

HEALTH SCRUTINY COMMITTEE	AGENDA ITEM No. 6
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REPORT ON THE CONSULTATION PROCESS AND CAMBRIDGESHIRE AND PETERBOROUGH CLINICAL COMMISSIONING GROUP GOVERNING BODY DECISION TO RELOCATE THE URGENT TREATMENT CENTRE AND GP OUT OF HOURS SERVICE PETERBOROUGH

RECOMMENDATIONS
It is recommended that the Health Scrutiny Committee notes the content of this report.

1. ORIGIN OF REPORT

1.1 This report is submitted to the Health Scrutiny Committee following a request by the Committee on 20 November 2020 following concerns raised by Cllr Sandford and Co-opted Member Parish Councillor June Bull regarding the consultation process undertaken for the proposals to relocate the UTC and Out of Hours GP service to the hospital site.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to address questions made by councillors after the Governing Body considered the outcome of the consultation report,

2.2 This report is for the Health Scrutiny Committee to consider under its Terms of Reference Part 3, Section 4 - Overview Scrutiny Functions, paragraph No. 2.1 Functions determined by Council:

3. Scrutiny of the NHS and NHS providers.

3. BACKGROUND AND KEY ISSUES

3.1 Please reference reports submitted to this committee on **7 July 2020** link below:
<https://democracy.peterborough.gov.uk/documents/s41751/4.%20Proposal%20to%20relocate%20the%20Peterborough%20Urgent%20Treatment%20Centre%20Report%20-%2007072020.pdf>
 Minutes of that public meeting can be found here:
<https://democracy.peterborough.gov.uk/documents/s42336/3.%20Draft%20HSC%20Minutes%2007072020.pdf>
 Also, Interim report submitted to this committee on **21 September 2020**, link below:

<https://democracy.peterborough.gov.uk/documents/s42338/6.%20Interim%20Report%20on%20proposals%20to%20relocate%20the%20UTC%20-%20HSC%20-%20200921.pdf>

Minutes of that public meeting can be found here:

https://democracy.peterborough.gov.uk/documents/s42689/3.%20Draft%20Minutes%20-%20HSC%20-%202021092020.doc_.pdf

- 3.2 Cambridgeshire and Peterborough Clinical Commissioning Group (The CCG) submitted a report to the Committee on 7 July 2020 outlining the case for a public consultation with regard to proposals to relocate the Urgent Treatment Centre and GP Out of Hours Services from the City care Centre in Peterborough to the Peterborough City Hospital site. The proposals had been discussed with this committee in various updates on urgent and emergency care in Peterborough since January 2018. The committee had given its support to proposals to unite urgent and emergency care in Peterborough in one location during these previous discussions. The report on 7 July 2020 formally outlined these proposals and set out the proposed consultation process

3.3 **The National Direction for Urgent Care Services in the NHS**

The NHS Long Term Plan published 7th Jan 2019 describes five major changes to the NHS service model. Chapter 2 is related to the following:

“The NHS will redesign and reduce pressure on emergency hospital services”

In addition, the national principles and standards associated with Urgent Treatment Centres (UTCs) state that to improve patient flow through the system UTCs will operate as part of a networked model of urgent care, with referral pathways into emergency departments (ED) and specialist services as required. All facilities must have the offer of booked urgent appointments, accessed through NHS111, General Practice and the ambulance service. To meet both objectives effectively, which in practice will mean that access to the ED is via UTC referral only or via ambulance.

In order to meet these national standards, the CCG proposed to relocate the UTC and the GP Out of Hours services from the City Care Centre on Thorpe Road to the Peterborough City Hospital site in Bretton, Peterborough to create a single point of access for urgent and emergency care service for the people of Peterborough.

3.4 **The Proposed Service Model**

There will be a single urgent and emergency care system in Peterborough, accessed through a single ‘font door’ based at the Peterborough City Hospital site in Bretton.

