

Direct Dial/Ext: 01622 694486
Fax:
e-mail: paul.wickenden@kent.gov.uk
Ask for: Paul Wickenden
Your Ref:
Our Ref:
Date: 29 October 2009

Dear Member

HEALTH OVERVIEW AND SCRUTINY COMMITTEE - FRIDAY, 30 OCTOBER 2009

I am now able to enclose, for consideration at next Friday, 30 October 2009 meeting of the Health Overview and Scrutiny Committee, the following papers that were unavailable when the agenda was printed.

Agenda No	Item
6.	<u>Dover Healthcare</u> (Pages 1 - 20)

Yours sincerely



Peter Sass
Head of Democratic Services & Local Leadership

This page is intentionally left blank

DOVER HEALTHCARE – UPDATE REPORT

Introduction

1. At its meeting on 17 September 2008 the NHS Eastern and Coastal Kent (NHS ECK) Board received a report on Dover Healthcare which looked at the estates options for enabling the delivery of a model of care developed through public consultation and agreed by the Board of East Kent Coastal PCT, a predecessor to NHS Eastern and Coastal Kent, in 2006. The report asked for a decision on the preferred estates solution and site which would best support the agreed model of care.
2. The Board agreed that the development of a community hospital on the mid-town site in the centre of Dover was the preferred option. Its minuted decision was:

The Board approved the recommendation that a new community Hospital is developed by East Kent Hospitals University Trust on the Mid Town site in Dover through a co-operative programme including the PCT and Practice based Commissioning and with full patient, public and stakeholder engagement.

This was based on the assessment of the potential solutions against a number of criteria which had been developed with public involvement. The criteria were:

- Supports the delivery of Dover and Aylesham Practice Based Commissioners (PBC) and NHS Eastern and Coastal Kent Commissioning intentions
 - Suitable arrangements for car parking – sufficient space for patients and staff
 - Accessibility – measured through the percentage of households able to access the site within 30 minutes by public transport or on foot
 - Flexibility/Future Proofing – potential for expansion, able to adapt to future changes in need/service
 - Deliverability – time scale and site availability
 - Value for money – estimated cost of site and build led and informed by the production of an OBC by EKHUFT
 - Adjacencies with other health services such as GPs, Dentists and Pharmacies
 - Location - in area of greatest health need, area of high deprivation
 - Wider considerations – e.g. contributes to regeneration
3. At the time it was clear that all options under consideration had a number of known risks and benefits which would crystallise as the development progressed. In addition it was clear that not all risks and benefits would be apparent at the point at which the decision was to be made. Therefore it would be necessary for the Board's decision to be kept under review as the delivery of the development progressed. One of the key risks was that of flooding on the site.
 4. Over the last year a number of these risks and benefits have become clearer, although it will never be possible to have complete certainty, it is now timely that the Board receives an update on progress and considers the steps to be taken to review and if necessary revise the decision it made in September 2008.

Progress to date

5. There continues to be a consensus view across the local NHS that the delivery of improved health services for the people of Dover is a priority. Work is progressing to

deliver improved services within the constraints of the existing infrastructure and to explore ways of providing care that are not dependant on NHS buildings. However in line with the PBC intention of a central Dover facility to act as a focal point to bring together local services the need for an improved infrastructure development remains pressing.

