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# Hampshire Together Joint Health Overview and Scrutiny Committee

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<b>Committee considering report:</b>	Council
<b>Date of Committee:</b>	26 September 2024
<b>Portfolio Member:</b>	Councillor Jeff Brooks
<b>Date Portfolio Member agreed report:</b>	18 September 2024
<b>Report Author:</b>	Gordon Oliver
<b>Forward Plan Ref:</b>	C4584

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## 1 Purpose of the Report

To seek approval for West Berkshire Council to join the Hampshire Together Joint Health Overview and Scrutiny Committee.

## 2 Recommendations

Council is asked to:

- (a) SUPPORT the proposal for West Berkshire Council to join the existing Hampshire Together Joint Health Overview and Scrutiny Committee as a mandatory committee to provide independent scrutiny of the 'Hampshire Together – Modernising our Hospitals and Health Services' Programme;
- (b) DELEGATE scrutiny powers in relation to matters set out in (a) above to the Joint Health Overview and Scrutiny Committee;
- (c) AGREE to the terms of reference for the Joint Health Overview and Scrutiny Committee as set out in Appendix B of this report; and
- (d) Approve the appointment of Councillor Martha Vickers as the West Berkshire Council representative on the Hampshire Together Joint Health Overview and Scrutiny Committee.

### 3 Implications and Impact Assessment

Implication	Commentary
<p><b>Financial:</b></p>	<p>There would be a small additional cost associated with elected members and officers attending meetings. These would be met from existing budgets. It is only likely that there will be one or two more meetings of this committee.</p> <p>The work of the Joint Health Overview and Scrutiny Committee (JHOSC) will require support in terms of overall co-ordination, setting up and clerking of meetings, underpinning policy support, and administrative arrangements. Clerking and administrative support will be provided by Hampshire County Council.</p> <p>Policy support would be provided by the West Berkshire Council Public Health Team. This would be delivered by existing staff.</p> <p>(Agreed by Melanie Ellis 5 June 2024)</p>
<p><b>Human Resource:</b></p>	<p>There are no HR implications associated with this report. Officers attending meetings will be covered within existing roles.</p>
<p><b>Legal:</b></p>	<p>The statutory powers and duties relating to the scrutiny of health services are set out in the National Health Service Act 2006 as amended by the Health and Social Care Act 2012. The relevant regulations are the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 (“the Regulations”).</p> <p>The JHOSC operates formally as a mandatory joint committee, i.e. where the affected local authorities have been required under Regulation 30 (5) to appoint a joint committee for the purposes of the consultation on substantial developments or variations in services.</p>
<p><b>Risk Management:</b></p>	<p>There are no significant risks associated with this proposal.</p>
<p><b>Property:</b></p>	<p>There are no property implications associated with this proposal.</p>

<b>Policy:</b>	Officers are not aware of any policies at national or local levels that relate specifically to health scrutiny. However, the proposal is in line with Government guidance on Health Scrutiny.			
	<b>Positive</b>	<b>Neutral</b>	<b>Negative</b>	<b>Commentary</b>
<b>Equalities Impact:</b>				
<b>A</b> Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?	X			Scrutiny of the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme will help to identify, and more effectively address, current and future health inequalities.
<b>B</b> Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?	X			Scrutiny of the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme should have a beneficial impact on the delivery of health services for residents of West Berkshire, delivering benefits for all service users, including those with protected characteristics.
<b>Environmental Impact:</b>		X		The proposal will not result in any significant environmental impact.
<b>Health Impact:</b>	X			Scrutiny of the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme will help to improve the planning, development, and delivery of NHS services, and in turn will improve health outcomes for local residents.
<b>ICT Impact:</b>		X		There are no ICT implications for the Council arising from the proposal.
<b>Digital Services Impact:</b>		X		Meeting agendas and minutes will be posted to the host authority’s website, Meetings will be live-streamed, with

				recordings made available for the public to view after the meetings. This work will be undertaken by Hampshire County Council, so there are no additional impacts for West Berkshire Council.
<b>Council Strategy Priorities:</b>		X		Undertaking scrutiny of proposed changes to health services relates to the Council Strategy priority ‘Thriving Communities with a Strong Local Voice’, particularly the commitment to ‘Work with partners to maintain a safe District and improve Health and Wellbeing’.
<b>Core Business:</b>		X		There are no particular implications for core business.
<b>Data Impact:</b>		X		This proposal is considered to be ‘business as usual’ with no particular implications for data.
<b>Consultation and Engagement:</b>	<p>Councillor Jeff Brooks – Leader and Executive Portfolio Holder: Strategy and Communications</p> <p>Sarah Clarke – Service Director, Strategy, ICT &amp; Governance</p>			

