longer with illness and long-term medical conditions and disability. The NHS and local government are operating in a completely new health landscape underpinned by new legislation; with care commissioned and, in many cases, potentially delivered, by more and varied organisations. New health scrutiny legislation permits greater flexibility in the way that local authorities discharge their health scrutiny functions. Local government is working ever more closely with the NHS through health and wellbeing boards, taking a holistic view of the health, public health and social care system.

⁴ Referred to as 'review and scrutiny' in the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013.

1.1.5 At the same time, the whole health and care system and the public accountability mechanisms that surround it are grappling with the implications of the Francis inquiry into the shocking failure of care at Mid-Staffordshire NHS Trust. Among many other recommendations, the Francis report says that:

- The Care Quality Commission should expand its work with overview and scrutiny committees.
- Overview and scrutiny committees and local Healthwatch should have access to complaints information.
- The “quality accounts” submitted by providers of NHS services should contain observations of commissioners, overview and scrutiny committees and local Healthwatch.

1.1.6 Following the Francis report and recommendations, the role and importance of effective health scrutiny will become more prominent. The Francis inquiry increased expectations for local accountability of health services. It is expected that health scrutiny will develop working relationships and good communication with Care Quality Commission local representatives, NHS England’s local and regional Quality Surveillance Groups as well as with local Healthwatch. While there is no legislative stipulation as to the extent of support that should be made available for the health scrutiny function, the health and social care system as a whole will need to think about how the function is supported nationally, regionally and locally to enable the powers and duties associated with the function to be exercised appropriately.

1.2 Purpose of guidance

1.2.1 It is against this background that this guidance has been prepared. It is intended to provide an up-to-date explanation and guide to implementation of the regulations under the National Health Service Act 2006 governing the local authority health scrutiny function. The relevant regulations are the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 (“the Regulations”), which came into force on 1st April 2013⁵. They supersede the 2002 Regulations under the Health and Social Care Act 2001⁶. The Regulations have implications for relevant NHS bodies and relevant health service providers, including local authorities carrying out the local authority health scrutiny function⁷, health and wellbeing boards and those involved in patient and public engagement activities. The duties in the Regulations are aimed at supporting local authorities to discharge their scrutiny functions effectively. Failure to comply with those duties would place the relevant NHS body or relevant health service provider in breach of its statutory duty and render it at risk of a legal challenge.

1.2.2 This guidance is, therefore, of relevance to:

- Local authorities (both those which have the health scrutiny functions and district councils).
- Clinical commissioning groups (CCGs).
- NHS England.

⁵ References to numbered Regulations throughout this guide are to the Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013.

⁶ These had effect as if made under the National Health Service Act 2006.

⁷ The health scrutiny function is conferred on the 152 councils with social services responsibilities.

- Providers of health services including those from the public, private and voluntary sectors.
- Those involved in delivering the work of local Healthwatch.

The guidance should be read alongside other guidance issued by the Department of Health and NHS England, such as the guidance on the NHS duty to involve⁸, and guidance for NHS commissioners on the good practice principles and process for planning of major service change.

1.3 Scope of the Regulations

- 1.3.1 The Regulations explained in this guidance relate to matters relating to the health service, i.e. including services commissioned and/or provided by the NHS as well as public health services commissioned by local authorities. This includes services provided to the NHS by external non-NHS providers, including local authorities (this is discussed in more detail in section 3).
- 1.3.2 The NHS Constitution, the Mandate to NHS England, and the NHS Outcomes Framework provide a set of guiding principles and values for the NHS which indicate that the NHS is not just a sickness service, but is there to improve health, wellbeing and to address health inequalities: “to pay particular attention to groups or sections of society where improvement in health and life expectancy are not keeping pace with the rest of the population⁹”. The Mandate makes clear that one of NHS England’s priorities should be a focus on “preventing illness, with staff using every contact they have with people as an opportunity to help people stay in good health¹⁰”. Since the creation of the health scrutiny functions under the Health and Social Care Act 2012, local authority scrutiny committees have prioritised issues of health improvement, prevention and tackling health inequalities as areas where they can add value through their work. In their reviews, local authorities have looked at the wider social determinants of health and health inequalities, not least because of local government’s own contribution through the whole range of its services.
- 1.3.3 NHS services can themselves impact on health inequalities and general wellbeing of communities, for example, by improving access to services for the most deprived and least healthy communities. Moreover the Department of Health has always advised and local authorities have recognised that the best use of their health scrutiny powers will depend on scrutiny extending to health issues, the health system and health economy rather than being limited to services commissioned or managed by the NHS or local authorities.
- 1.3.4 The duties of health service commissioners and providers under the Regulations apply to NHS commissioners and to providers of health services as part of the health service, including NHS bodies and local authorities, as discussed below. However, local authority health scrutiny committees have often drawn on their wider powers to promote

⁸ <http://www.england.nhs.uk/wp-content/uploads/2013/09/trans-part-hc-guid1.pdf>

⁹ NHS Constitution, *The NHS belongs to us all*, March 2013:

<http://www.nhs.uk/choiceintheNHS/Rightsandpledges/NHSConstitution/Documents/2013/the-nhs-constitution-for-england-2013.pdf>

¹⁰ The Mandate: A mandate from the Government to the NHS Commissioning Board: April 2013 to March 2015, p8: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/213131/mandate.pdf

community wellbeing to carry out overview and scrutiny of a range of health issues which go beyond NHS services. In the new health landscape, public health is a responsibility of local government and health and wellbeing boards provide strategic leadership of the health system through partnership, with a specific duty to encourage integrated working across health and social care. We can expect an increasing number of services to be jointly commissioned between local authorities and the NHS. Any health scrutiny exercise may therefore include reviewing the local authority's own contribution to the health of local people and the provision of health services, as well as the role of the health and wellbeing board, and of other agencies involved in the health care of local people.

1.3.5 Responses to matters that are scrutinised may therefore be the responsibility of a number of stakeholders. In this light, the power to scrutinise the health service should be seen and used in the wider context of the local authority role of community leadership and of other initiatives to promote and facilitate improvement and reduce inequalities. In the context of the NHS reforms, this includes:

- A greater emphasis on involving patients and the public from an early stage in proposals to improve services.
- The work of health and wellbeing boards as strategic bodies bringing together representatives of the whole local health and care system.
- The work of other relevant local partnerships, such as community safety partnerships and partnerships with the community and voluntary sectors.

1.3.6 The new legislation in the 2012 Act lays increased emphasis on the role of patients and the public in shaping services. This is recognised in the introduction of local Healthwatch organisations and their membership of health and wellbeing boards. The Regulations make provision about the referral of matters by local Healthwatch to local authority health scrutiny. This is discussed in section 3 below.

1.3.7 Section 2 below outlines those aspects of the health scrutiny system that remain the same for each of the key players: local authorities, the NHS and the patient and public involvement system. Section 3 discusses in detail what has changed following the new legislation for each of these key players and how the changes should be implemented. Section 4 discusses the important issue of consultation on substantial reconfiguration proposals (i.e. proposals for a substantial development of the health service or for a substantial variation in the provision of such service). Section 5 provides references and links to relevant additional documents.

2. What remains the same following the new legislation?

2.1 For local authorities

- 2.1.1 Under the Regulations, local authorities in England (i.e. “upper tier” and unitary authorities¹¹, the Common Council of the City of London and the Council of the Isles of Scilly) have the power to:
- Review and scrutinise matters relating to the planning, provision and operation of the health service in the area. This may well include scrutinising the finances of local health services.
 - Require information to be provided by certain NHS bodies about the planning, provision and operation of health services that is reasonably needed to carry out health scrutiny.
 - Require employees including non-executive directors of certain NHS bodies to attend before them to answer questions.
 - Make reports and recommendations to certain NHS bodies and expect a response within 28 days.
 - Set up joint health scrutiny committees with other local authorities and delegate health scrutiny functions to an overview and scrutiny committee of another local authority.
 - Refer NHS substantial reconfiguration proposals to the Secretary of State if a local authority considers:
 - The consultation has been inadequate in relation to the content or the amount of time allowed.
 - The NHS body has given inadequate reasons where it has not consulted for reasons of urgency relating to the safety or welfare of patients or staff.
 - A proposal would not be in the interests of the health service in its area.

(In the case of referral, the Regulations lay down additional conditions and requirements as to the information that must be provided to the Secretary of State – these are listed in section 4.7 below.)

- 2.1.2 As previously, executive members may not be members of local authority overview and scrutiny committees, their sub-committees, joint health overview and scrutiny committees and sub-committees. Overview and scrutiny committees may include co-opted members i.e. those who are not members of the relevant local authority (for example, co-opted members of overview and scrutiny committees of district councils or representatives of voluntary sector organisations). Co-opted members may not be given voting rights except where permitted by the relevant local authority in accordance with a scheme made by the local authority¹².

¹¹ i.e. county councils, district councils other than lower-tier district councils and London Borough councils. However, in general, health scrutiny functions may be delegated to lower-tier district councils (except for referrals – see regulations 28 and 29) or their overview and scrutiny committees, or carried out by a joint committee of those councils and another local authority.

¹² Section 9FA of and Schedule A1 to the Local Government Act 2000, Regulations 5 and 11 of the Local Authorities (committee system) (England) Regulations 2012 and Regulation 30 of the Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013.

2.1.3 The position of councils which have returned to a committee system of governance is discussed in section 3 below.

2.1.4 The position in relation to these matters remains following the new legislation, but the legislation is extended to cover additional and new organisations and diverse local authority arrangements, as described in section 3 below.

2.2 For the NHS

2.2.1 Regulations under the Health and Social Care Act 2001 created duties on the NHS which mirror the powers conferred on local authorities. These duties are carried forward into the new legislation, and require the NHS to:

- Provide information about the planning, provision and operation of health services as reasonably required by local authorities to enable them to carry out health scrutiny (section 3 lists all those now covered by this requirement).
- Attend before local authorities to answer questions necessary for local authorities to carry out health scrutiny.
- Consult on any proposed substantial developments or variations in the provision of the health service¹³.
- Respond to health scrutiny reports and recommendations: NHS service commissioners and providers have a duty to respond in writing to a report or recommendation where health scrutiny requests this, within 28 days of the request. This applies to requests from individual health scrutiny committees or sub-committees, from local authorities and from joint health scrutiny committees or sub-committees.