6. NHS ECK and PBC have continued to work together to develop further detailed commissioning intentions and service specifications for services to meet the health care needs of the people of Dover. These remain within the original model of care agreed in 2006 and the Dover and Aylesham PBC commissioning intentions agreed by the NHS ECK Board in July 2008.
7. East Kent Hospitals University Foundation Trust (EKHUFT) has developed detailed designs for the new building. These designs have been held at the stage where they remain adaptable for alternative sites if required. However, they have enabled detailed discussion between EKHUFT, Dover and Aylesham PBC and NHS ECK on the ability of the accommodation proposed to meet the agreed commissioning intentions and service specifications. To date it is clear that the proposed design can accommodate the majority of the commissioning requirements.
8. Dover District Council has commissioned a detailed Flood Risk Appraisal (FRA) for the mid-town area as part of a wider review of central Dover. The preferred site for the hospital development is within this area. This appraisal is in its final stages and is likely to be concluded by mid October. One of the key challenges already identified is how to maintain safe access and egress to the site in the event of a flood.
9. To date the work has highlighted opportunities for defending the area from flooding as well as challenges around surface water run off which need to be considered by all the relevant agencies and authorities. Once an agreed position is reached the FRA will be published and will form part of the evidence base for the Local Development Framework which is used to inform decisions on development proposals in the area. This would also include planning decisions in relation to the hospital.
10. From the work on the FRA undertaken to date it is clear that as part of any planning application on the site it will be necessary for a Sequential Test to be undertaken to demonstrate to the Environment Agency that there is no appropriate, reasonably available site for the development in a lower flood risk zone. NHS ECK as the strategic leaders of the local NHS and EKHUFT as the developer of the site therefore need to work together to ensure they have taken the required steps to meet the requirements of the Sequential Test. This work stream will run in parallel with the conclusion of the mid-town area FRA.
11. The Department of the Environment, Food and Rural Affairs (DEFRA) has recently announced that it is awarding Kent County Council a grant of £100,000 to develop a Surface Water Flood Management plan for Dover. The impact of this announcement will need to be taken into account in understanding the flood risk and the options for mitigation of flooding. The development of proposals from Southern Water Services in relation to surface water will need to be examined as part of the process.

Next Steps

12. Work is already underway to conduct an assessment of the potential alternative sites for the development of a new hospital for Dover as per the requirement for a sequential test. It will be necessary to assess the potential of these sites to provide an

appropriate and reasonably available alternative to the current preferred site in mid-town.

13. It is proposed that any alternative sites, including those previously identified at Buckland Hospital and Whitfield are evaluated against the site assessment criteria used originally to select the current preferred site. In addition it is proposed that the mid-town site is re –evaluated against these criteria to ascertain if it remains the preferred option. This will ensure that the requirements of the Sequential Test are met.
14. It is proposed that the site evaluation is conducted as before with the involvement of key stakeholders. Through previous engagement processes a stakeholder analysis has been undertaken and will be used to ensure good engagement in the evaluation process. An event will be held in October with a group of stakeholders during which the current situation and next steps will be reviewed in light of new information. The outcome of this event will inform the Board decision in November.
15. NHS ECK will consult with the Health Overview and Scrutiny Committee at Kent County Council to ensure that this process meets with their approval making any adjustments to the process as advised by them.
16. It is proposed that the outcome of the site evaluation is presented to the Board at its November meeting so that the Board can review and if necessary revise its decision on a preferred site for the development of a community hospital in Dover.

Board Action

17. The Board is asked to approve the process for undertaking an evaluation of alternative sites and a re-evaluation of the mid-town site with a report on the outcome to be presented at the November meeting.

This page is intentionally left blank

Dover and Aylesham PBC Consortium

Please reply to: Dover PBC Consortium c/o The High Street Surgery
100 High Street Dover Kent CT16 1EQ
Tel. 07891 620079

Date: **19th October 2009**

A Statement

From: The Dover & Aylesham Practice-based Commissioning (PbC) Consortium

Re: The development of a new healthcare facility for Dover

This statement confirms the current position of the Dover PbC Consortium.

The Consortium completed a comprehensive Commissioning Intentions document for health services for Dover in July 2008. This document has been compiled with help from, and the full support of, NHS Eastern and Coastal Kent Commissioning Team and received the approval of the NHS Eastern and Coastal Kent Board in 2008.

The commissioning intentions are underpinned by the need for and development of locally accessible and appropriate healthcare facilities. The effective delivery of health and wellbeing services in Dover is dependent on the building of a significantly improved healthcare facility. It is anticipated that this will require a new Dover hospital.

The primary concern of the Dover PbC Consortium is to ensure that any new build enables us to implement our commissioning intentions as soon as possible.

