

REPORT TO: Health Policy & Performance Board

DATE: 24th November 2020

REPORTING OFFICER: Clinical Chief Officer NHS Halton CCG
Director of Strategy Warrington and Halton
Teaching Hospitals NHS FT

PORTFOLIO: Health and Wellbeing

SUBJECT: Creation of a 'Health Hub' delivering some
outpatient Hospital Services from Runcorn
Shopping City

WARD(S) Borough-wide

1.0 **PURPOSE OF THE REPORT**

1.1 Warrington and Halton Teaching Hospitals NHS Foundation Trust (WHH), in partnership with Halton Borough Council and Liverpool City Region, has developed a plan to utilise unused retail space in Runcorn Shopping City to deliver a number of clinical services. This report outlines the context, the progress made to date, and describes the next steps with regard to undertaking a patient, public and staff pre-engagement and consultation exercises to consider the proposal and detail within these plans.

2.0 **RECOMMENDATION: That:**

The Health Policy & Performance Board receives this proposal outlining the proposed actions to proceed with engagement and consultation relating to the proposed service expansion and/or relocation of services at Runcorn Shopping City as outlined.

3.0 **SUPPORTING INFORMATION**

3.1 In July 2019, Halton Borough Council (HBC) secured £1 million through the Liverpool City Region Town Centre Fund to develop schemes to further regenerate Halton Lea. The Trust has worked in partnership with HBC to develop a scheme as part of this bid to create an out of hospital "health hub" within Runcorn Shopping City.

3.2 This bid is based on the strategic direction of the NHS, as set out in NHS Long Term Plan, and reflected within the One Halton Health and Wellbeing Strategy, of improving access and delivering services within the community. It is designed to support and increase access to some diagnostic and outpatient services in a more convenient location.

- 3.3 In addition, the proposed expansion and/or relocation of these services delivered in a non-hospital setting limits the risk of hospital-acquired infection, critical in the Covid-era.
- 3.4 An extensive programme of clinical engagement has already been undertaken to determine the most appropriate services to take advantage of this opportunity. This identified services that are “low risk”, “clinically suitable”, and that have consistent levels of activity. Ophthalmology, Audiology, and Dietetics worked up plans to be the first services to deliver from this location. Each service has a different strategy for how best to deliver their additional or relocated services at Runcorn Shopping City. These initial plans are described below.
- 3.5 It is important to note that the proposed relocation of the identified services to the Shopping City is intended to expand and simplify patient access. In some cases the services are relocating by a distance of 300 metres from the rear of the hospital to the entrance to Runcorn Shopping City. Some Dietetics services are planned to move from St Paul’s Health Centre to Runcorn Shopping City, which is a distance of around 3.5km and is accessible by public transport.
- 3.6 The clinic space that would be vacated by these services at Halton would be replaced by other clinical services – either those that require additional space or those that are relocating from Warrington, in line with the Trust’s plan of expanding and further developing Halton as its dedicated elective site – much of which is already underway as a result of the Covid-19 pandemic.

3.7 **Ophthalmic Services**

Ophthalmology’s proposed initial plan is to move services currently being delivered at Halton Hospital to Runcorn Shopping City. This includes Paediatric Orthoptic and Optometry clinics and Paediatric Visual Processing Clinics.

This plan also includes replicating some services that are currently delivered only at Warrington Hospital at Runcorn Shopping City. These include: Glaucoma assessment clinics, cataract pre and post-operative clinics, ophthalmic primary care clinics (new patients only) and neuro-ophthalmology clinics.

There are also plans to introduce a new service not currently provided by the Trust at Runcorn Shopping City, which is the Hydroxychloroquine Screening Service. This new service is currently being developed in order to screen rheumatology patients to ensure their suitability for hydroxychloroquine treatment, and to routinely monitor those patients currently on the treatment for any visual

complications.

3.8 **Dietetics Services**

Dietetics' initial proposed plan is to consolidate clinics that are currently held at both Halton General Hospital and St Paul's Health Centre and deliver these instead at Runcorn Shopping City.

This includes two general paediatric clinics and five general adult clinics per week.

This consolidation will provide a consistent and more accessible base for this service.

3.9 **Audiology Services**

Audiology plans an expansion of current services that are currently offered (and would continue to be offered) at Halton Hospital. This will allow more patients to be seen each week. The planned services for potential provision within Shopping City include assessment, fitting and repair of hearing aids, helping to reduce waits for these appointments and enabling provision in a potentially more convenient location.