2.2.2 These duties remain in place, and (following the abolition of PCTs and Strategic Health Authorities) now apply to CCGs; NHS England; local authorities as providers of NHS or public health services; and providers of NHS and public health services commissioned by CCGs, NHS England and local authorities. Additional responsibilities are described in section 3 below.

2.3 For patient and public involvement

2.3.1 Legislation has created a number of far-reaching requirements on the NHS to consult service users and prospective users in planning services, in the development and consideration of proposals for changes in the way services are provided and in decisions affecting the operation of those services.

2.3.2 For NHS trusts, the duty as to involvement and consultation is set out in section 242 of the 2006 Act (as amended by the Health and Social Care Act 2012). The public involvement duties of NHS England and of CCGs are set out in sections 13Q and 14Z2 respectively of the 2006 Act. These are separate duties from those set out in the Regulations discussed here. Together they add up to a web of local accountability for health services.

2.1.1 The Health and Social Care Act 2012 introduced local Healthwatch to represent the voice of patients, service users and the public; and health and wellbeing boards to promote partnerships across the health and social care sector. The Regulations set up formal relationships between local Healthwatch and local authority health scrutiny, to ensure

¹³ Subject to exceptions as set out in the 2013 Regulations.

that the new system reflects the outcomes of involvement and engagement with patients and the public, as described in section 3 below.

3. Changes arising from the new legislation

3.1 Powers and duties – changes for local authorities

Councils as commissioners and providers of health services

- 3.1.1 As commissioners or providers of public health services and as providers of health services to the NHS, services commissioned or provided by local authorities are themselves within the scope of the health scrutiny legislation.
- 3.1.2 To that end local authorities may be bodies which are scrutinised, as well as bodies which carry out health scrutiny.
- 3.1.3 The duties which apply to scrutinised bodies such as the duty to provide information, to attend before health scrutiny and to consult on substantial reconfiguration proposals will apply to local authorities insofar as they may be “relevant health service providers”¹⁴.
- 3.1.4 Being both scrutineer and scrutinee is not a new situation for councils. It will still be important, particularly in making arrangements for scrutiny of the council’s own health role, to bear in mind possible conflicts of interest and to take steps to deal with them.

Councils as scrutineers of health services

- 3.1.5 The Local Government Act 2000 (as amended by the Localism Act 2011) makes provision for authorities:
 - To retain executive governance arrangements (i.e. comprising a Leader and cabinet or a Mayor and cabinet).
 - To adopt a committee system of governance.
 - To adopt any other form of governance prescribed by the Secretary of State.
- 3.1.6 Health scrutiny arrangements will differ in some respects depending on the system that the council chooses to operate. Most importantly:
 - Councils operating executive governance arrangements are required to have at least one overview and scrutiny committee. In this case, the scrutiny is independent of the executive.
 - If a council adopts a committee system, they can operate overview and scrutiny committees if they choose, but are not required to do so.
- 3.1.7 At present, most local authorities are retaining executive governance arrangements. For those councils moving to a committee system, a further discussion of the differences and implications for health scrutiny is included on page 16 below.
- 3.1.8 Generally health scrutiny functions are in the form of powers. However, there are certain requirements under the Regulations as follows. Local authorities on whom health scrutiny functions have been conferred should:
 - Have a mechanism in place to deal with referrals made by Local Healthwatch organisations or contractors¹⁵.

¹⁴ See section 244 of the NHS Act and Regulation 20 of the 2013 Regulations for the meaning of “relevant health service provider”.

¹⁵ See Regulation 21 of the 2013 Regulations.

- Have a mechanism in place to respond to consultations by relevant NHS bodies and relevant health service providers on substantial reconfiguration proposals. Such responses could be made through the full council, an overview and scrutiny committee with delegated powers from the full council, a joint overview and scrutiny committee or a committee appointed under s101 of the Local Government Act.
- Councils also need to consider in advance how the members of a joint health scrutiny committee would be appointed from their council where the council was required to participate in a joint health scrutiny committee with other councils to respond to substantial reconfiguration proposals covering more than one council area.

Conferral of health scrutiny function on full council

3.1.9 The National Health Service Act 2006, as amended by the Health and Social Care Act 2012, confers health scrutiny functions on the local authority, as distinct from any overview and scrutiny committee or panel within the local authority section 244 (2ZD). This new provision is designed to give local authorities greater flexibility and freedom over the way they discharge health scrutiny functions. The full council of each local authority will determine which arrangement is adopted. For example:

- It may choose to continue to operate its existing health overview and scrutiny committee, delegating its health scrutiny functions to the committee.
- It may choose other arrangements such as appointing a committee involving members of the public and delegating its health scrutiny functions (except the function of making referrals) to that committee.
- It may operate its health scrutiny functions through a joint scrutiny committee with one or more other councils.

3.1.10 As indicated above local authorities may delegate their health scrutiny functions under section 101 of the Local Government Act 1972 but are not permitted to delegate the functions to an officer (Regulation 29).

3.1.11 Executive members of councils operating executive governance arrangements (that is a Leader and cabinet or a Mayor and cabinet) may not be members of local authority overview and scrutiny committees or of their sub-committees or of joint health overview and scrutiny committees and sub-committees.

3.1.12 Overview and scrutiny committees are a proven model offering a number of benefits that other structures may not, including having a clear identity within the local authority, political balance and, in many cases, an established reputation within the local community for independence and accessibility.

Delegation of health scrutiny function by full council

3.1.13 The legislation enables health scrutiny functions to be delegated to:

- An overview and scrutiny committee of a local authority or of another local authority (Regulation 28).
- A sub-committee of an overview or scrutiny committee (Local Government Act 2000).
- A joint overview and scrutiny committee (JOSC) appointed by two or more local authorities or a sub-committee of such a joint committee.
- A committee or sub-committee of the authority appointed under section 102 of the Local Government Act 1972 (section 101 of the Local Government Act 1972) (except for referrals).
- Another local authority (section 101 of Local Government Act 1972) (except for referrals).

3.1.14 Local authorities may not delegate the health scrutiny functions to an officer – this option under the Local Government Act 1972 is disapplied (disallowed) by Regulation 29.

3.1.15 If a council decides to delegate to a health scrutiny committee, it need not delegate *all* of its health scrutiny functions to that committee (i.e. it could retain some functions itself). For example, it might choose to retain the power to refer issues to the Secretary of State for Health as discussed below. Equally, it might choose to delegate that power to the scrutiny committee.

Joint health scrutiny arrangements

3.1.16 As before, local authorities may appoint a discretionary joint health scrutiny committee (Regulation 30) to carry out all or specified health scrutiny functions, for example health scrutiny in relation to health issues that cross local authority boundaries. Establishing a joint committee of this kind does not prevent the appointing local authorities from separately scrutinising health issues. However, there are likely to be occasions on which a discretionary joint committee is the best way of considering how the needs of a local population, which happens to cross council boundaries, are being met.

3.1.17 Regulation 30 also requires local authorities to appoint joint committees where a relevant NHS body or health service provider consults more than one local authority's health scrutiny function about substantial reconfiguration proposals (referred to below as a mandatory joint health scrutiny committee). In such circumstances, Regulation 30 sets out the following requirements (see section 4 on consultation below for more detail).

- Only the joint committee may respond to the consultation (i.e. rather than each individual local authority responding separately).
- Only the joint committee may exercise the power to require the provision of information by the relevant NHS body or health service provider about the proposal.
- Only the joint committee may exercise the power to require members or employees of the relevant NHS body or health service provider to attend before it to answer questions in connection with the consultation.

3.1.18 These restrictions do not apply to referrals to the Secretary of State. Local authorities may choose to delegate their power of referral to the mandatory joint committee but they need not do so. If a local authority had already appointed a discretionary committee, they could even delegate the power to that committee if they choose to.

3.1.19 If the local authority has delegated this power, then they may not subsequently exercise the power of referral. If they do not delegate the power, they may make such referrals.

3.1.20 A situation might arise where one of the participating local authorities had delegated their power of referral to the joint committee but not the other(s). In such a case a referral could be made by: the JOSC or any of the authorities which had not delegated their power of referral to the JOSC, but not the authorities which had delegated their power of referral to the JOSC.

Reporting and making recommendations

3.1.21 Regulation 22 enables local authorities and committees (including joint committees, sub-committees and other local authorities to which health scrutiny functions have been delegated) to make reports and recommendations to relevant NHS bodies and health

service providers. The following information must be included in a report or recommendation:

- An explanation of the matter reviewed or scrutinised.
- A summary of the evidence considered.
- A list of the participants involved in the review or scrutiny.
- An explanation of any recommendations on the matter reviewed or scrutinised.

3.1.22 A council can choose to delegate to an overview and scrutiny committee (including joint committee, sub-committee or another local authority) the function of making scrutiny reports and recommendations to relevant NHS bodies and health service commissioners. Alternatively, a council can choose to delegate only the function of *preparing* such reports and recommendations, and retain for itself the function of actually *making* that report or recommendation. The latter approach would give the full council the opportunity to endorse the report or recommendation before it was sent to the NHS.

3.1.23 Where a local authority requests a response from the relevant NHS body or health service provider to which it has made a report or recommendation, there is a statutory requirement (Regulation 22) for the body or provider to provide a response in writing within 28 days of the request.

Conflicts of interest

3.1.24 Councils should take steps to avoid any conflict of interest arising from councillors' involvement in the bodies or decisions that they are scrutinising. A conflict might arise where, for example, a councillor who was a full voting member of a health and wellbeing board was also a member of the same council's health scrutiny committee or of a joint health scrutiny committee that might be scrutinising matters pertaining to the work of the health and wellbeing board.