## 4 Executive Summary

- 4.1 Health bodies have a legislative duty to consult a local authority’s Health Overview and Scrutiny Committee (or equivalent committee in an upper-tier or unitary holding health scrutiny powers) about any proposals they have for a substantial development or variation in the provision of health services in their area. When these substantial developments or variations affect a geographical area that covers more than one local authority, the affected local authorities must appoint a Joint Health Overview and Scrutiny Committee (JHOSC) for the purposes of the consultation.
- 4.2 In response to the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme, a joint health overview and scrutiny committee has been set up to consider proposed changes to hospital services affecting the patient-flow geography across Hampshire, Southampton, and West Berkshire. West Berkshire Council has applied to be a member of this committee on the basis that there are significant patient flows from West Berkshire for some services, particularly maternity and emergency services.
- 4.3 This report sets out proposals for West Berkshire Council to join the existing new JHOSC. This requires the Council to delegate health scrutiny powers in relation to the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme,

and agree to the terms of reference, which have been amended to allow West Berkshire Council to join. Legally, the Executive cannot make decisions in relation to scrutiny matters, so the decision must be made by Council.

## 5 Supporting Information

### Introduction

- 5.1 Within West Berkshire, health scrutiny is undertaken by the Health Scrutiny Committee where matters relate to services provided in the district.
- 5.2 A JHOSC has been set up to undertake scrutiny of the 'Hampshire Together – Modernising our Hospitals and Health Services' Programme, which is developing proposals for how to invest between £700 million and £900 million in hospital services across Hampshire. The JHOSC currently includes representation from Hampshire County Council and Southampton City Council.
- 5.3 Local authority health scrutiny committees have powers to:
  - Review and scrutinise matters relating to the planning, provision and operation of the health service in the area, including the finances of local health services.
  - Require local NHS bodies to provide information about the planning, provision and operation of health services in the area.
  - Require employees of local NHS bodies to attend committee meetings to answer questions.
  - Make reports and recommendations to local NHS bodies and expect a response within 28 days.
  - Request that the Secretary of State considers use of their intervention powers to call-in the reconfiguration proposals in the event that: the committee believes the consultation has been inadequate; there were inadequate reasons for not consulting; or if the proposals would not be in the interests of the local health service.
- 5.4 Health bodies have a legislative duty to consult a local authority's Health Overview and Scrutiny Committee (or equivalent committee in an upper-tier or unitary authority that holds health scrutiny powers) about any proposals they have for a substantial development or variation in the provision of health services in their area. When these substantial developments or variations affect a geographical area that covers more than one local authority, the affected local authorities must appoint a JHOSC for the purposes of the consultation.
- 5.5 The Hampshire Hospitals NHS Foundation Trust provides surgical, medical, family and clinical support services to residents of Hampshire and parts of West Berkshire, and its sites include the Basingstoke and North Hampshire Hospital and the Royal Hampshire County Hospital in Winchester, as well as the Andover War Memorial Hospital.

5.6 In 2019 the government announced a national programme to deliver 40 new hospitals by 2030. The Hampshire Hospitals NHS Foundation Trust is in Cohort 4 of the New Hospital Programme. The proposals include a new hospital for North and Mid Hampshire and a major refurbishment of the Royal Hampshire County Hospital in Winchester.

5.7 The Trust has received funding to develop its business case according to a three stage process:

- (1) **Strategic Outline Case** – makes the case for change
- (2) **Outline Business Case** – makes the economic, commercial, strategic, financial and management case, and includes the design development and testing of options
- (3) **Full Business Case** – the procurement process to contract for the build