This will be a co-locating of existing services at this stage. The initial proposal was to make the changes for Winter 2020. Following public consultation this timeframe was extended to allow proper time for relocation planning and reassure the public during the COVID-19 pandemic.

All of the organisations involved agreed to work collaboratively to make this a success. There will be some changes to work patterns and methods to ensure these changes are successful.

Previous engagement with staff through a series of workshops highlighted that staff wanted to be part of an integrated urgent care service so that they can fully use their advanced skills and competencies within an acute environment as well as being able to develop further with the necessary acute training and supervision.

Patients will no longer have to make decisions for themselves about how serious their illness or injury is, there will be single point of access for all of these services on one site.

Providers from the North System Resilience Group (SRG) and their respective boards agreed in principle to co-locate the UTC and Out of Hours (OOHs) services into a single acute site

service model.

4 PUBLIC ENGAGEMENT

4.1 In Sept to December 2019 the CGG had a BIG conversation with people of Peterborough and Cambridgeshire. This was not a consultation, but had a great response from the public and gave us a good indication of what the public want from future health services.

One of the questions asked in the BIG conversation directly relates to these proposals. The question and the responses we received are given below:

Q9 When you feel unwell, but it is not an emergency, and you need to see someone to talk about it, would you:

ANSWER CHOICES	RESPONSES	
Like one place to contact for advice and treatment which can book you an urgent appointment with the right service, within two days or sooner if need be	72.85%	4,113
Prefer to use the services you know are available and see how quickly you can be seen, such as A&E, Minor Injury Units, Urgent Care Centres, GP out of hours or GP urgent appointment	27.15%	1,533
TOTAL		5,646

Fig 1. Question nine graph exported from SurveyMonkey

People told us that they are often confused by the range of services. They sometimes aren't in a position to decide what is and isn't an emergency. When a person you care about needs help or is in pain then it can feel like an emergency, and you take them to where you know they will get help.

4.2 The Big Conversation was about a range of issues and it gave the CCG a good understanding how people are thinking of using their NHS in the future.

5. CONSULTATION

5.1 The specific question of moving the GP out of hours service and the UTC in an integrated model was addressed in the formal public consultation on the proposals ran from 4 August to 30 September 2020.

The consultation was to notify the public of the proposed services changes and to gather public views on these proposals.

We received a large amount of feedback during the consultation, responses to the online survey, meetings attended, emails received and through social media channels. Appendix B sets out the key feedback, response and mitigations from this consultation which were reported to the CCG Governing Body to consider as part its decision-making. Before the report had reached the CCG GB, it was also presented to the CCG Integrated Performance and Assurance Committee (IPAC).

5.2 Legal requirements

This consultation document was drawn up in accordance with the following legal requirements and guidance:

Cabinet Office Consultation Principles July 2012

Policy makers should bear in mind the Civil Service Reform principles of open policy making throughout the process and not just at set points of consultation, and should use real discussion with affected parties and experts as well as the expertise of civil service learning to make well informed decisions.

The full consultation principles document can be accessed via the Cabinet Office website at: <https://www.gov.uk/government/publications/consultation-principles-guidance>

Section 14Z2 Health and Social Care Act 2012

(1) This section applies in relation to any health services which are, or are to be, provided pursuant to arrangements made by a clinical commissioning group in the exercise of its functions (“commissioning arrangements”).

(2) The clinical commissioning group must make arrangements to secure that individuals to whom the services are being or may be provided are involved (whether by being consulted or provided with information or in other ways):

(a) in the planning of the commissioning arrangements by the group,

(b) in the development and consideration of proposals by the group for changes in the commissioning arrangements where the implementation of the proposals would have an impact on the manner in which the services are delivered to the individuals or the range of health services available to them, and

(c) in decisions of the group affecting the operation of the commissioning arrangements where the implementation of the decisions would (if made) have such an impact.