3.1.25 Conflicts of interest may also arise if councillors carrying out health scrutiny are, for example:

- An employee of an NHS body.
- A member or non-executive director of an NHS body.
- An executive member of another local authority.
- An employee or board member of an organisation commissioned by an NHS body or local authority to provide services.

3.1.26 These councillors are not excluded from membership of overview and scrutiny committees, and, clearly, where the full council has retained the health scrutiny function, they will be involved in health scrutiny. However they will need to follow the rules and requirements governing the existence of interests in matters considered at meetings. Where such a risk is identified, they should consult their monitoring officer for advice on their involvement.

Councils operating a committee system

3.1.27 Councils which have returned to a committee system under the Local Government Act 2000 may or may not have retained a council-wide overview and scrutiny function. If they have retained such function, they will be able to delegate their health scrutiny functions to overview and scrutiny committees in the same way as those councils operating executive arrangements that have executive and scrutiny functions.

- 3.1.28 Councils with a committee system that have not retained a council-wide scrutiny function will need to decide what to do about their health scrutiny functions. The health scrutiny function is conferred on the full council but delegation to a committee, joint committee, sub-committee or another local authority is permitted (except in the case of referrals in relation to which delegation under section 101 of the Local Government Act 1972 is not permitted). Therefore such a council might retain health scrutiny functions or delegate these to a committee, joint committee or sub-committee (or indeed to another council or its overview and scrutiny committee).
- 3.1.29 In deciding how to operate a health scrutiny function, councils operating a committee system will need to consider issues of potential conflicts of interest. Like upper tier and unitary councils, they will need to have a health and wellbeing board whose work will be within the scope of health scrutiny insofar as it relates to the planning, provision and operation of the health service. They may also have a health and social care committee or a stand-alone health committee which makes decisions about the commissioning of public health services. A conflict might arise where, for example, under a committee system, the members of any committee of the council which is taking commissioning decisions on public health services, are also members of its health scrutiny committee or where a health and social care committee of a council operating a committee system is also acting as a health overview and scrutiny committee. The solution might be to have a separate health overview and scrutiny committee, with different members.
- 3.1.30 Regardless of the governance arrangements being operated by a council, the health scrutiny function may not be delegated to an officer (Regulation 29).

The role of district councils

- 3.1.31 As previously, under the new Regulations (Regulation 31), district councillors in two tier areas, who are members of district overview and scrutiny committees, may be co-opted by the upper tier county council onto health overview and scrutiny committees of those councils or other local authorities. Such co-option may be on a long term (i.e. for the life of the overview and scrutiny committee or until the county council decides) or ad hoc basis (i.e. for review and scrutiny of a particular matter) (Regulation 31).
- 3.1.32 District councillors in two tier areas may also (Regulation 30 read with the Local Government Act 2000) be co-opted onto joint health scrutiny committees between the upper tier county councils and other local authorities.
- 3.1.33 District councillors in two tier areas may also be on joint health scrutiny committees of the relevant district council and the upper tier county council (Regulation 30).
- 3.1.34 Many county councils have taken the opportunity to co-opt district councillors onto their scrutiny committees, as district councillors bring very local knowledge of their communities' needs and may also provide a useful link to enhance the health impact of district council services. Health and wellbeing strategies in two-tier areas are likely to include reference to the role of district councils in improving health and reducing inequalities, for example through their housing and leisure functions. As health and wellbeing boards' functions including their strategies (insofar as related to the planning, provision and operation of the health service) will be within the scope of health scrutiny, this provides an additional reason for considering the co-option of district councillors.

3.2 Powers and duties – changes for the NHS

Extension of scope of health scrutiny

3.2.1 A significant change for the NHS in the new health landscape is the extension of certain duties in the Regulations to cover providers of health services (commissioned by NHS England, CCGs or local authorities) who are not themselves NHS bodies. Together with relevant NHS bodies these are known as ‘responsible persons’ in the legislation and these include:

- CCGs
- NHS England
- Local authorities (insofar as they may be providing health services to CCGs, NHS England or other local authorities).
- NHS trusts and NHS foundation trusts.
- GP practices and other providers of primary care services (previously not subject to specific duties under health scrutiny regulations as independent contractors, they are now subject to duties under the new Regulations as they are providers of NHS services).
- Other providers of primary care services to the NHS, such as pharmacists, opticians and dentists.
- Private and voluntary sector bodies commissioned to provide NHS or public health services by NHS England, CCGs or local authorities.

3.2.2 Under the Regulations, ‘responsible persons’ are required to comply with a number of duties to assist the health scrutiny function. These duties are underpinned by the duty of co-operation which applies between the NHS and local authorities under section 82 of the NHS Act 2006 which requires them, in exercising their respective functions, to co-operate with one another in order to secure and advance the health and welfare of the people of England and Wales.

Required provision of information to health scrutiny

3.2.3 Regulation 26 imposes duties on ‘responsible persons’ to provide a local authority with such information about the planning, provision and operation of health services in the area of the authority as it may reasonably require to discharge its health scrutiny functions. All relevant NHS bodies and health service providers (including GP practices and other primary care providers and any private, independent or third sector providers delivering services under arrangements made by clinical commissioning groups, NHS England or the local authority) have a duty to provide such information.

3.2.4 In addition, the duty of candour under the NHS Standard Contract is also relevant in relation to the provision of information to patients generally.

3.2.5 The type of information requested and provided will depend on the subject under scrutiny. It may include:

- Financial information about the operation of a trust or CCG, for example budget allocations for the care of certain groups of patients or certain conditions, or capital allocations for infrastructure projects, such as community facilities.
- Management information such as commissioning plans for a particular type of service.
- Operational information such as information about performance against targets or quality standards, waiting times.

- Patient information such as patient flows, patient satisfaction surveys, numbers and types of complaints and action taken to address them.
- Any other information relating to the topic of a health scrutiny review which can reasonably be requested.

3.2.6 Confidential information that relates to or identifies a particular living individual or individuals cannot be provided unless the individual or individuals concerned agree to its disclosure. However, the information can be disclosed in a form from which identification is not possible. In such a situation, health scrutiny bodies (i.e. councils or council health overview and scrutiny committees or sub-committees carrying out delegated health scrutiny functions) can require that the information be put in a form from which the individual cannot be identified in order that it may be disclosed.

3.2.7 In some cases, information, such as financial information, may be commercially sensitive. In such cases, it may be possible for health scrutiny to receive this information in confidence to inform, but not be directly referred to in, its reports and recommendations.

Required attendance before health scrutiny

3.2.8 Members and employees of a relevant NHS body or relevant health service provider have a duty to attend before a local authority when required by it (provided reasonable notice has been given) to answer questions the local authority believes are necessary to carry out its health scrutiny functions. This duty now applies to all those listed at the beginning of this section. So, for example, if a local authority were to require the attendance of a member of a CCG, or of a private company commissioned to provide particular NHS services, it could do so under the Regulations. Bodies, the employees or members of which are required to attend by local authority health scrutiny, are expected to take the appropriate steps to ensure the relevant member or employee complies with this requirement¹⁶.

3.2.9 As regards the attendance of particular individuals, identification of the appropriate member or employee to attend will depend on the type of scrutiny review being undertaken and its aims. By way of example, where the local authority has required attendance of a particular individual, say the accountable officer of a clinical commissioning group, and it is not practicable for that individual to attend or if that individual is not the most suitable person to attend, the CCG would be expected to suggest another, relevant individual. Thus, in such situations, both the local authority and the commissioner or provider (as the case may be) would be expected to co-operate with each other to agree on a suitable person for attendance and, in doing so, to act reasonably at all times.

Responding to scrutiny reports and recommendations

3.2.10 Depending on the topic being reviewed, reports and recommendations by local authority health scrutiny bodies may be made to any of the relevant NHS bodies or health service providers covered by the legislation (and, in the case of health scrutiny by a body to which the function has been delegated, to the delegating authority e.g. the relevant local authority or in the case of a sub-committee appointed by a committee, that committee or its local authority).

¹⁶ The meaning of 'member' is given in section 244 of the NHS Act 2006 and includes people who are members of committees or sub-committees of CCGs who are not members of the CCG, directors of NHS trusts and directors and governors of NHS foundation trusts. They also include directors of bodies which provide health services commissioned by NHS England, CCGs and local authorities.

- 3.2.11 Relevant NHS bodies and health service providers to which a health scrutiny report or and recommendation has been made must by law, if a response is requested, respond within 28 days of the request. Reports and recommendations are expected to be based on evidence. Respondents should take the evidence presented seriously, giving a considered and meaningful response about how they intend to take forward reports or recommendations. Meaningful engagement is likely to lead to improvements in quality and access to services.
- 3.2.12 Many local authorities, as part of their work plan, return to completed scrutiny reviews after a certain period – usually 6 months or a year – to find out whether and how their recommendations have been implemented and how they have influenced improvements. Relevant NHS bodies and health service providers to whom scrutiny reports have been presented should be prepared for this kind of follow-up and be able to report on progress and improvements resulting from scrutiny reviews.

3.3 Powers and duties – referral by local Healthwatch

- 3.3.1 Local Healthwatch organisations and contractors have specific roles which complement those of health scrutiny bodies. For example, they can “enter and view” certain premises at which health and social care services are provided. This can enable local Healthwatch to act as the “eyes and ears” of patients and the public; to be a means for health scrutiny to supplement and triangulate information provided by service providers; and to gain an additional impression of quality of services, safety and issues of concern around specific services and provider institutions. Health scrutiny bodies and local Healthwatch are likely each to benefit from regular contact and exchange of information about their work programmes. It may also be helpful in planning work programmes, to try to ensure that certain aspects are aligned. For example, if a health scrutiny body is planning a review of a certain service, it might be useful if local Healthwatch plans to visit the service in a timely way to inform the review.
- 3.3.2 Local Healthwatch organisations and their contractors carry out certain statutory activities including that of making reports and recommendations concerning service improvements to scrutiny bodies. This would cover the provision of information and the referral of matters relating to the planning, provision and operation of health services in their area (which could potentially include concerns about local health services or commissioners and providers) to local authority health scrutiny bodies.
- 3.3.3 Regulation 21 sets out duties that apply where a matter is referred to a local authority by a local Healthwatch organisations or contractors. The local authority must:
- Acknowledge receipt of referrals within 20 working days.
 - Keep local Healthwatch organisations (or contractors as the case may be) informed of any action it takes in relation to the matter referred.