5.8 Current redevelopment options are summarised 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
N/A	Services at the current Basingstoke hospital site: <ul style="list-style-type: none"> <li>• Outpatients, diagnostics and therapies</li> <li>• Planned day-case surgery</li> </ul>	Services at the current Basingstoke hospital site: <ul style="list-style-type: none"> <li>• Outpatients, diagnostics and therapies</li> <li>• Planned day-case surgery</li> <li>• Nurse-led step-down reablement and rehabilitation beds</li> </ul>
Services at Winchester hospital in all options: <ul style="list-style-type: none"> <li>• 24/7 doctor-led urgent treatment centre and same day emergency care</li> <li>• Step-up and step-down inpatient beds for general medicine and care of the elderly</li> <li>• Dedicated planned surgery centre</li> <li>• Freestanding midwife-led birthing unit</li> <li>• Outpatients, diagnostics and therapies</li> </ul>		
Services at the new specialist acute hospital in all options: <ul style="list-style-type: none"> <li>• Emergency department with trauma unit, children’s emergency department, 24/7 doctor-led urgent treatment centre and same day emergency care</li> <li>• Specialist inpatient care e.g. stroke and heart attack and inpatient beds, including for general medicine and care of the elderly</li> <li>• Complex planned and emergency surgery</li> <li>• Obstetrician-led birthing unit and alongside midwife-led unit</li> </ul>		

- |                                                                                                                                                                                  |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Conditions for a level 2 neonatal care unit</li><li>• Cancer treatment centre</li><li>• Outpatients, diagnostics and therapies</li></ul> |
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## Background

5.9 Officers are of the view that:

- Joining the joint health scrutiny committee to consider the 'Hampshire Together – Modernising our Hospitals and Health Services' Programme is a requirement under current legislation;
- Elected Members from West Berkshire, Hampshire and Southampton need to have collective oversight of what is being proposed for the Basingstoke and North Hampshire Hospital and to have the opportunity to debate the relative merits of different options;
- The Hampshire Hospitals NHS Foundation Trust would gain a greater awareness of the impacts of their proposals on local communities in West Berkshire and would receive more balanced feedback on the relative merits of competing options;
- A joint committee should be viewed as an opportunity to strengthen and add value to the existing local scrutiny arrangements.

## Proposal

5.10 Members are asked to support the proposal for West Berkshire Council to join the existing JHOSC as set out in this report, and in doing so approve the delegation of health scrutiny powers in relation to the 'Hampshire Together – Modernising our Hospitals and Health Services' Programme to the JHOSC. Members are also asked to approve the draft Terms of Reference document attached to this paper in Appendix B.

5.11 The updated Terms of Reference will also be considered by the existing Members of the JHOSC. If changes to the terms of reference were to be requested by the other local authorities, then an amended version would need to be brought back to full Council for approval.

## 6 Other options considered

6.1 Under current legislation, there are no viable alternatives to establishing a JHOSC to consider 'Hampshire Together – Modernising our Hospitals and Health Services' Programme, since patient flows are drawn from across West Berkshire, Hampshire and Southampton. West Berkshire Council could choose not to participate in the JHOSC, but this would mean that Members would not be able to participate in scrutiny of the redevelopment proposals.

## 7 Conclusion

7.1 The JHOSC ensures that the affected local authorities across West Berkshire, Hampshire and Southampton are able discharge their legal responsibilities when consulted by the Hampshire Hospitals NHS Foundation Trust on their proposals to

redevelop their sites. West Berkshire Council joining the JHOSC would help to ensure that the needs of local citizens are properly considered in relation to the redevelopment proposals.

7.2 Permitting West Berkshire Council to join the JHOSC requires all relevant local authorities (as outlined in this paper) to agree the Terms of Reference.

## 8 Appendices

8.1 Appendix A – Equity Impact Assessment

8.2 Appendix B – Terms of Reference

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### Background Papers:

[National Health Services Act \(2006\)](#)

[Health and Social Care Act \(2012\)](#)

[The Local Authority \(Public Health, Health and Wellbeing Boards and Health Scrutiny\) Regulations 2013](#)

[Guidance Local Authority Health Scrutiny, 9 January 2024, Department of Health and Social Care](#)

[Hampshire Together website](#)

### Subject to Call-In:

Yes:  No:

- |                                                                                                                 |                                     |
|-----------------------------------------------------------------------------------------------------------------|-------------------------------------|
| The item is due to be referred to Council for final approval                                                    | <input checked="" 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 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 wards

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# West Berkshire Council Equity Impact Assessment

TEMPLATE

March 2023

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**Section 1: Summary details**

<b>Directorate and Service Area</b>	Resources   Strategy and Governance
<b>What is being assessed</b> (e.g. name of policy, procedure, project, service or proposed service change).	It is proposed that West Berkshire Council joins the Joint Health Overview and Scrutiny Commission set up for the purposes of providing independent scrutiny to the Hampshire Together – Modernising our Hospitals and Health Services Programme.
<b>Is this a new or existing function or policy?</b>	New
<b>Summary of assessment</b> Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	Scrutiny of the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme will help to identify, and more effectively address, current and future health inequalities. Scrutiny of this programme by the Joint Health Overview and Scrutiny Commission should have a beneficial impact on the delivery of health services for residents of West Berkshire, delivering benefits for all service users, including those with protected characteristics.
<b>Completed By</b>	Gordon Oliver
<b>Authorised By</b>	
<b>Date of Assessment</b>	5 August 2024