For more on the Section 14Z2 Health and Social Care Act 2012 see <http://www.legislation.gov.uk/ukpga/2012/7/section/26/enacted>

The consultation which ran from 4 August to 30 September discharged these duties. A consultation is not a vote or a referendum. The feedback received needs to be considered by the CCG Governing Body in its decision-making processes alongside that of clinicians, staff, national policy and standards and other commissioning considerations. The consultation feedback is one part of a range of wider considerations that the Governing Body take into account as part of the decision-making process, while ensuring any necessary mitigations.

Mills and Reeve in its advice on ‘Ten Rules for running an effective, lawful public consultation’ states that public bodies should:

6. Take the responses into account before making a final decision

NHS bodies are not bound by the views of the public. Consultation is not a vote. It is, however, essential that you put the public's views in front of the decision makers and that they take those views into account when reaching their decision.

<https://www.mills-reeve.com/insights/legal-publications/ten-rules-for-running-an-effective-lawful-public-consultation>

6. SUPPORT FOR PROPOSALS

6.1 Peterborough Health Scrutiny Committee

At the meeting on **7 July 2020** the Peterborough health Scrutiny Committee recorded the following in the published minutes:

AGREED ACTIONS

1. The Health Scrutiny Committee RESOLVED to endorse the proposals for public consultation attached at Appendix A within the report regarding the relocation of the Urgent Treatment Centre (UTC) in Peterborough from the City Care Centre to Peterborough City Hospital.
2. The Health Scrutiny Committee also requested that the following documents be included within the consultation documents:
 - a. A floor plan of the footprint of the Urgent Treatment Centre and details of how patient flow under the new scheme will work within the hospital.

- b. The impact assessment with regard to how people in Peterborough currently attend for emergency care appointments to show methods of transport currently being used.
3. The Chief Executive, North West Anglia NHS Foundation Trust to provide an interim report on the relocation of the Urgent Treatment Centre to be presented to the Committee at the September meeting and to include the hospitals Green Travel Plan.
<https://democracy.peterborough.gov.uk/documents/s42336/3.%20Draft%20HSC%20Minutes%2007072020.pdf>

At the meeting on **21 September 2020** the Peterborough Health Scrutiny Committee recorded the following in the published minutes:

ACTIONS AGREED

The Health Scrutiny Committee considered the report and RESOLVED to:

1. Note and comment on the interim report on the consultation around proposals to relocate the Urgent Treatment Centre and GP Out of Hours Services from the City Care Centre Thorpe Road to the Peterborough City Hospital site, and
2. Requested that the Chief Executive NWAFT present the draft version of the Green Travel Plan to the next committee meeting in November.

https://democracy.peterborough.gov.uk/documents/s42689/3.%20Draft%20Minutes%20-%20HSC%20-%2021092020.doc_.pdf

The Green Travel Plan was presented to the Peterborough health Scrutiny Committee for discussion at its meeting on 3 November 2020.

Cambridgeshire and Peterborough Healthwatch

The CCG received a letter from Healthwatch on 29 September 2020, it is attached in full as part of appendix 3. In this letter Healthwatch said:

‘We were uncertain at how effective a consultation process would be at a time when conventional meetings were not possible. We are however aware that the CCG has received a large number of responses to its survey and so have managed to reach a good number of people. We are pleased that people are taking up this opportunity to have their views heard.’

‘From our participation in a range strategy and planning meetings, Healthwatch Cambridgeshire and Peterborough understands the advantages of a fully integrated urgent and emergency service. Co-locating the Urgent Treatment Centre (UTC) will undoubtedly help patients receive the correct type of care at the right time. ‘

People tell us that they are unclear about where to go and what they should do to get the medical help they need. The multiple options that people have cause confusion. Co-locating the urgent and emergency elements of the service should simplify the situation. Linking to the ‘Think 111’ campaign will be beneficial to patients and the public, as well improving efficiency of the health system.