3.10 **Pre-Engagement and Consultation**

NHS commissioning organisations have a legal duty under the National Health Service Act 2006 (as amended) to 'make arrangements' to involve the public in the commissioning of services for NHS patients ('the public involvement duty'). For CCGs this duty is outlined in Section 14Z2 (and Section 13Q for primary care services) of the Act to fulfil the public involvement duty, the arrangements must provide for the public to be involved in (a) the planning of services, (b) the development and consideration of proposals for changes which, if implemented, would have an impact on services and (c) decisions which, when implemented, would have an impact on services.

Further to this the Consultation Institute states "there are many statutory requirements for consultation, but the truth is that ALL significant changes to long-standing services need consultation".

3.11 The methodology for the pre-engagement and consultation exercises would include:

Phase 1 - Pre-engagement

- Drafting of an information and engagement document, FAQs and questionnaire in partnership between Halton CCG and WHH

- Development of Easy Read, Additional Language and other format materials
- Delivery of a number of MS Teams presentations (day time and weekend) by each of the three services on their plans with a Q&A session
- Live engagement exercises (within social distancing and safety measures) at Runcorn Shopping City
- Engagement at the respective clinics with current patients
- Promotion of the proposed plans for initial input, hosted on Halton CCG's website/ across all partner websites
- Promotion using all partners' social media channels
- Media release
- Sharing with MPs and other key stakeholders

3.12

The aims of Pre-engagement are:

- To ensure the local population is made aware of the proposals and provided with a number of platforms to engage and participate
- To ensure the local population are able to make alternative recommendations and suggestions relating to the proposed services at Runcorn Shopping City
- To ensure any emerging issues and themes are taken into account and any potential mitigating actions are considered
- To inform the Phase 2 public consultation document, questions and answers and public initial feedback from the first round of engagement
- To prepare engagement reports for the appropriate stakeholder and advisory groups.

3.13

Draft Phase 1 pre-engagement Questions

Outline of proposed questions for the first phase engagement are outlined below.

1. Have you used any of the following services provided by the Trust:
 - a. Audiology (if yes state location)
 - b. Ophthalmology (if yes state location)
 - c. Dietetics (if yes state location)
2. Have you been made aware of the proposal to relocate/expand some services to Runcorn Shopping City?
YES/NO/DON'T KNOW
3. Do you feel that you have been given sufficient information to form an opinion on the proposals?
YES/NO/DON'T KNOW

If no, what else would you like to know? (Free text)

4. Do you support the relocation or provision of additional hospital services to a retail environment? (yes, no, somewhat, I don't know)
5. If I required NHS ophthalmology (eye assessment and treatment) services I would prefer to go to:
 - a) Current location at hospital
 - b) Runcorn Shopping city
 - c) Either of these
 - d) None of these (please explain...)
6. If I required NHS Audiology (ear / hearing assessment and treatment) services I would prefer to go to:
 - e) Current location at hospital
 - f) Runcorn Shopping city
 - g) Either of these
 - h) None of these (please explain...)
7. If I required NHS Dietetics services I would prefer to go to:
 - a. Current location at hospital
 - b. Runcorn Shopping City
 - c. Either of these
 - d. None of these (please explain)
8. If we were to relocate any or all of these services to Runcorn Shopping City please state how this would affect you or your family (free text)
9. Is there anything else you would like us to consider?
10. Is there anything else you would like to add? (free text)
11. Do you have any additional requirements that you would like us to consider if we were to relocate to Runcorn Shopping City? (free text)

Timescales

3.14

NHS Halton CCG and the Trust will work in partnership to develop the pre-engagement materials with the aim of commencing in November and concluding by 18th December 2020.

A report on the pre-engagement exercise will be shared with appropriate advisory and stakeholder groups on closure of the

engagement exercise, together with a draft public consultation paper for input.

If approved, public consultation will commence as soon as possible thereafter for a period of not less than 6 weeks.

Collection of respondent data for Equality Impact Assessment will be in standard NHS Consultation format.

4.0 **POLICY IMPLICATIONS**

4.1 None

5.0 **OTHER/FINANCIAL IMPLICATIONS**

5.1 All physical and pathway changes will be funded via the LCR bid. Additional funding has been secured through WHH's capital programme for elements of the proposed scheme, including ophthalmic equipment.