4.Consultation

4.1 The context of consultation

- 4.1.1 The duty on relevant NHS bodies and health service providers to consult health scrutiny bodies on substantial reconfiguration proposals should be seen in the context of NHS duties to involve and consult the public. Focusing solely on consultation with health scrutiny bodies will not be sufficient to meet the NHS's public involvement and consultation duties as these are separate. The NHS should therefore ensure that there is meaningful and on-going engagement with service users in developing the case for change and in planning and developing proposals. There should be engagement with the local community from an early stage on the options that are developed.
- 4.1.2 The backdrop to consultation on substantial reconfiguration proposals is itself changing. The ideal situation is that proposals for change emerge from involving service users and the wider public in dialogue about needs and priorities and how services can be improved. Much of this dialogue may take place through representation of service users and the public on health and wellbeing boards and through the boards' own public engagement strategies. With increasing integration of health and care services, many proposals for change may be joint NHS-local authority proposals which may have been discussed at an early stage through the health and wellbeing board. Health scrutiny bodies should be party to such discussions – local circumstances will determine the best way for this to happen. If informally involved and consulted at an early enough stage, health scrutiny bodies in collaboration with local Healthwatch, may be able to advise on how patients and the public can be effectively engaged and listened to. If this has happened, health scrutiny bodies are less likely to raise objections when consulted.
- 4.1.3 NHS England has published good practice guidance for NHS commissioners on the planning and development of proposals for major service changes and reconfigurations. The guidance is designed to support commissioners, working with local authorities and providers, to carry out effective service reconfiguration in a way that puts quality of care first, is clinically evidence-based and which involves patients and the public throughout. It is intended to be used as a reference guide to help develop and implement plans in a clear and consistent way. The guidance is available at:
<http://www.england.nhs.uk/wp-content/uploads/2013/12/plan-del-serv-chge1.pdf>

4.2 When to consult

- 4.2.1 Regulation 23 requires relevant NHS bodies and health service providers to consult a local authority about any proposal which they have “under consideration” for a substantial development of or variation in the provision of health services in the local authority's area. The term “under consideration” is not defined and will depend on the facts, but a development or variation is unlikely to be held to be “under consideration” until a proposal has been developed. The consultation duty applies to any “responsible person” under the legislation, i.e. relevant NHS bodies and health service commissioners which now come under the scope of health scrutiny as described above.
- 4.2.2 As previously, “substantial development” and “substantial variation” are not defined in the legislation. Many local authority scrutiny bodies and their NHS counterparts have developed joint protocols or memoranda of understanding about how the parties will

reach a view as to whether or not a proposal constitutes a “substantial development” or “substantial variation”. Although there is no requirement to develop such protocols it may be helpful for both parties to do so. The local authority may find a systematic checklist, of the kind often contained in such protocols, useful in reaching a view about whether a proposed development or variation is substantial and, for example, NHS commissioners may find it helpful in explaining to providers what is likely to be regarded as substantial.

4.3 Who consults

- 4.3.1 In the case of substantial developments or variation to services which are the commissioning responsibility of CCGs or NHS England, consultation is to be done by NHS commissioners rather than providers i.e. by the relevant CCG(s) or NHS England. When these providers have a development or variation “under consideration” they will need to inform commissioners at a very early stage so that commissioners can comply with the requirement to consult as soon as proposals are under consideration.

4.4 Timescales for consultation

- 4.4.1 The Regulations now require timescales to be provided to health scrutiny bodies and to be published by the proposer of substantial developments or variations, (Regulation 23). When consulting health scrutiny bodies on substantial developments or variations, a relevant NHS body or health service provider is required by the Regulations to notify the health scrutiny body of the date by which it requires the health scrutiny body to provide comments in response to the consultation and the date by which it intends to make a decision as to whether to proceed with the proposal¹⁷. These dates must also be published. This is so that local patients and communities are aware of the timescales that are being followed. Any changes to these dates must be notified to the relevant health scrutiny body and published. Constructive dialogue between relevant NHS bodies and health service providers on the one hand, and health scrutiny bodies on the other, when communicating on timescales for comments or decisions in relation to substantial developments or variations should help ensure that timescales are realistic and achievable.
- 4.4.2 It is sensible for health scrutiny to be able to receive details about the outcome of public consultation before it makes its response so that the response can be informed by patient and public opinion.

4.5 When consultation is not required

- 4.5.1 The Regulations set out certain proposals on which consultation with health scrutiny is *not* required. These are:
- Where the relevant NHS body or health service commissioner believes that a decision has to be taken without allowing time for consultation because of a risk to safety or welfare of patients or staff (this might for example cover the situation where a ward needs to close immediately because of a viral outbreak) – in such cases the NHS body or health service provider must notify the local authority that consultation will not take place and the reason for this.

¹⁷ Government guidance on consultation principles was published in July 2012 (see references).

- Where there is a proposal to establish or dissolve or vary the constitution of a CCG or establish or dissolve an NHS trust, unless the proposal involves a substantial development or variation.
- Where proposals are part of a trusts special administrator's report or draft report (i.e. when a trust has financial difficulties and is being run by an administration put in place by the Secretary of State) – these are required to be the subject of a separate 30-day community-wide consultation.

4.6 Responses to consultation

- 4.6.1 Where a health scrutiny body has been consulted by a relevant NHS body or health service provider on substantial developments or variations, the health scrutiny body has the power to make comments on the proposals by the date (or changed date) notified by the body or provider undertaking the consultation. Having considered the proposals and local evidence, health scrutiny bodies should normally respond in writing to the body undertaking the consultation and when commenting would need to keep within the timescale specified by them.
- 4.6.2 Where a health scrutiny's body's comments include a recommendation and the consulting organisation disagrees with that recommendation, that organisation must notify the health scrutiny body of the disagreement. Both the consulting organisation and the health scrutiny body must take such steps as are reasonably practicable to try to reach agreement. Where NHS England or a clinical commissioning group is acting on behalf of a provider, in accordance with the Regulations, as mentioned above, the health scrutiny body and NHS England or the CCG (as the case may be) must involve the provider in the steps they are taking to try to reach agreement.
- 4.6.3 Where a health scrutiny body has not commented on the proposal or has commented but without making a recommendation, it must notify the consulting organisation as to its decision as to whether to refer the matter to the Secretary of State and if so, the date by which it proposes to make the referral or the date by which it will make a decision on whether to refer the matter to the Secretary of State.

4.7 Referrals to the Secretary of State

- 4.7.1 Local authorities may refer proposals for substantial developments or variations to the Secretary of State in certain circumstances outlined below. The circumstances remain largely the same as in previous legislation.
- 4.7.2 The new Regulations set out certain information and evidence that are to be provided to the Secretary of State and the steps that must be taken before a referral can be made. On receiving a referral from a local authority, overview and scrutiny committee, joint committee or sub-committee, the Secretary of State may ask for advice from the Independent Reconfiguration Panel (IRP), an advisory non-departmental public body. The new Regulations do not affect the position of the IRP. The IRP will undertake an initial assessment of any referral to the Secretary of State for Health where its advice is requested. It may then be asked to carry out a full review. Not all referrals to the Secretary of State for Health will automatically be reviewed in full by the IRP – this is at the Secretary of State's discretion. The IRP has published a summary of its views on what can be learned from the referrals it has received and the reviews it has undertaken from the perspective both of the NHS and of health scrutiny. The IRP also offers pre-

consultation advice and support to NHS and other interested bodies on the development of local proposals for reconfiguration or significant service change - including advice and support on methods for public engagement and formal public consultation.

Relevant NHS bodies, health service providers and local authority scrutiny may also find it helpful to read its report on the *Safe and Sustainable* review of children's heart surgery, the first national reconfiguration proposal referred to the IRP, whose recommendations were accepted by the Secretary of State (see references).

4.7.3 The powers under the previous Regulations to refer matters relating to NHS foundation trusts to Monitor have been removed, as this was not considered appropriate to the role of Monitor and the new licensing regime.

Circumstances for referral

4.7.4 The circumstances for referral of a proposed substantial development or variation remain the same as in previous legislation. That is, where a health scrutiny body has been consulted by a relevant NHS body or health service provider on a proposed substantial development or variation, it may report to the Secretary of State in writing if:

- It is not satisfied with the adequacy of content of the consultation.
- It is not satisfied that sufficient time has been allowed for consultation.¹⁸
- It considers that the proposal would not be in the interests of the health service in its area.
- It has *not* been consulted, and it is not satisfied that the reasons given for not carrying out consultation are adequate.

4.7.5 However, there are certain limits on the circumstances in which a health scrutiny bodies may refer a proposal to the Secretary of State.

In particular, where a health scrutiny body has made a recommendation and the relevant NHS body or health service provider has disagreed with the recommendation, the health scrutiny body may not refer a proposal unless:

- it is satisfied that reasonably practicable steps have been taken to try to reach agreement (with steps taken to involve the provider where NHS England or a CCG is acting on the provider's behalf) but agreement has not been reached within a reasonable time; or
- it is satisfied that the relevant NHS body or health service provider has failed to take reasonably practicable steps to try to reach agreement within a reasonable period.