Healthwatch also set out a number of mitigations that it wanted to see the CCG GB to take into account:

‘If the consultation responses show a majority of people who responded object to the move, Healthwatch Cambridgeshire and Peterborough strongly recommends that the CCG makes its decision and mitigating actions taking into account that local sentiment.

Mitigations

If the proposal is approved Healthwatch Cambridgeshire and Peterborough recommend that the following mitigations are put in place to ensure maximum public confidence:

- Public communications to assure the public that robust infection control procedures are in place.

- Public communications regarding the relocation need to clearly explain to people what they should do and where they should go to get the help they need. This information should be coherent with Think 111 messages.
- The relocation does not take place until there is adequate space to undertake safe indoor triaging and there is adequate waiting space to allow for social distancing.
- Clear instructions to patients regarding the safety steps they must take if attending.
- Monitoring of the parking situation.
- Patient feedback is collected from everyone attending the relocated UTC to ensure that people's experiences are analysed, implications understood, and the information is used to adapt the service as and when required.

These mitigations and recommendations were included in the recommendation to the CCG GB as outlined in appendix 2.

Urgent and Emergency Care Collaborative

A formal response to the consultation was received from the UEC Collaborative on 29 September 2020, in which they gave their support to the proposals:

'The relocation will provide a high degree of resilience to the PCH Emergency Department (ED) providing a single point of access for patients that can cater for all their UEC needs. With related services all in one place, we believe will enhance the experience and the quality of care for our patients.

Furthermore, as the model matures, we expect there to be some financial economies of scale, thus contributing to the overall system financial balance.'
The full response is included as part of appendix 3.

7. RESPONSES AND MITIGATIONS

- 7.1 The full end of consultation report detailing all of the responses and the mitigations presented to the CCG GB are presented as appendix two to this report.

The main issues raised by the consultation were:

COVID-19 pandemic

The text responses to the consultation survey would suggest that people are nervous of attending a hospital setting at the current time due to perceived risks posed by the COVID-19 virus

CCG response

The North West Anglia NHS Foundation Trust has been working hard to ensure that all areas of the Peterborough City Hospital site are safe for patients who are visiting for reasons other than COVID-19.

The site has been developed to have red and green zones to ensure that infection from COVID-19 is reduced as much as possible and as with national guidelines, everyone attending site is required to wear a face covering, sanitise their hands and comply with social distancing.

People are encouraged to book a test online if they have symptoms of COVID-19 or use the NHS 111 telephone or online services if they need advice on how to manage their symptoms. People who present with symptoms of COVID-19 are directed to particular areas (red zones) to ensure they are able to be treated appropriately but kept away from people presenting without symptoms.

The Trust wants people to have confidence to attend the site to receive care, whether for planned treatment or clinics or the proposed Urgent Treatment Centre.

City Care Centre Premises

People also told us in the text responses to the survey that they thought that as the Urgent Treatment Centre was proposed to be moved this would mean that the CCG would sell off the City Care Centre in its entirety to developers. The text responses also indicated that people felt that the City Care Centre was a COVID-19 safe venue as patients with COVID-19 were not treated there.

CCG response

The Urgent Treatment Centre is only one of many services that are provided from the City Care Centre (CCC). The proposals are only related to the Urgent Treatment Centre and the GP Out of Hours Service, which occupy a small area on the ground floor, all other services would continue to be provided from the CCC. There are no plans to sell or redevelop this essential health venue, the CCC is purpose built PFI for health and social care services. There is a task and finish group set up to look at how the vacated space can be repurposed including Hospital Outpatient clinics and/or Primary Care Services.

Parking at Peterborough City Hospital

By far the predominant issue raised by this consultation was the issue of parking at the Peterborough City Hospital site. In the text responses around 50% of the responses mentioned parking at Peterborough City Hospital site. Many of these responses said that they would support the proposals if the parking situation could be resolved.