5.2 The costs to run this consultation will be funded via the LCR bid funding.

6.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

6.1 **Children & Young People in Halton**

Provision of health services for Children and Young People from a community location such as Shopping City, with increased transport links and free parking has potential to make access easier. This will be tested through the feedback from the consultation.

6.2 **Employment, Learning & Skills in Halton**

Potential for increased volunteering opportunities through offering of additional location for health care delivery. By providing health and care services within a community location, it raises the profile of employment opportunities within health and care.

6.3 **A Healthy Halton**

There is a potential for improved access to clinical services, including an expanded ophthalmology service, which might reduce any requirement for patients to travel out of Borough for healthcare. This will be tested via the consultation.

6.4 **A Safer Halton**

None

6.5 **Halton's Urban Renewal**

There is potential for increased footfall within Runcorn Shopping City, for example there could be up to 200 patients per week who are accessing ophthalmic services.

7.0 **RISK ANALYSIS**

7.1 The project is governed in line with Warrington and Halton Teaching Hospitals risk controls. A detailed risk log is available and mitigations are in place as appropriate.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 All design and construction of health assets within Runcorn Shopping City as a result of this project will be accompanied by a detailed Equality Impact Assessment, should the outcome of the consultation support these plans.

Additionally the new potential location would offer improved access and accessibility than the current service delivery location within Phase 1 of Halton General Hospital, including reduced travel from the car park to the service.

The new location will reduce the requirement for patients having to travel out of Borough to receive care.

There is a reduced risk of entering a hospital site during the covid-19 pandemic, especially for BAME residents, vulnerable residents, and residents with long-term conditions.

9.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

9.1 None under the meaning of the Act.

Draft Consultation FAQs – Runcorn Shopping City

Background and Purpose

Warrington and Halton Teaching Hospitals NHS Foundation Trust (WHH), in partnership with Halton Borough Council and Liverpool City Region, has developed a plan to utilise unused retail space in Runcorn Shopping City to deliver three clinical services:

- Ophthalmology
- Audiology
- Dietetics

This movement of services is in synergy with NHS Long Term Plan and local health and wellbeing strategies which set out visions of **increasing access to services in more convenient and accessible locations for patients**.

The following section details anticipated Frequently Asked Questions (FAQs) from the public ahead of a formal public consultation period.

1 What is the background and context to this initiative?

In July 2019, Halton Borough Council (HBC) secured £1 million through the Liverpool City Region Town Centre Fund to develop schemes to further regenerate Halton Lea. The Trust has worked in partnership with HBC to develop a scheme as part of this bid to create an out of hospital “health hub” within Runcorn Shopping City.

This bid is based on the strategic direction of the NHS, as set out in NHS Long Term Plan, and reflected within the One Halton Health and Wellbeing Strategy, of improving access and delivering services within the community. It is designed to support and increase access to some diagnostic and outpatient services in a more convenient location.

In addition, the expansion and/or relocation of these services delivered in a non-hospital setting limits the risk of hospital-acquired infection, critical in the Covid-era.

An extensive programme of clinical engagement was undertaken to determine the most appropriate services to take advantage of this opportunity: this identified services that are low risk, clinically suitable, and that have consistent levels of activity. Following this exercise, plans have been produced for **Ophthalmology, Audiology, and Dietetics** services to be delivered from Runcorn Shopping City. Each service has a different strategy for how best to deliver their additional or relocated services at Runcorn Shopping City.

The clinic space that is vacated by these services at Halton will be replaced by other clinical services – either those that require additional space or those that are relocating from Warrington, in line with the Trust’s plan of expanding and further developing Halton as its dedicated elective site – much of which is already underway as a result of the Covid-19 pandemic.

2 What services are proposed to be delivered from the new location?

Ophthalmology

- Paediatric Orthoptics, Optometry clinics and Paediatric Visual Processing Clinics all relocated from Halton General Hospital to Runcorn Shopping City;
- Services currently delivered from Warrington General Hospital would be replicated at Runcorn Shopping City. These include glaucoma assessment clinics, cataract pre and post-operative clinics, ophthalmic primary care clinics (new patients only) and neuro-ophthalmology clinics;
- A brand new service, Hydroxychloroquine Screening, is currently being developed in order to screen rheumatology patients who are starting hydroxychloroquine treatment. At present, this service is only planned to be delivered by the Trust from Runcorn Shopping City, due to space constraints at Warrington General Hospital brought about by COVID restrictions.