In a case where a health scrutiny body has not commented on the proposal or has commented without making a recommendation, the health scrutiny body may not refer a proposal unless:

- It has informed the relevant NHS body or health service provider of-
 - its decision as to whether to exercise its power of referral and, if applicable, the date by which it proposed to exercise that power, or
 - the date by which it proposes to make a decision as to whether to exercise its power of referral.
- In a situation where it informed the relevant NHS body or health service provider of the date by which it proposed to decide whether to exercise the power of referral, it has made that decision by that date and informed the body or provider of the decision.

¹⁸ The referral power in the context of inadequate consultation only relates to the consultation with the local authority, and not consultation with other stakeholders.

Who makes the referral?

- 4.7.6 Where a local authority has a health overview and scrutiny committee (e.g. under section 9F of the Local Government Act 2000, as amended by the Localism Act 2011) as the means of discharging its health scrutiny functions, the health overview and scrutiny committee may exercise the power of referral on behalf of the local authority where this has been delegated to it. The power of referral may also be delegated to an overview and scrutiny committee of another local authority in certain circumstances (Regulation 28). Where a local authority has retained the health scrutiny function for the full council to exercise, or where it has delegated some health scrutiny functions, but not the power of referral to a committee, the full council would make the referral.
- 4.7.7 Where a local authority has established an alternative mechanism to discharge its health scrutiny functions, such as delegation to a committee, sub-committee or another local authority under section 101 of the Local Government Act 1972, the referral power cannot be delegated to that committee, sub-committee or other local authority but must instead be exercised by the local authority as a function of the full council (or delegated to an overview and scrutiny as above, although local authorities would need to consider the appropriateness of separate delegation to an overview and scrutiny committee in such circumstances)¹⁹.
- 4.7.8 Where a local authority is participating in a joint overview and scrutiny committee (JOSC) (see pages 14-15), who makes the referral will depend on whether the power to refer has been delegated to the joint committee or retained by the local authority.
- 4.7.9 The following applies to both discretionary joint committees (i.e. where councils have chosen to appoint the joint committee to carry out specified functions) and mandatory joint committees (i.e. where councils have been required under Regulation 30 to appoint a joint committee because a local NHS body or health service provider is consulting more than one local authority's health scrutiny function about substantial reconfiguration proposals):
- Where the power to refer has been delegated to the joint committee, only the joint committee may make a referral.
 - Where the power to refer has not been delegated to the joint committee, the individual authorities that have appointed the joint committee (or health overview and scrutiny committees or sub-committees to whom the power has been delegated) may make a referral.
- 4.7.10 In the case of either mandatory or discretionary JOSCs, where individual authorities have retained the power to refer, they should ensure that they are in a position to satisfy the relevant requirements under Regulation 23 to include certain explanations and evidence with the referral. They should also ensure that they can demonstrate compliance with the conditions set out in Regulation 23(10), bearing in mind that in the case of a mandatory JOSC, only that JOSC may make comments to the consulting body and that, where the JOSC makes a recommendation which is disagreed with by the consulting body, certain requirements have to be satisfied before a referral can be made.

Information and evidence to be sent to Secretary of State

¹⁹ See Regulation 29.

4.7.11 When making a referral to the Secretary of State, certain information and evidence must be included. Health scrutiny will be expected to provide very clear evidence-based reasons for any referral to the Secretary of State. These requirements are new since the previous Regulations, so they are given here in full. Referrals must now include:

- An explanation of the proposal to which the report relates.
- An explanation of the reasons for making the referral.
- Evidence in support of these reasons.
- Where the proposal is referred because of inadequate consultation, the reasons why the health scrutiny body is not satisfied of its adequacy.
- Where the proposal is referred because there was no consultation for reasons relating to safety or welfare of patients or staff, reasons why the health scrutiny body is not satisfied that the reasons given for lack of consultation are adequate.
- Where the health scrutiny body believes that proposals are not in the interests of the health service in its area, a summary of the evidence considered, including any evidence of the effect or potential effect of the proposal on the sustainability or otherwise of the health service in the area.
- An explanation of any steps that the health scrutiny body has taken to try to reach agreement with the relevant NHS body or health service provider.
- Evidence that the health scrutiny body has complied with the requirements which apply where a recommendation has been made.
- Evidence that the health scrutiny body has complied with the requirements which apply where a recommendation has not been made, or where no comments have been provided on the proposal.

4.7.12 The terms of reference of the IRP, in assessing proposals and providing advice to the Secretary of State, are to consider whether the proposals will provide safe, sustainable and accessible services for the local population. Referrals to the Secretary of State and information provided by consulting bodies when consulting health scrutiny will, therefore be most helpful if they directly address each of these issues.

5. References and useful links

5.1 Relevant legislation and policy

- Department of Health (2013), *The NHS Constitution: the NHS belong to us all*:
<http://www.nhs.uk/choiceintheNHS/Rightsandpledges/NHSConstitution/Documents/2013/the-nhs-constitution-for-england-2013.pdf>
- Department of Health (2012), *The Mandate: A mandate from the Government to the NHS Commissioning Board: April 2013 to March 2015*:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/213131/mandate.pdf
- Government guidance on consultation principles (2012):
<https://www.gov.uk/government/publications/consultation-principles-guidance>
- Health and Social Care Act 2001, sections 7 – 10:
<http://www.legislation.gov.uk/ukpga/2001/15/contents>
- Health and Social Care Act 2012, sections 190 – 192:
<http://www.legislation.gov.uk/ukpga/2012/7/contents>
- Local Government Act 2000:
<http://www.legislation.gov.uk/ukpga/2000/22/contents>
- The Localism Act 2011:
<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>
- National Health Service Act 2006, sections 244 – 245:
<http://www.legislation.gov.uk/ukpga/2006/41/contents>
- Statutory Instrument No. 2013/218 The Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013:
<http://www.legislation.gov.uk/uksi/2013/218/contents/made>

5.2 Useful reading

- Centre for Public Scrutiny (2013): *Spanning the system: broader horizons for council scrutiny* (based on health scrutiny work on the health reforms in 14 local authority areas):
http://cfps.org.uk/domains/cfps.org.uk/local/media/downloads/L13_19_CfPSspanning_the_system_web.pdf
- Centre for Public Scrutiny (2012): *Local Healthwatch, health and wellbeing boards and health scrutiny: roles, relationships and adding value*:
http://cfps.org.uk/domains/cfps.org.uk/local/media/downloads/L12_693_CFPS_Healthwatch_and_Scrutiny_final_for_web.pdf

- Centre for Public Scrutiny (2011), *Peeling the Onion*, learning, tips and tools from the DH-funded Health Inequalities Scrutiny Programme:
http://politiquessociales.net/IMG/pdf/CfPSPeelingonionfin_1_1_.pdf
- Centre for Public Scrutiny (2007): *Ten questions to ask if you're assessing evidence*:
<http://www.cfps.org.uk/publications?item=209&offset=150>
- Independent Reconfiguration Panel (2010): *Learning from Reviews*:
<http://www.irpanel.org.uk/lib/doc/learning%20from%20reviews3%20pdf.pdf>
- Independent Reconfiguration Panel (2013): *Advice on Safe and Sustainable proposals for children's heart services*:
<http://www.irpanel.org.uk/lib/doc/000%20s&s%20report%2030.04.13.pdf>
- Institute of Health Equity (2008), *Fair Society, Healthy Lives* (the Marmot report):
<http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review>
- LGA and ADSO (2012), *Health and wellbeing boards: a practical guide to governance and constitutional issues*:
http://www.local.gov.uk/c/document_library/get_file?uuid=ca8437aa-742c-4209-827c-996afa9583ca&groupId=10171
- NHS England's guidance on the duty to involve (2013): *Transforming Participation in Health and Care* - <http://www.england.nhs.uk/wp-content/uploads/2013/09/trans-part-hc-guid1.pdf>
- NHS England (2013): *Planning and Delivering Service Change for Patients* - <http://www.england.nhs.uk/wp-content/uploads/2013/12/plan-del-serv-chge1.pdf>



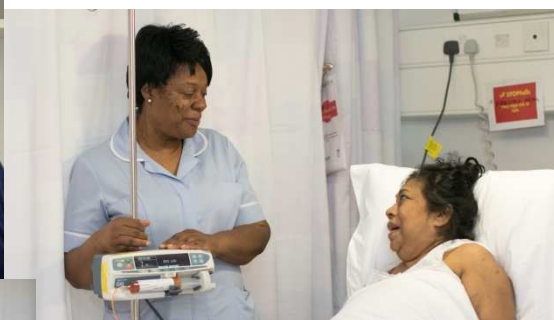
Whittington Health NHS Trust

Meeting title	Haringey OSC Special Meeting	Date: 21.12.2020
Report title	Whittington Health estate and service proposals and engagement plan	Agenda item:
Executive director lead	Jonathan Gardner, Director of Strategy, Whittington Health	
Partners	Supported by Charlotte Pomery, Haringey Council, Rachel Lissauer CCG, Elizabeth Stimson, CCG, Alison Kett, WH Adults, Vaness Cooke WH CYP	
Executive summary	<p>The attached slide deck takes the readers through the vision for estates and services in the community that Whittington Health has jointly created with partners in the Haringey Borough Partnership. It references the longer term aim to have three locality centres with multiple organisation use.</p> <p>It highlights a proposed first phase to create a specialist children's hub in Tynemouth Road moving services from inadequate poor facilities in St Ann's. In order to do that a few adult services will move to Lordship Lane and the Laurels.</p> <p>It proposes an engagement plan for the adult and children's services moves and requests that the OSC comment on the engagement plan and the proposals in general.</p>	
Purpose:	<p>This proposal seeks the OSC comments on the following:</p> <ul style="list-style-type: none"> • <i>Does the OSC have any concerns or questions that they would like including in the engagement plan?</i> • <i>Do you see any gaps in the engagement plan?</i> • <i>Is the proposed engagement plan proportionate and sufficient?</i> • <i>Is the timeline reasonable?</i> • <i>How and when would the OSC like to receive a report of the outcome of the engagement?</i> • <i>How can we involve you more in the plans?</i> 	
Recommendation(s)	The OSC is asked to consider the questions above and support the programme of engagement.	