People told us about congestion at the site and the difficulty in finding a parking space at busy times. People also mentioned the parking issues at the City Care Centre site, but this was reported as being less of an issue. People felt that by moving this service this would increase the parking problems.

CCG response

112 additional car parking spaces were created at PCH during March 2020 providing a total of 882 parking spaces and 121 disabled parking spaces allocated for patient and visitor parking. It is worth noting that since the COVID-19 pandemic, the Trust (North West Anglia NHS Foundation Trust) is now operating a significant proportion of outpatient appointments virtually (c45%) which equates to around 5,000 fewer patient visits to the PCH site per month.

There is a drop-off bay adjacent to the main entrance for visitors and patients to use with a 20-minute stay limit.

Peak car parking times at PCH are from 9am to approx. 1pm and 1.45pm – 6pm Monday to Friday. The peak usage times for the UTC show that the busiest times for the UTC are mostly outside of these times. The GP Out of Hours service operates only outside of these peak times for the Peterborough City Hospital car park.

An evaluation of public car parking charges at other Trusts has been undertaken to understand whether charging is consistent with local Trusts to adhere to the 'Health Technical Memorandum 07-03 NHS Car-Parking Management: Environment and Sustainability' document. The findings show on average, Peterborough City Hospital charges the public less for parking than other Trusts considered within the high-level assessment.

During the COVID-19 pandemic many outpatient routine appointments and consultations were moved to remote and virtual appointments. The consultant or specialist team would call, or video call the patient rather than the patient visiting the hospital site.

Currently 45% of all appointments are carried out remotely. This is much more efficient for consultants and specialist teams, as well as benefitting patients as they take up significantly less time and reduce the need for unnecessary travel. These types of appointments will remain as remote appointments, meaning that far fewer people are currently attend the Peterborough City Hospital site. The car parks have been operating at between 40-60% capacity since March 2020. As there are no plans to change this way of working, even post

COVID-19 pandemic, there will be far fewer people attending the hospital resulting in much greater capacity in the hospital car parks. The congestion seen pre-pandemic is not expected to be repeated.

Also, some outpatients services will move over to the City Care Centre to fill the proposed vacated space, further reducing number of people attending the Peterborough City Hospital site.

8. RECOMMENDATIONS PUT TO CCG GB

8.1 The recommendations that were put to the CCG Governing Body in November 2020

Before this report had reached the CCG GB, it was presented to the CCG Integrated Performance and Assurance Committee (IPAC).

IPAC was established by the Governing Body in January 2019. The Committee provides scrutiny of delivery and assurance processes for quality, finance, performance, and contract management including activity and will oversee delivery of the CCG Improvement and Assessment Framework. The Committee is also responsible for Operational Risk Management.

At the IPAC meeting in November the proposals and the subsequent feedback from the consultation was thoroughly discussed by the members of that committee. Following this discussion, the IPAC were happy with the recommendations to the GB.

The end of consultation report presented as appendix 2 was presented to the CCG Governing Body (GB) for its meeting in public on 3 November 2020. The Governing Body has a majority of clinicians and also has lay members. The Governing Body considered the responses alongside the clinical integrated model being proposed at PCH and national policies, workforce and other considerations

The Governing Body also looked at the mitigations being made in relation to public concerns by the hospital around public confidence during Covid and also parking and congestion.

The GB approved the following recommendations:

- It is recommended that the CCG GB agree to the proposals to relocate the Urgent Treatment Centre and the GP Out of Hours service from the City Care Centre to the Peterborough City Hospital site, subject to mitigations around people's concerns about infection control and parking and congestion at the PCH site.
- It is recommended that the CCG plan for this relocation to take place **no earlier than 1 April 2021**. People have told us that during this time of the COVID-19 pandemic they would prefer services to remain as they are. This timeframe will allow us time to ensure that segregation planning and estates work at the Peterborough Hospital site is complete. This timeframe would mean the relocation could be done outside of winter when there are already increased pressures on our urgent and emergency care services. Also, that IT, mobilisation and estates planning can be completed. A UTC collaborative Steering Group is meeting fortnightly to oversee this process.
- It is recommended that the CCG continue to work with NWAFT to monitor the parking and traffic flow at the Peterborough City Hospital site and any changes to public transport systems in Peterborough. The Trust have green travel plans in development and the CCG will work with them and the Council to ensure that the plans meet the needs of local people and staff using the site