Audiology

- Extension (i.e. extra sessions) of current hearing aid services –including hearing aid assessment and fitting and repair of hearing aids.
- This allows the Trust to see more patients in an accessible and convenient location

Dietetics

- Relocation of all current clinics currently carried out at Halton General Hospital and St Pauls Health Centre to Runcorn Shopping City;
- These services include Paediatric Dietetics Services (allergies, nutritional support, gastrointestinal, weight management) and Adult Dietetic Services (as per paediatric services plus oncology care, diabetes care, and specialist treatments).
- Bringing these services together will provide a consistent and more accessible base for dietetics

3 What are you asking people to consider as part of this consultation?

Consulting effectively with the public on changes to services improves both the planning stages and the implementation of change. We are therefore asking local people to provide their views on a proposal to provide a small number of NHS services from Runcorn Shopping City.

4 How far will services be moving?

The distance between Halton General Hospital and Runcorn Shopping City is around 300 metres from the rear of the hospital to the entrance to Runcorn Shopping City.

Some Dietetics services are planned to move from St Paul's Health Centre to Runcorn Shopping City, which is a distance of around 3.5km by car / bus.

5 Why are you proposing to run NHS services within a non-NHS setting?

There is a planned and strategic direction for the NHS, as set out in NHS Long Term Plan, and reflected within the One Halton Health and Wellbeing Strategy, of improving access and delivering services within the community. The aim of this move is to support and increase access to some diagnostic and outpatient services in a more convenient location for our patients.

In addition, we believe there will be a number of benefits from providing services from Runcorn Shopping City, including:

1. Expanded and easier access for patients and their families to these services
2. Expansion and/or relocation of these services delivered in a non-hospital setting limits the risk of hospital-acquired infection, critical in the Covid-era
3. Encourages footfall to town centre spaces, promoting local business

6 Will delivering services from Runcorn Shopping City stop services being delivered from other locations?

In the case of Dietetics and Ophthalmology, it is proposed that Runcorn Shopping City becomes the sole location to access services within Runcorn.

For ophthalmology, this will allow us to expand the services currently delivered in Runcorn, duplicating some services that currently patients have to travel to Warrington General Hospital to receive.

For Audiology, this will be an expansion of the current hearing aid assessment service. The current level of provision will continue to be delivered from Halton General Hospital.

7 Is this move due to privatisation of some form?

No. The NHS, and NHS staff, will continue to run and manage these services. It is just a proposed change in location. Capital funding for the creation of an appropriate clinical space at Runcorn Shopping City has been secured through Liverpool City Region's Town Centres Fund.

8 Will different staff be providing these services? Will staff numbers be reduced?

No. The provision of services will be carried out by the same staff and no staff numbers will be reduced as part of these changes. It is just a change of location.

9 Will the frequency of services and clinics be reduced?

No. The frequency of services and clinics will not be impacted by these changes. It is just a change of location.

10 Would you provide transport to Runcorn Shopping City?

Existing public transport links and free parking are already provided at Runcorn Shopping City.

11 Will it be more costly to deliver services from Runcorn Shopping City?

A key consideration in the movement of services will be to ensure value for money for the NHS and patients / users of all services involved.

12 Will local people and staff be involved in the design of any new facility?

Staff have already been involved with the development of this concept, and will continue to input into the design and operation of any new facility. This consultation is the public's opportunity to give their views on the delivery of health services from Runcorn Shopping City. All feedback will, where appropriate, be considered in how to operate the services if they proceed as planned.

13 What format will the consultation take?

A paper and online questionnaire will be produced which will provide members of the public with an opportunity to provide feedback on the changes, ask questions and make

suggestions of their own. Development of Easy Read, Additional Language and other format materials will be made available, both online and for pickup at the current clinic locations.

MS Teams presentations (day time and weekend) will be delivered by each of the three services on their plans, with a Q&A session for the public. Live engagement exercises (within social distancing and safety measures) will be conducted at Runcorn Shopping City. Additional engagement will be undertaken at the respective clinics with current patients.

The views and opinions collected will then be utilised to shape the plans going forward.