Whittington Health
NHS Trust

Estates improvements for community health services in Haringey



Haringey Borough Partnership

Locality vision

We want to prevent issues arising and nip them in the bud early, through more integrated public services and more resilient local communities.

Locality working vision

- A **simpler, more joined up** local system that offers the right support at the right time that manages the growth in demand and reduces duplication in the system
- **Integrated, multi-disciplinary** teams from across the public sector working together on the same geography and tackling issues **holistically**, focused on **relationship-building and getting to the root causes**
- A workforce who feel **connected** to each other and able to work **flexibly**, better able to meet people's needs
- A new system **partnership with the voluntary sector** to co-ordinate local activity, networks and opportunities – so that we make the best use of the **strengths and assets of our communities**

Enabled by

- A **holistic , person-centred** approach to care
- A joint approach to the **shared public estate** with services delivered from fewer, better buildings, enabling estate rationalisation and new social housing.
- **Integrated data and systems**
- A **mature approach to finance**, risk and reward across the local system.
- **Joined-up governance** of strategy and spend with the Council and NHS – so that we are jointly deploying our resources to achieve the most impact

Working through the Haringey Borough Partnership we are all aligned on localities being the key organising principle:

- Services organised around 3 localities
- Coordinated and co-located with council services, primary care, voluntary sector etc.
- Community feel
- Same geographical footprint as Primary Care Networks and Council Localities (West, Central, East)

Community-based services – very local, locality, borough



Whittington Health
NHS Trust

	Very local? (Home/schools/children's centres/primary care /other)	Locality	Borough
Speech and Language Therapy		✓	
Audiology		✓	✓
Bladder and Bowel - Adults	✓	✓	
Bladder and Bowel - Children			✓
Child Development Services (CDC)			✓
Community Children's Nursing	✓		✓
Community Matron		✓	
Community Paediatrics Services			✓
Community Rehabilitation		✓	
Continuing Healthcare		✓	
Dental		✓	✓
Diabetes Service	✓	✓	
District Nursing	✓		
Health Visiting	✓		
IAPT	✓		
Looked After Children			✓
Musculoskeletal Service	✓	✓	
Nutrition and Dietetics	✓	✓	✓
Occupational Therapy			✓
Podiatry (Foot Health)	✓	✓	
CAMHS	✓		✓
School Nursing	✓		
Self-Management		✓	
Tissue Viability Service	✓	✓	
Wheelchair Service			✓
Other Services?			

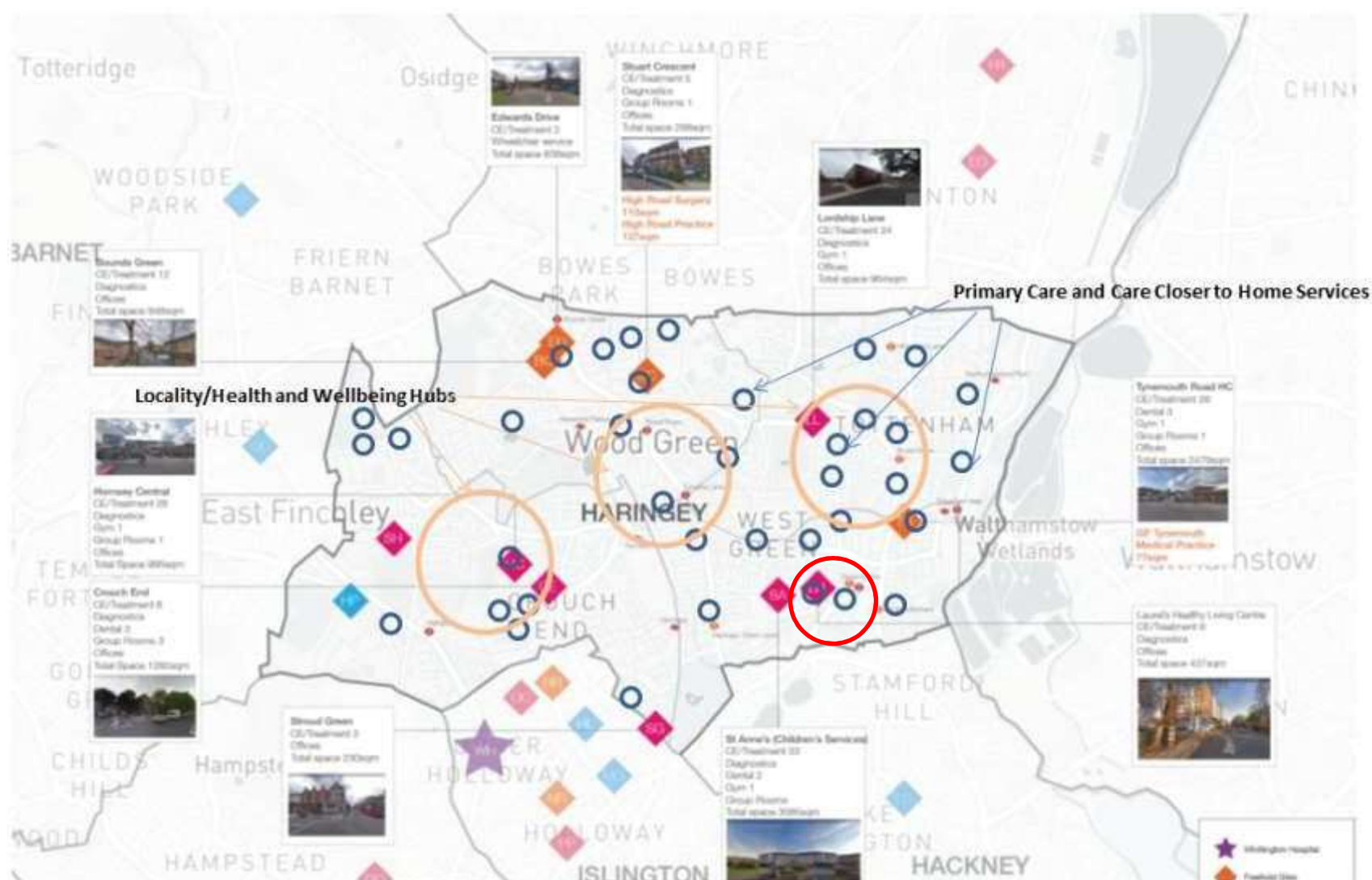
Criteria for service location?

- Volume of activity?
- Specialist equipment requirement and portability?
- Need for co-location with which other services?
- Availability of staff?

Criteria for site location?

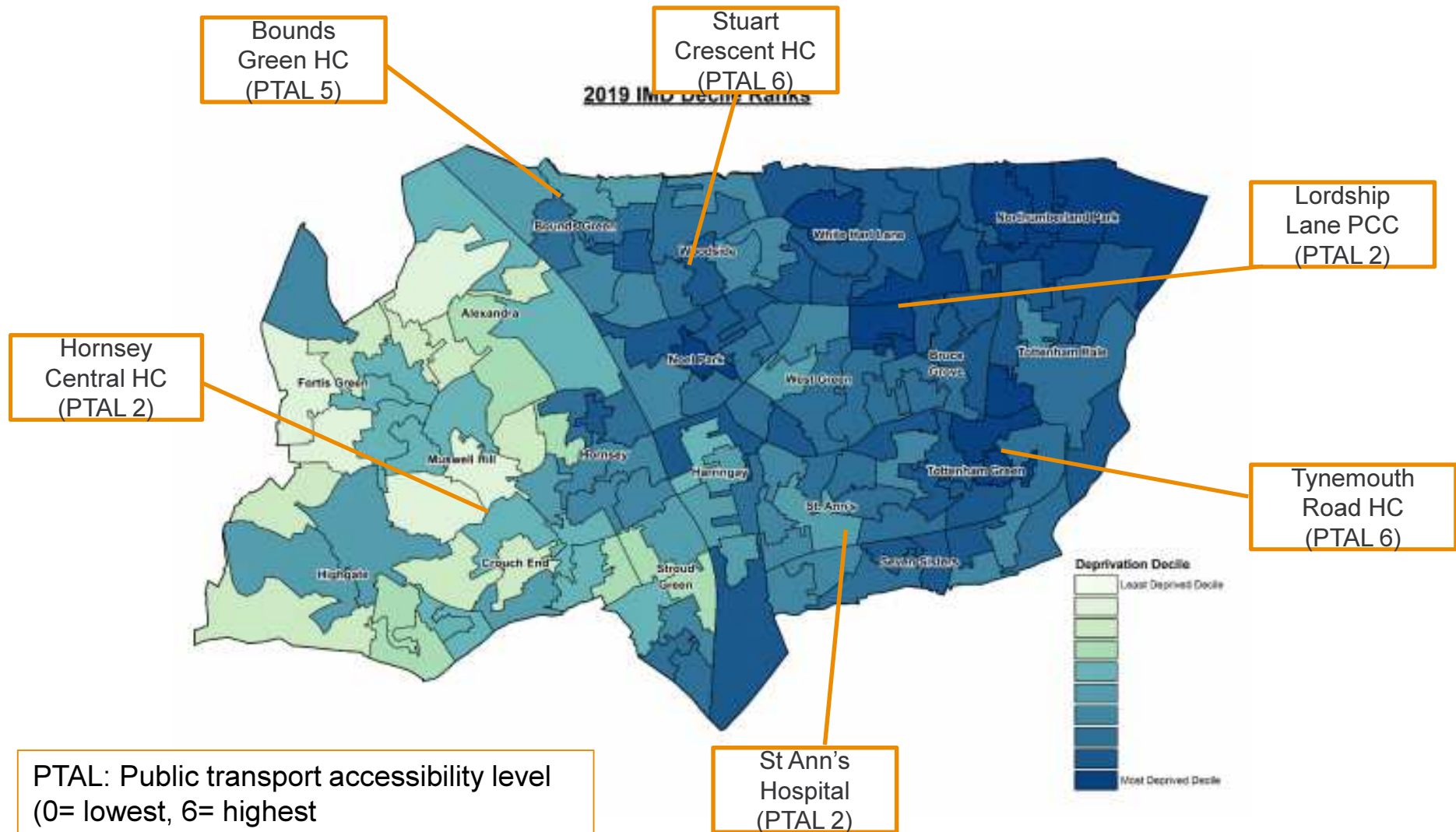
- Access?
- Need?
- Site capacity?

