
Response to Hampshire Together Public Consultation

Committee considering report:	Individual Executive Member Decisions
Date of Committee:	15 March 2024
Portfolio Member:	Councillor Alan Macro
Report Author:	Gordon Oliver
Forward Plan Ref:	ID4509

1 Purpose of the Report

To agree the Council's response to the Hampshire Together public consultation.

2 Recommendation(s)

It is recommended that the proposed wording set out in Appendix A be agreed as West Berkshire Council's formal response to the consultation on proposed changes to acute hospital services in and around Basingstoke and Winchester.

3 Implications and Impact Assessment

Implication	Commentary
Financial:	None
Human Resource:	None
Legal:	None
Risk Management:	None
Property:	None
Policy:	None

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	Positive	Neutral	Negative	Commentary
Equalities Impact:				
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?		X		
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		X		
Environmental Impact:		X		
Health Impact:		X		
ICT Impact:		X		
Digital Services Impact:		X		
Council Strategy Priorities:		X		
Core Business:		X		
Data Impact:		X		
Consultation and Engagement:	The following have been consulted: Corporate Board, April Peberdy (Service Director – Communities & Wellbeing), and Maria Shepherd (Service Manager – Adult Social Care)			

4 Executive Summary

The Hampshire Hospitals NHS Foundation Trust is part of the government’s national New Hospitals Programme. They are seeking to create two excellent acute hospitals; with significant investment in refurbishing the Royal Hampshire County Hospital in Winchester, and by building a brand-new specialist acute hospital on either the existing Basingstoke and North Hampshire Hospital site, or at a new location near Junction 7 of the M3. They are consulting on the proposed options. This report sets out a proposed response on behalf of West Berkshire Council.

5 Supporting Information

Background

- 5.1 The Hampshire and Isle of Wight Integrated Care Board is consulting on proposals to build a new hospital for Hampshire, invest in their hospital at Winchester, and change the way acute hospital services are organised. They have been given delegated authority by NHS England to consult on their behalf on proposed changes to the specialised services that they commission from Hampshire Hospitals NHS Foundation Trust, such as neonatal care and some cancer services.
- 5.2 This consultation is part of the Hampshire Together: Modernising our Hospitals and Health Services programme of work. The programme is a collaboration of NHS and care organisations in Hampshire.
- 5.3 The consultation is about proposed changes at the Royal Hampshire County Hospital in Winchester and Basingstoke and North Hampshire Hospital in Basingstoke. Current services provided by the two hospitals are summarised below:

Services Provided at Basingstoke and North Hampshire Hospital	Services Provided at Royal Hampshire County Hospital
<ul style="list-style-type: none"> • Accident and emergency department with trauma care (e.g., serious injuries following an accident) • General medical inpatient care, including care of the elderly • Specialist inpatient care - cardiology • General and specialist surgery (emergency, planned inpatient and planned day surgery) • Obstetrician-led birthing unit • ‘Level 1 plus’ neonatal care • Children’s inpatient and outpatient care • Cancer services (incl. radiotherapy) • Outpatients, diagnostics and therapies 	<ul style="list-style-type: none"> • Accident and emergency department • General medical inpatient care, including care of the elderly • Specialist inpatient care - stroke • General and specialist surgery (emergency, planned inpatient and planned day surgery) • Obstetrician-led birthing unit • ‘Level 1 plus’ neonatal care • Children’s inpatient and outpatient care • Cancer services • Outpatients, diagnostics and therapies

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5.4 The ICB is consulting on three options to create two excellent hospitals for Hampshire. A new specialist acute hospital, and investment to refurbish Winchester hospital and create a planned surgery centre there. A summary of the options is shown below:

Option 1	Option 2 (Preferred Option)	Option 3
New specialist acute hospital on the current Basingstoke hospital site and refurbishment at Winchester hospital	New specialist acute hospital near Junction 7 of the M3 and refurbishment at Winchester hospital	New specialist acute hospital near Junction 7 of the M3 and refurbishment at Winchester hospital
<p>Services at Winchester hospital under all options:</p> <ul style="list-style-type: none"> • 24/7 doctor-led urgent treatment centre and same day emergency care • Step-up and step-down inpatient beds for general medicine and care of the elderly • Dedicated planned surgery centre • Freestanding midwife-led birthing unit • Outpatients, diagnostics and therapies 		
<p>Services at the new specialist acute hospital under all options:</p> <ul style="list-style-type: none"> • Emergency department with trauma unit, children’s emergency department, 24/7 doctor-led urgent treatment centre and same day emergency care • Specialist inpatient care e.g. stroke and heart attack and inpatient beds, including for general medicine and care of the elderly • Complex planned and emergency surgery • Obstetrician-led birthing unit and alongside midwife-led unit • Conditions for a level 2 neonatal care unit • Cancer treatment centre • Outpatients, diagnostics and therapies 		
	<p>Services at the current Basingstoke hospital site:</p> <ul style="list-style-type: none"> • Outpatients, diagnostics and therapies • Planned day-case surgery 	<p>Services at the current Basingstoke hospital site:</p> <ul style="list-style-type: none"> • Outpatients, diagnostics and therapies • Planned day-case surgery • Nurse-led step-down reablement and rehabilitation beds

5.5 The options have been considered in terms of:

- Improved patient outcomes, patient experience and accessibility.
- Enhanced clinical sustainability of services provided by Hampshire Hospitals NHS Foundation Trust.
- Fit-for-purpose infrastructure that supports the delivery of acute health and care services.

- Contribution to the achievement of long-term financial sustainability.
- 5.6 Option 2 is the ICB's preferred option. This would involve construction of a new specialist acute hospital near Junction 7 of the M3 and refurbishment at Winchester hospital. For Option 1, it would be much more complicated and expensive to build a new hospital on the current Basingstoke site, rather than at a new location and Option 1 would also have a higher risk of more people going to other hospitals putting additional pressure on those hospitals. Option 3 includes some nurse-led stepdown rehabilitation and reablement beds at the current Basingstoke hospital site for patients medically suitable for nurse-led care. While this would mean some patients could recover closer to home, more nursing staff would be needed, or the current nursing staff would have to be split across an additional site, which is more challenging to deliver.

Implications for West Berkshire Residents

Travel Time

- 5.7 Although West Berkshire falls under the Buckinghamshire, Oxfordshire and Berkshire West Integrated Care Board and therefore the Royal Berkshire NHS Foundation Trust, a significant number of West Berkshire residents choose to use the existing hospital at Basingstoke, since it is nearer or has shorter travel time for large parts of the district. This is particularly the case for maternity services.
- 5.8 Travel times will be a key issue for West Berkshire residents. The proposed site for the new acute hospital would be to the south-west of Basingstoke, near Junction 7 of the M3. This would lead to longer physical journeys and longer travel times for patients and visitors travelling from the north and east, including those travelling from West Berkshire.
- 5.9 The catchment for the existing Basingstoke and North Hampshire Hospital extends into West Berkshire. It is difficult to tell the settlements that fall within this due to a lack of clear labelling on the maps, but it appears to extend as far as Newbury, Thatcham, Aldermaston, Mortimer and potentially parts of Burghfield Common and Theale.
- 5.10 A summary of the travel time implications of each of the options is shown in the [Travel Times Fact Sheet](#) that accompanies the consultation. This suggests that the impacts will be a mixed bag for West Berkshire. Some rural areas towards the west of the district appear to benefit from shorter off-peak travel times under Options 2 and 3 – presumably this is because access would be via the A34 and M3. However, most of the communities in West Berkshire appear to be disadvantaged by these Options with longer travel times in both peak and off-peak periods.
- 5.11 It is not clear whether these changes would impact on hospital catchments, and if it would be quicker for residents to be taken to an alternative hospital. This information should be provided to allow the impacts to be fully evaluated. A further unknown is how West Berkshire would be affected if the Royal Berkshire Hospital relocated to a different site.
- 5.12 It is difficult to work out how significant the proposals would be for West Berkshire residents, since there is no patient flow data for individual settlements or for the district as a whole.