The main criteria agreed by the Consortium as prerequisites for a healthcare facility site are that it must:-

1. Be easily accessible to the majority of the Dover District population, including the more economically deprived areas – ‘accessibility’ to mean not only transport, but also hours of clinical service and a comprehensive range of services that deliver care locally.
2. Support current services and enable the development of additional and improved services.
3. Be served by comprehensive and efficient public transport links and provide appropriate car-parking for patients and staff.

The Consortium, at present, does not have a preferred location for the facility but it is clear that the current Buckland Hospital buildings are not fit for purpose.

We are committed to commissioning intermediate care beds on one site with a preference that they are integrated or co-located on the new hospital site.

Statement ends.

This page is intentionally left blank

Dover Site Options

NHS Eastern and Coastal Kent

Amanda Harrison, Director of Assurance and Strategic Development

19 October 2009

**NHS EASTERN AND COASTAL KENT IS
COMMITTED TO DELIVERING BETTER
HEALTH SERVICES FOR THE PEOPLE
OF DOVER**

**THE DOVER PRACTICE BASED
COMMISSIONING CONSORTIUM ARE
FULLY SUPPORTIVE OF THE
DEVELOPMENT OF A NEW HOSPITAL**

PROCESS TO DATE

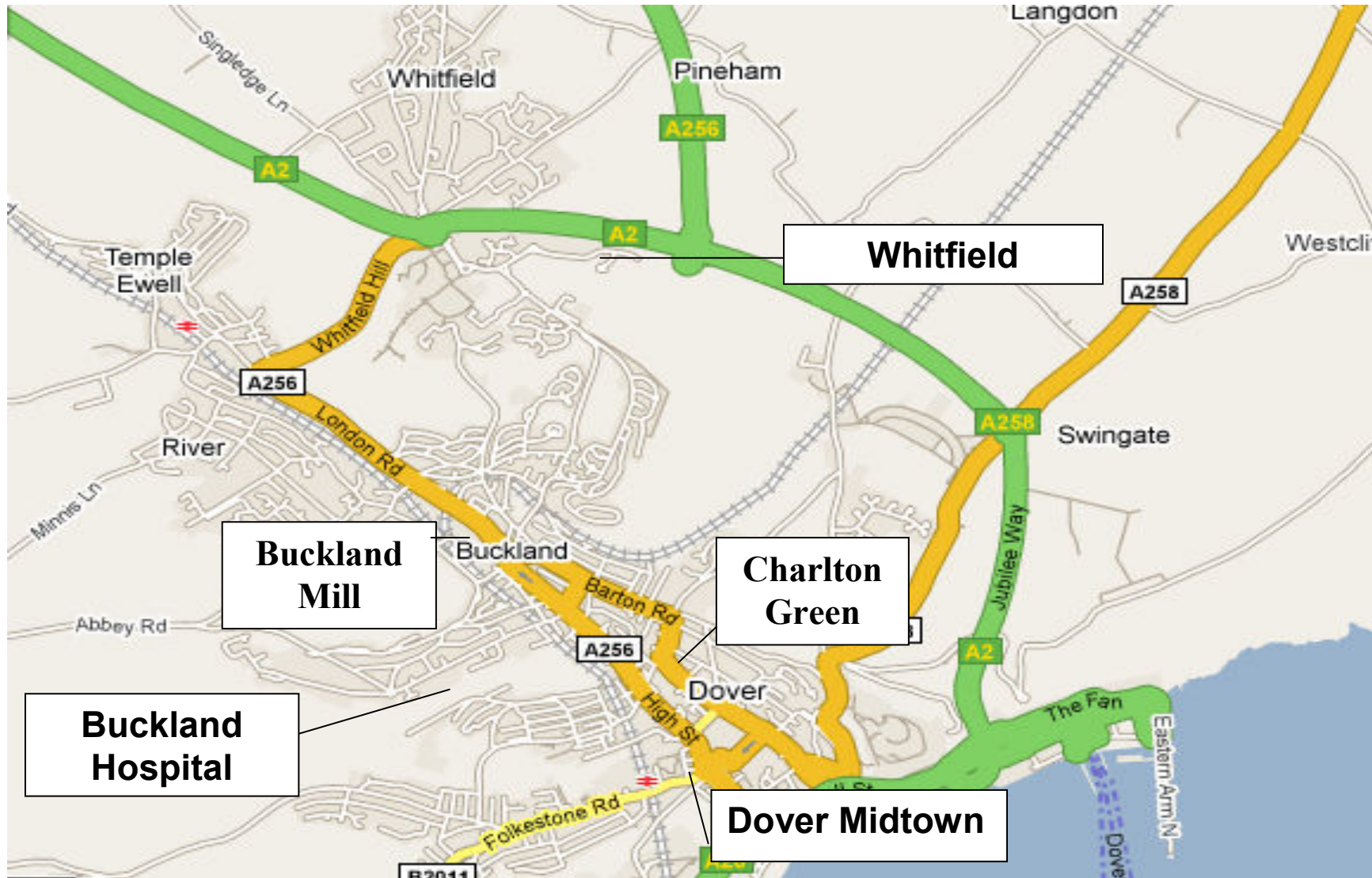
- **Public consultation on model of care – reported to the HOSC in 2006**
- **Recognition that the model of care could not be delivered without appropriate estate – proposals from EKHUFT to develop sites at Buckland Hospital or Whitfield**
- **Public engagement on site selection – reported to the HOSC in May 2008 – ‘recommendation, support and endorsement of NHS ECK, EKHUFT, KCC, DDC and Practice Based Commissioners working closely to develop a central site for a modern Community Hospital for the population of Dover and the surrounding area by 2011’**
- **Site search in liaison with DDC identified mid town as a potential site**
- **NHS ECK identified mid-town as the preferred site at its Board meeting in September 2008**
- **Flood risk recognised and further work to assess the nature of the risk and potential mitigation undertaken**
- **Environment Agency confirmed that the nature of the flood risk means a review of site selection should take place – stakeholder meeting 19th October**