Future vision 3 locality multi-use multi-agency centres one specialist children's hub



- CCG – Commissioners and Primary Care Leads
- Local Authorities – officers and councillors
- Borough partnership
- Local Estates Forums
- NCL Locality Planning
- Patient Focus Groups (facilitated by Bridge Renewal Trust)
- Healthwatch Haringey
- WH Community Forum
- Staff

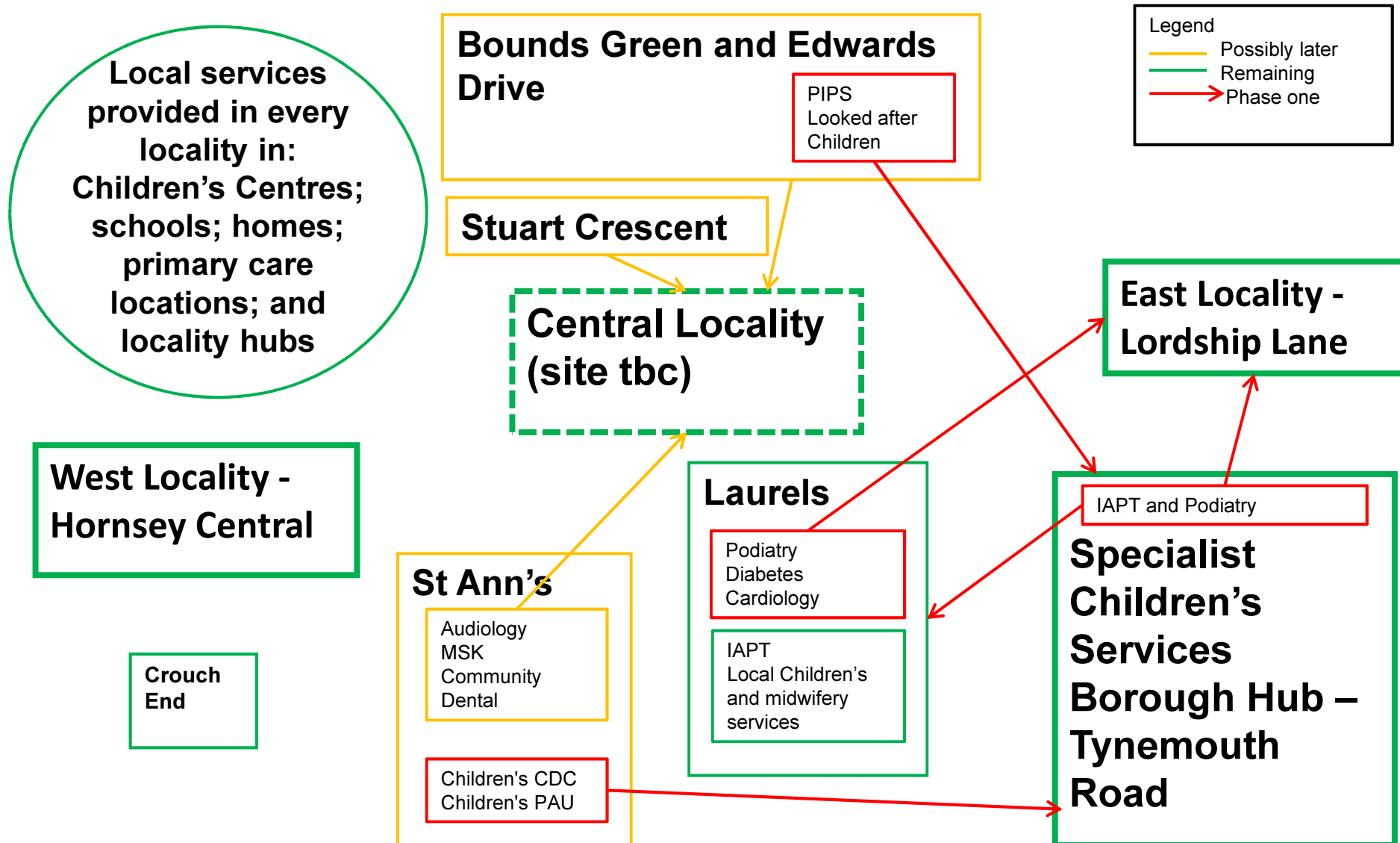
Main WH bases



Overview of all the potential moves



Whittington Health
NHS Trust



Why now?



Whittington Health
NHS Trust

- Covid has shown us that some of the IAPT services do not need as much space going forward and this has created an opportunity at Tynemouth Road.
- BEH Mental Health Trust are redeveloping St Ann's and there is a moment now where we can decide not to take up some of their space reducing costs and creating capacity on that site for other purposes
- We need to make a decision by end of March next year if we are to avoid duplicative planning and building costs.

CYP provision in Haringey



Whittington Health
NHS Trust

Children and Young People's (CYP) services are provided in a wide range of locations across the borough including schools, children centres, health sites, homes and other community venues.

The main health centre bases for the WH teams are:

Hornsey Central

Stuart Crescent Health Centre

Lordship Lane Health Centre

Bounds Green Health Centre

Tynemouth Road Health Centre

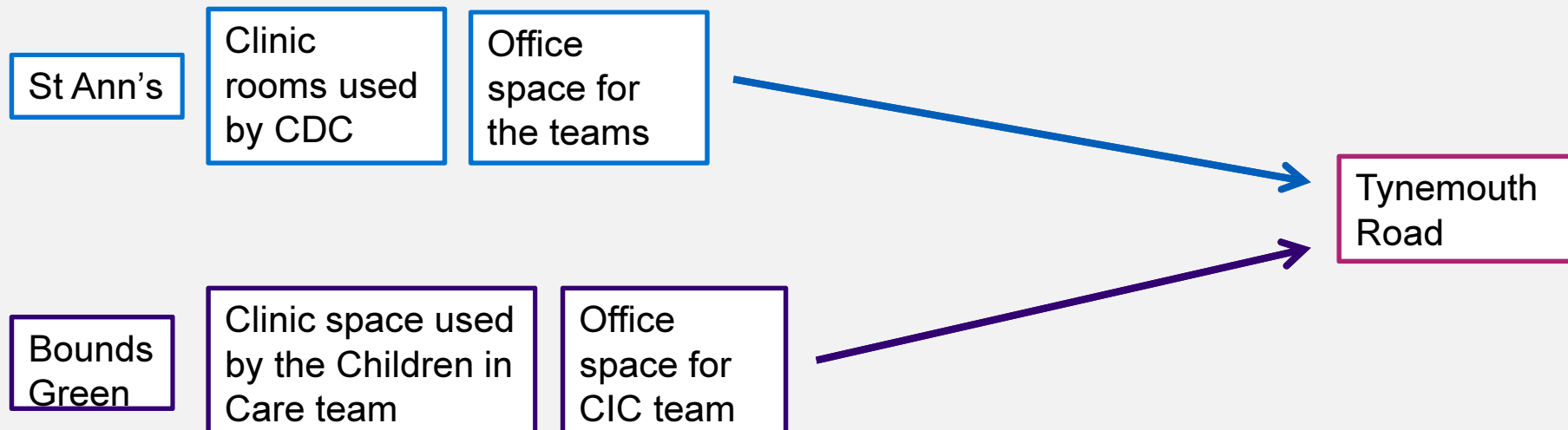
St Ann's Hospital

Local provision. A very important part of CYP service provision is local delivery. Services for children and families are - and will continue to be - provided locally, often in partnership with schools, children centres and other community providers across Haringey. The majority of CYP services are not provided from health sites, instead they are delivered in community venues.

CYP services we propose to move

Proposed Move: Children's staff team bases and clinic space from the St Ann's Hospital site and Bounds Green Health Centre to Tynemouth Road Health Centre.

The proposed move involves relocating from St Ann's the set of clinic rooms used by therapy services and community paediatrics known as the Child Development Centre and the clinic space used by the Children in Care team at Bounds Green Health Centre. In addition the office space for teams from both sites would move.



Appointments in schools, children centres, health sites, homes, other community venues will remain the same.