- It is recommended that the CCG ensures wide-reaching, accessible and timely communications to ensure that people are aware of the relocation, how to access help through 111 and where to go when they have an urgent care health need.
- It is recommended that the CCG continues to work closely with NWAFT on mobilisation plans to ensure that all necessary infection prevention and control (IPC) measures are in place to ensure safety of people attending the relocated services. Also, to ensure that all IPC measures are communicated to people who attend the service.
- It is recommended that the CCG work with service providers to ensure that Patient experience feedback is collected, analysed, and the information is used to adapt the service as and when required.

9. RECOMMENDATION

9.1 It is recommended that the committee note the contents of this report

10. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

10.1 BIG Conversation Report on Feedback presented to CCG GB on 4 February 2020
<https://www.cambridgeshireandpeterboroughccg.nhs.uk/resources/assets/inline/full/0/20186.pdf>

BIG Conversation report on feedback annex A presented to CCG GB on 4 February 2020
<https://www.cambridgeshireandpeterboroughccg.nhs.uk/about-us/governing-body-meetings/governing-body-papers-2019-20/>

Healthwatch Community Values Panel ‘talking about urgent and emergency care’ feedback report presented to CCG GB on 4 February 2020
<https://www.cambridgeshireandpeterboroughccg.nhs.uk/resources/assets/inline/full/0/20189.pdf>

Proposals for the relocation of the urgent treatment centre and GP out of hours service in Peterborough – report to Peterborough Health Scrutiny Committee for 7 July 2020
<https://democracy.peterborough.gov.uk/documents/s41751/4.%20Proposal%20to%20relocate%20the%20Peterborough%20Urgent%20Treatment%20Centre%20Report%20-%2007072020.pdf>

Consultation Process Plan Urgent Treatment Centre Peterborough and GP Out of Hours Peterborough base relocation proposal – report to Peterborough Health Scrutiny Committee for 7 July 2020
<https://democracy.peterborough.gov.uk/documents/s41752/4.%20Appendix%201%20-%20Consultation%20Process%20Plan%20UTC%20relocation%20V2.pdf>

Minutes of the Health Scrutiny Committee held at 6pm on 7 July 2020
<https://democracy.peterborough.gov.uk/documents/s42336/3.%20Draft%20HSC%20Minutes%2007072020.pdf>

Interim report on the relocation of the proposals to relocate the urgent treatment centre and GP out of hours service Peterborough
<https://democracy.peterborough.gov.uk/documents/s42338/6.%20Interim%20Report%20on%20proposals%20to%20relocate%20the%20UTC%20-%20HSC%20-%200921.pdf>

Proposals to relocate the Urgent Treatment Centre and GP Out of Hours Service from The City Care Centre in Thorpe Road to the Peterborough City Hospital in Bretton, Peterborough - End of consultation report presented to CCG GB on 3 November 2020

<https://www.cambridgeshireandpeterboroughccg.nhs.uk/resources/assets/inline/full/0/22305.pdf>

<https://www.cambridgeshireandpeterboroughccg.nhs.uk/resources/assets/inline/full/0/22306.pdf>

11. APPENDICES

1. Consultation process plan
2. Proposals to relocate the Urgent Treatment Centre and GP Out of Hours Service from The City Care Centre in Thorpe Road to the Peterborough City Hospital in Bretton, Peterborough. End of consultation report.
3. Letters of support from Healthwatch and from the Urgent Emergency care Collaborative