**Section 2: Detail of proposal**

<p><b>Context / Background</b></p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>NHS Hampshire and Isle of Wight (the NHS body responsible for planning and buying health services for the population), together with NHS England in relation to specialised services, are consulting on how to spend up to £900 million in improving hospitals and the quality and sustainability of hospital services. Since the proposals affect patient flows across local authority boundaries, the affected local authorities are obliged to appoint a Joint Health Overview and Scrutiny Committee (JHOSC) to review those proposals. The JHOSC was originally established in December 2020. West Berkshire Council has asked to join the JHOSC since the number of West Berkshire residents using particular services are significant, including Maternity and Emergency Services.</p>
<p><b>Proposals</b></p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>It is proposed that West Berkshire Council joins the existing JHOSC as set out in this report, and in doing so, approves the delegation of health scrutiny powers in relation to the ‘Hampshire Together – Modernising our Hospitals and Health Services’ Programme to the JHOSC.</p> <p>This will allow West Berkshire Council to be active partners in reviewing the proposals and the associated consultation process.</p>
<p><b>Evidence / Intelligence</b></p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>Patient flows from West Berkshire are believed to account for around 15% of flows for maternity and emergency services at the existing Basingstoke and North Hampshire Hospital.</p>

**Equity Impact Assessment**

**Alternatives considered / rejected**

Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.

West Berkshire Council could choose not to participate in the JHOSC, but this would mean that Members would not be able to participate in scrutiny of the hospital redevelopment proposals.

**Section 3: Impact Assessment - Protected Characteristics**

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
<b>Age</b>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	West Berkshire has a higher proportion of elderly residents than Hampshire. They are more likely to require hospital services. The JHOSC will seek to ensure their needs are taken into account when designing the new facilities.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		
<b>Disability</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Disabled people are more likely to require hospital services. The JHOSC will seek to ensure their needs are taken into account when designing the new facilities.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		

**Equity Impact Assessment**

<b>Gender Reassignment</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact, since neither gender dysphoria clinics nor reassignment surgery are provided at the Basingstoke and North Hampshire Hospital or Royal Hampshire Council Hospital.	N/A		
<b>Marriage &amp; Civil Partnership</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This group would not be affected by any changes to NHS services.	N/A		
<b>Pregnancy &amp; Maternity</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	West Berkshire residents account for approximately 15% of patients using maternity services at Basingstoke and North Hampshire Hospital. The JHOSC will seek to ensure their needs are taken into account when designing the new facilities.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		
<b>Race</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This group would not be affected by any changes to NHS services.	N/A		
<b>Sex</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This group would not be affected by any changes to NHS services.	N/A		

**Equity Impact Assessment**

<b>Sexual Orientation</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This group would not be affected by any changes to NHS services.	N/A		
<b>Religion or Belief</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	This group would not be affected by any changes to NHS services.	N/A		

**Section 3: Impact Assessment - Additional Community Impacts**

<b>Additional community impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner</b> (*Job Title, Organisation)	<b>Timescale and monitoring arrangements</b>
<b>Rural communities</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Rural populations generally have older populations who are more likely to use hospital services and poorer connectivity to hospitals.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		
<b>Areas of deprivation</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People living in poverty find it harder to live healthy lives, harder to access NHS services, live with greater illness and die earlier than the rest of the population.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		



**Equity Impact Assessment**

<b>Additional community impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner</b> (*Job Title, Organisation)	<b>Timescale and monitoring arrangements</b>
<b>Displaced communities</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People from displaced communities often find it harder to access NHS services.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		
<b>Care experienced people</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Children and young people who grow up in care are up to four times more likely to suffer poor health 30 years later than those who grew up with their parents.	West Berkshire Council joining the JHOSC would help ensure that the needs of this group are properly considered.		
<b>The Armed Forces Community</b>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This group would not be affected by any changes to NHS services.	N/A		

**Section 4: Review**

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

**Equity Impact Assessment**

<b>Review Date</b>	<b>N/A</b>
<b>Person Responsible for Review</b>	<b>N/A</b>
<b>Authorised By</b>	<b>N/A</b>