SITE SELECTION

The following sites have been identified for consideration:

- **BUCKLAND MILL**
- **MID TOWN – NEXT TO THE HEALTH CENTRE ON MAISON DIEU ROAD**
- **BUCKLAND HOSPITAL**
- **WHITFIELD**
- **OTHER CENTRAL DOVER SITE – CHARLTON POST OFFICE**

In considering these sites we need to balance opportunity and risk.



SITE SELECTION CRITERIA

1. Supports the delivery of Practice Based Commissioners' and NHS Eastern and Coastal Kent's commissioning intentions

- This relates to the health needs of the community and our plans for services to meet these needs
- A lot of work has already been done with EKHUFT to ensure that the current building design appropriately accommodates many of the services that we want provided for the people of Dover.
- Therefore this assessment will make sure that any site can accommodate as a minimum the building as currently designed

2. Suitable arrangements for car parking

- Sufficient space for patients and staff – this was one of the criteria given high importance in the previous public engagement exercise

3. Accessibility

- Measured through the percentage of households able to access the site within 30 minutes by public transport or on foot.

4. Flexibility/Future Proofing

- Potential for expansion, a site able to adapt to future changes in need/service
- Health services and the needs of the population are always changing so we need to make sure the site and the buildings are flexible enough to accommodate any future changes. This will include working with Dover District Council to ensure future population growth is taken into account

5. Deliverability

- Time scale and site availability – we have made a commitment to delivering improved health services for the people of Dover and this means delivering a new building as quickly as possible.
- Any site will need to be assessed by taking into consideration:
 - The time it will take to secure the site for development
 - The time it will take to get planning permission
 - The time it will take to prepare the site for development.
- All developments are subject to a number of site surveys for example archaeology, arboriculture and environmental surveys
- The outcomes of these surveys may mean remedial actions or additional work is required which takes time
- We need to take into account any work required by the developer of the site (EKHUFT) or other agencies to ensure the site is suitable for development e.g. the installation of flood defences on the mid town site
- The time it would take to put up the building which meets the needs of the site.