- 5.13 There is currently a direct bus service from Newbury to the existing Basingstoke and North Hampshire Hospital site. This takes around 40 minutes to travel to the existing site. The Travel Times fact sheet focuses on bus travel times for lower-risk planned surgery. This shows that patients from West Berkshire travelling to Winchester would have a journey time of at least 90 minutes, with many parts of the district having a travel time of 2 hours or more. These journeys are likely to be significantly more costly as well as taking longer. Most people would be deterred from making such a journey by public transport and the increased costs and travel times could contribute to increased health inequalities.
- 5.14 It should be noted that visitors as well as patients would be affected by the increased travel times. Visitors would potentially need to access the new hospital site. In order to minimise travel time, a direct bus service from Newbury should be provided, rather than making passengers travel to Basingstoke and change buses. However, even with a direct service, travel times are likely to be significantly affected.
- 5.15 The Travel Times fact sheet states: *'Evidence shows that where there are longer journey times, these would be more than offset by shorter waits to see a senior doctor and for diagnostics on arrival at hospital, more consistent high quality care, improved outcomes, shorter hospital stays, and services that are sustainable for the long term.'* This is considered to be a red herring.

Ageing Population

- 5.16 West Berkshire's population will have a higher population of older people in future years, which will be likely to increase demand on hospital services and ease of access will be key. The West Berkshire Joint Strategic Needs Assessment indicates that although the proportion of the population aged 70 plus in West Berkshire is no greater than the England average, the fact that there is a large population currently aged 40 to 69 indicates that an increasingly ageing population over the next 10 plus years is likely, and the rate of increase will be higher than that seen in other areas. It is not clear whether the relative differences in future demographics between the different local authorities that fall within the catchment for the Basingstoke and North Hampshire Hospitals have been fully taken into account.

Adult Social Care

- 5.17 West Berkshire Council's Adult Social Care work with North Hampshire Hospital to facilitate Hospital Discharges for those residents who require care and support in the Community or require admission to a residential or nursing home. West Berkshire Council has link workers on site to support our residents and carry out assessments under the Care Act 2014 for their care and support to facilitate a safe hospital discharge.
- 5.18 Hospital discharges from North Hampshire Hospital account for around 25% of all the hospital discharges West Berkshire Council's Adult Social Care service support, so the volumes are significant. Therefore, some thought should be given to providing a base at the hospital for the Local Authority staff with adequate access to the internet.
- 5.19 Also, travel time will be an issue for staff supporting these residents in terms of time, cost and accessibility to the new site.

Proposals

5.20 It is proposed that West Berkshire Council responds to the consultation to highlight the above concerns. A draft response is provided in Appendix A.

6 Other options considered

West Berkshire Council could choose not to respond to the consultation, but this would mean that the district's residents were not represented.

7 Conclusion

Responding to the consultation will ensure that Hampshire and Isle of White Integrated Care Board is made aware of the implications of their proposals on West Berkshire residents.

8 Appendices

Appendix A – Draft consultation response

Background Papers:

[West Berkshire Joint Strategic Needs Assessment](#)

Subject to Call-In:

Yes: No:

The item is due to be referred to Council for final approval	<input type="checkbox"/>
Delays in implementation could have serious financial implications for the Council	<input type="checkbox"/>
Delays in implementation could compromise the Council's position	<input checked="" type="checkbox"/>
Considered or reviewed by Scrutiny Commission or associated Committees, Task Groups within preceding six months	<input type="checkbox"/>
Item is Urgent Key Decision	<input type="checkbox"/>
Report is to note only	<input type="checkbox"/>

Wards affected: All

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