Details of CYP services we propose to move

The services we propose to move include:

1. Services provided at the St Ann's site:

- Multidisciplinary clinics for children with complex medical conditions
- Autism diagnostic assessment clinics
- Physiotherapy clinics for children with orthotics, orthopaedic and MSK needs
- Speech and language therapy (provided in small groups and 1-1)
- Occupational therapy including regular splinting clinics
- Dietetics assessment and treatment clinics
- Advice sessions by the Specialist Health Visitor
- Child Protection medicals

2. The Children in Care service provided from Bounds Green Health Centre:

- Initial health assessments by paediatricians for children entering care
- Review health assessments for children in care by nurses and paediatricians
- Permanency medicals for children who may be placed for adoption
- Meetings with prospective adoptive parents to discuss the child's health

Impact of the CYP changes



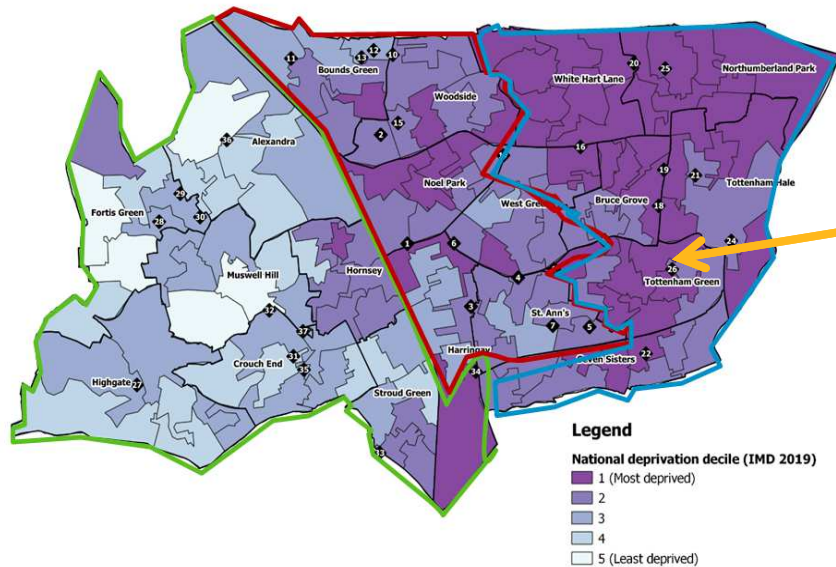
Whittington Health
NHS Trust

- On average 180-200 children & young people use the existing CYP services at St Ann's Hospital each week.
- The model of service delivery for the majority of CYP services at St Ann's fits with other CYP community health services. For example over 80% of WH CYP therapy provision in Haringey takes place in mainstream and special schools across the borough.
- The range of time children and young people receive services provided at St Ann's varies. Some are seen for one or two appointments, others are seen for a long period of time— for example the orthotics service
- The Children in Care service sees approximately 5 CYP each week for initial health assessments and 8 CYP for review assessments. Many of the review assessments take place in homes and other locations.

Tynemouth Road Health Centre – a good location for children’s specialist services



Whittington Health
NHS Trust



East Haringey Locality, which has a number of key characteristics:

- Significant deprivation
- Population is expected to increase with significant development and regeneration planned
- Highest proportion of 0-19 years in Haringey
- Lowest life expectancy in Haringey
- Most ethnically diverse population in Haringey

Tynemouth Road Health Centre – a good location for children’s specialist services



Whittington Health
NHS Trust

- **Service delivery (pre-Covid):**
 - Primary care
 - Adult community services (mainly IAPT and Podiatry)
 - Universal Children’s services, including: staff base for 2 health visiting teams, school nursing, PIPs & early years SLT.
- **Site ownership:** the health centre is owned by Whittington Health and is currently under-utilised
- **Transport access:**
 - The highest PTAL score of 6b
 - Close proximity to Tottenham High Road and its many bus routes
 - Within 600m of Seven Sisters station (London Overground and Underground)
 - Within 705m of Tottenham Hale and 925m of South Tottenham stations
 - A 35 place car park.

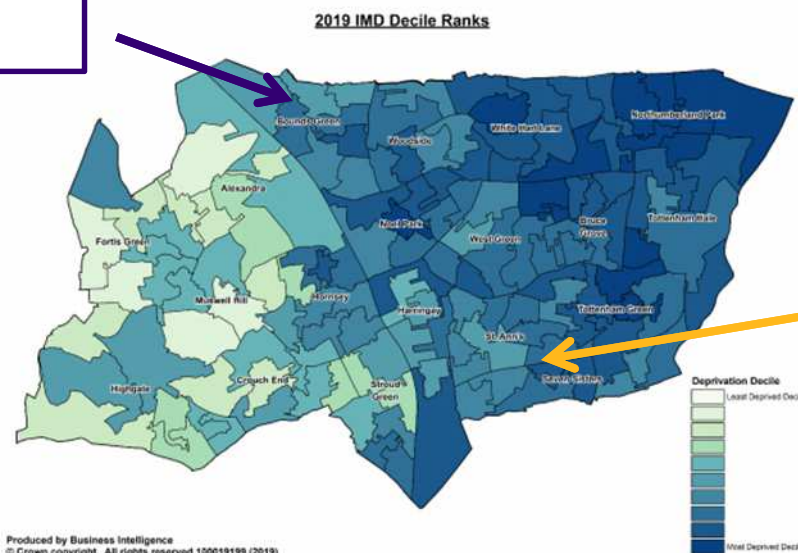
St Ann's Hospital site and Bounds Green Health Centre poor accommodation



Whittington Health
NHS Trust

Bounds Green HC

- Current environment poor



St Ann's Hospital

- Predominantly a mental health site
- PTAL score 2 (poor)
- Current environment poor (CQC noted)
- Service to be relocated to existing building (G Block) at back of site in 2022 – part refurbishment only
- WH lease space from BEHMHT

St Ann's Hospital site



Whittington Health
NHS Trust



Why move?

Feedback around moving CYP services to Tynemouth Road?

“CYP and family meeting spaces create sense of familiarity for CYP and families”
Whittington Health staff member

“There should be more focus on the east of the borough, where there is higher level of deprivations and health inequalities.”
Haringey residents at engagement workshop

“At St Ann’s Hospital the environment at the Child Development Centre (CDC) was poor. It was in an old building that was due to be demolished as part of the redevelopment of the hospital site. Rooms had peeling paint on the ceiling.”
CQC 2020 report

Why move CYP services?

Feedback from two Whittington Health staff workshops identified the following benefits for moving services to Tynemouth Road:

- Improving the quality of the spaces services for children and families are provided from
- Provide services in spaces designed for CYP
- Creating a central point for CYP services in the East of Haringey
- Enabling a range of services to work well together, MDT etc
- Responding to the potential opportunity to use space at Tynemouth Road
- Securing options for the future to locate other Haringey CYP services alongside WH services
- Maximising the use of WH estate and ensuring all services utilise space efficiently

Why move adult services?



Whittington Health
NHS Trust

- We need to move adult services from Tynemouth Road to create space for the children's services
- Co-locating services in Lordship Lane will allow us to create more of a community services feel with Connected Communities and other services (not possible at Tynemouth Road)
- We will be able to do one-stop-shop podiatry, diabetes, and leg ulcer clinics saving trips and giving better care
- Impact will be small because many patients already have appointments at Lordship Lane
- We will create space for a children's specialist centre

Adult changes broken down

Services moving from Tynemouth Road to Lordship Lane

- Bladder and Bowel clinic (20 patients a week)
- Respiratory: (less than 7 patients a week)
- Podiatry: (80 patients a week)
- IAPT (40 patients a week) - to be relocated to the Laurels

Adult changes broken down



Whittington Health
NHS Trust

Services moving from The Laurels to Lordship Lane

- Diabetes: (20 patients a week)
- Heart failure: (16 patients a week)
- Nutrition and Dietetics: (60 patients a week)
- Podiatry: (48 patients a week)
- Respiratory: (7 patients a week)

Pre-engagement

During three engagement sessions organised by the Bridge Renewal Trust, Haringey residents told us:

- People have defined convenient healthcare as being easy to use.
- Physically the building needs to be accessible to everyone including those with mobility issues and parents and carers who bring children/babies in buggies.
- Most people walk to take the bus to their healthcare appointments, however people with more significant mobility issues felt that parking and drop off areas were needed and should be located close to the entrance of services – with minimal walking required.
- Many people have told us that they would be willing to try video appointments and would like this as a choice for some appointments.

We have met with LBH, CCG and other providers where we have discussed :

- Strong support for integrated health and wellbeing hubs across the borough
- The opportunity to make the most of our buildings through multi-use community services
- A hub for borough wide specialist CYP services
- The fit with the locality agenda and primary care alignment
- The benefits of one-stop-clinics

Proposed Engagement

The following key stakeholders have been identified:

- People using our services (one off and those with a long term relationship)
- People who live in Haringey
- Partner provider organisations – local authority, Tavistock, BEH, primary care, education, early years, voluntary sector
- Commissioners – public health, local authority, CCG
- WH staff

It is proposed that engagement activity will include asking relevant stakeholders:

- Tell us about the current service provision?
- What do you think about the current facilities at XX location?
- Would you be happy accessing the service at XX?
- How would the new location affect you?
- Are there any barriers or concerns with accessing the service at XX.

Stakeholder	Engagement channels
People using our services	<ul style="list-style-type: none"> • Personalised letter and survey • At the end of appointments with service users • Q&A sessions with clinicians/service managers • Posters and leaflets available in current service spaces
Staff	<ul style="list-style-type: none"> • Workshops • Surveys • Meetings with line managers and senior leaders • Drop in sessions
People in Haringey	<ul style="list-style-type: none"> • Information available on WH website and on partner provider websites • WH stakeholder email
Partner provider organisations and commissioners	<ul style="list-style-type: none"> • WH stakeholder email • Presentations to Haringey Place Partnership Board, Haringey Start Well Board • Quarterly performance meetings

How will we support regular users if the proposed move goes ahead

- Through engagement feedback we will know about people's concerns regarding the moves. We will address these eg by providing transport information from a specific address.
- Ensure we provide support for any practical difficulties linked to the move.
- Ensure information about change is included in all correspondence with service users.
- We will continue to involve Haringey residents in the development of our services and our estate through our patient experience work, friends and family tests and listening to feedback from Healthwatch Haringey and other local stakeholders.
- We will work in co-production with service users or representative groups to help design the facilities of Tynemouth Road and other locations where possible.

We will listen to any concerns that our staff raise regarding the move and work with them to find solutions.

Timeframes



Whittington Health
NHS Trust

Stakeholder	Engagement timeframe
People using our services	From w/c 11 January until Friday 19 February
Staff	Started in October 2020, will continue drop in sessions in December and January
People in Haringey	From w/c 11 January until Friday 19 February
Partner provider organisations and commissioners	Ongoing
OSC	Reporting regularly if particular themes or concerns emerge Reporting back formally at the end of February with the outcome of the engagement and a recommendation for the way forward.

- **Does the OSC have any concerns or questions that they would like including in the engagement plan?**
- **Do you see any gaps in the engagement plan?**
- **Is the proposed engagement plan proportionate and sufficient?**
- **Is the timeline reasonable?**
- **How and when would the OSC like to receive a report of the outcome of the engagement?**
- **How can we involve you more in the plans?**

Thank you