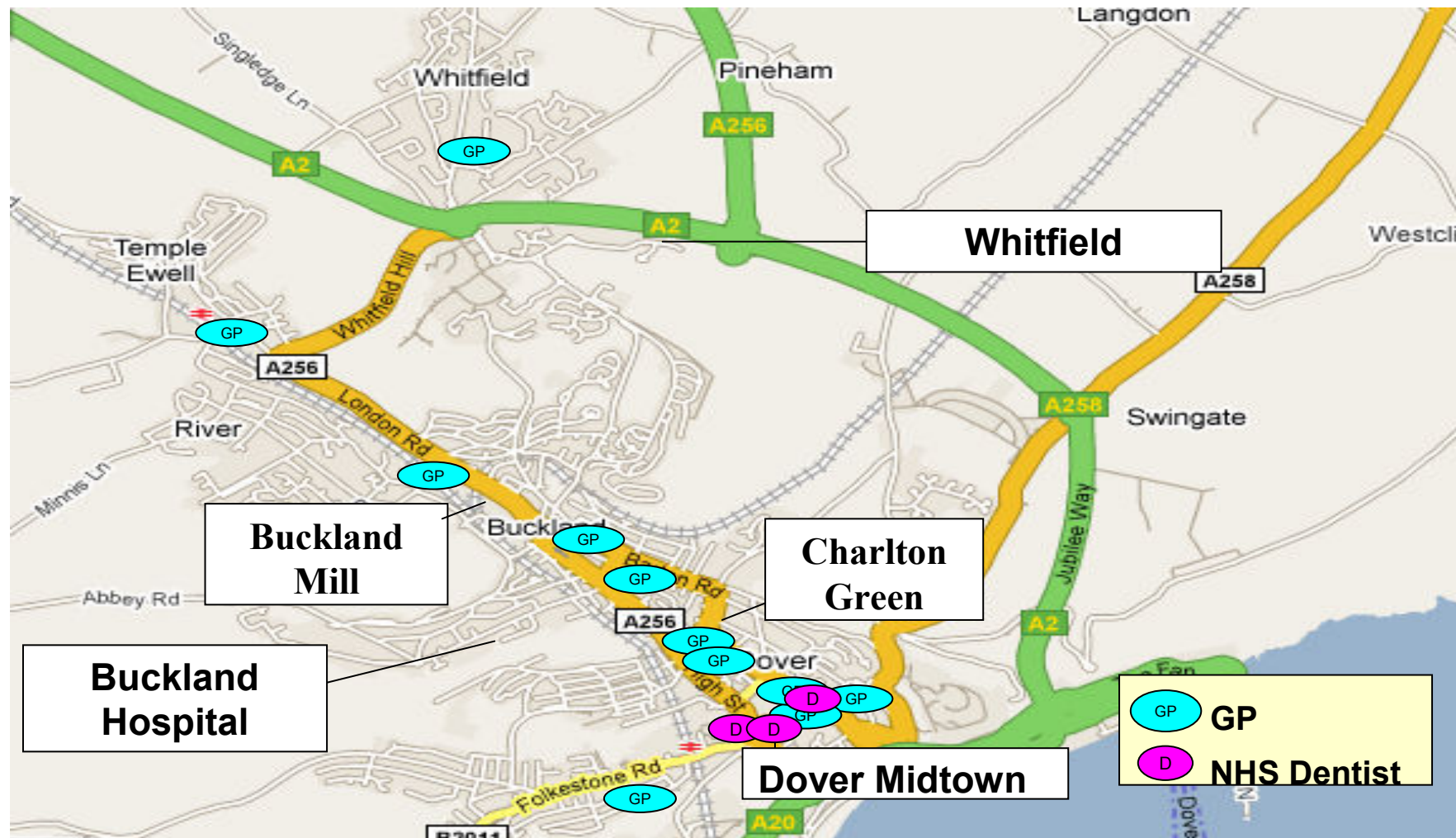
6. Value for money

Currently EKHUFT have made a commitment to fund the new building but they do not have unlimited resources, other additional resources may be available but we will have to assess if the likelihood of receiving these for this site bearing in mind the current economic climate and the likely trends in health funding. In addition we will have to consider:

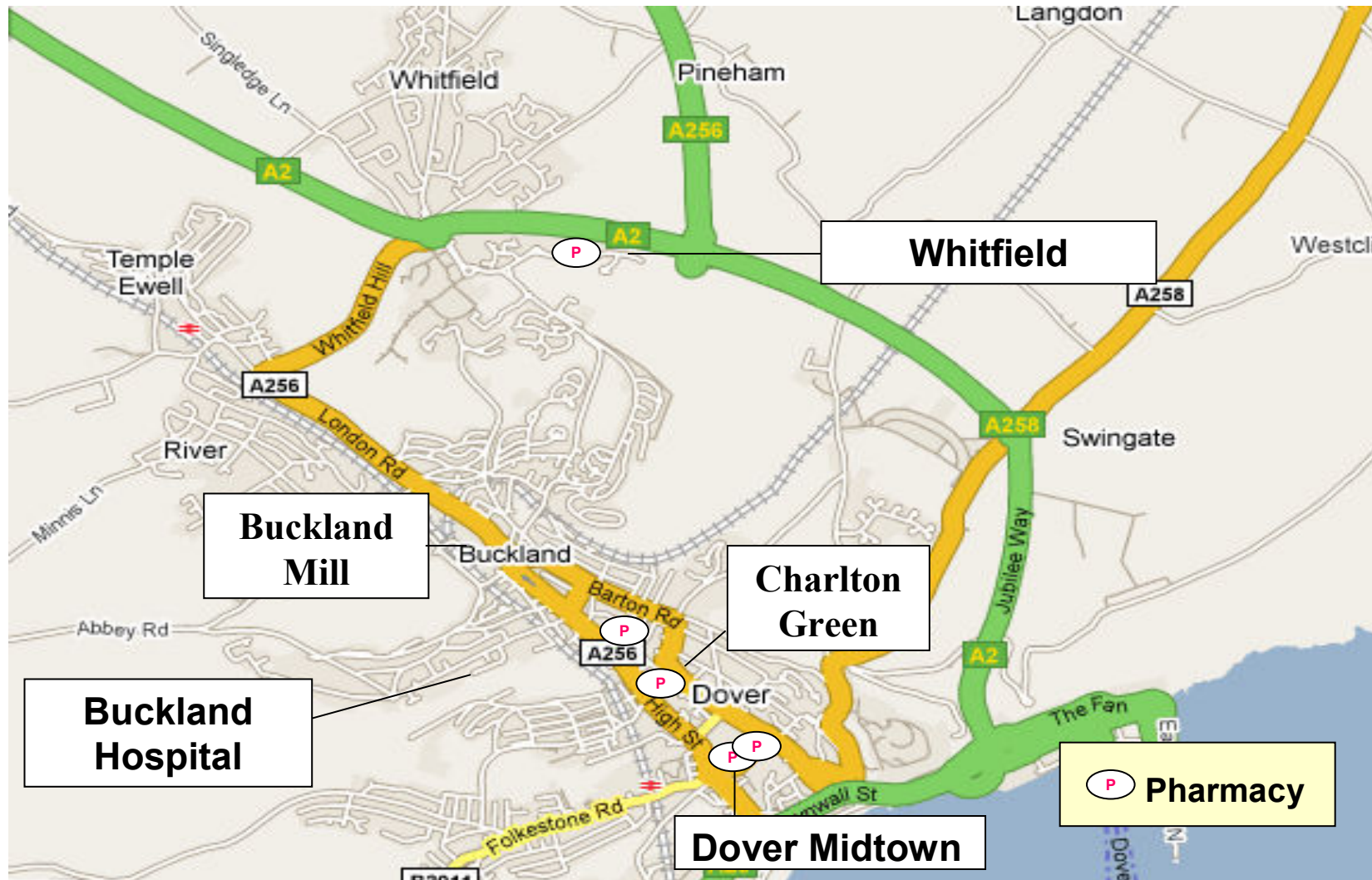
- The costs of maintaining the existing Buckland site until the development is complete
- The cost of purchasing the site
- The cost of any work required to prepare the site (as above) – this would include any contribution that the NHS would need to make to remedial/defence work in respect of flood risk
- The cost of the build

7. Adjacencies with other health services such as GPs and Dentists

Page 16

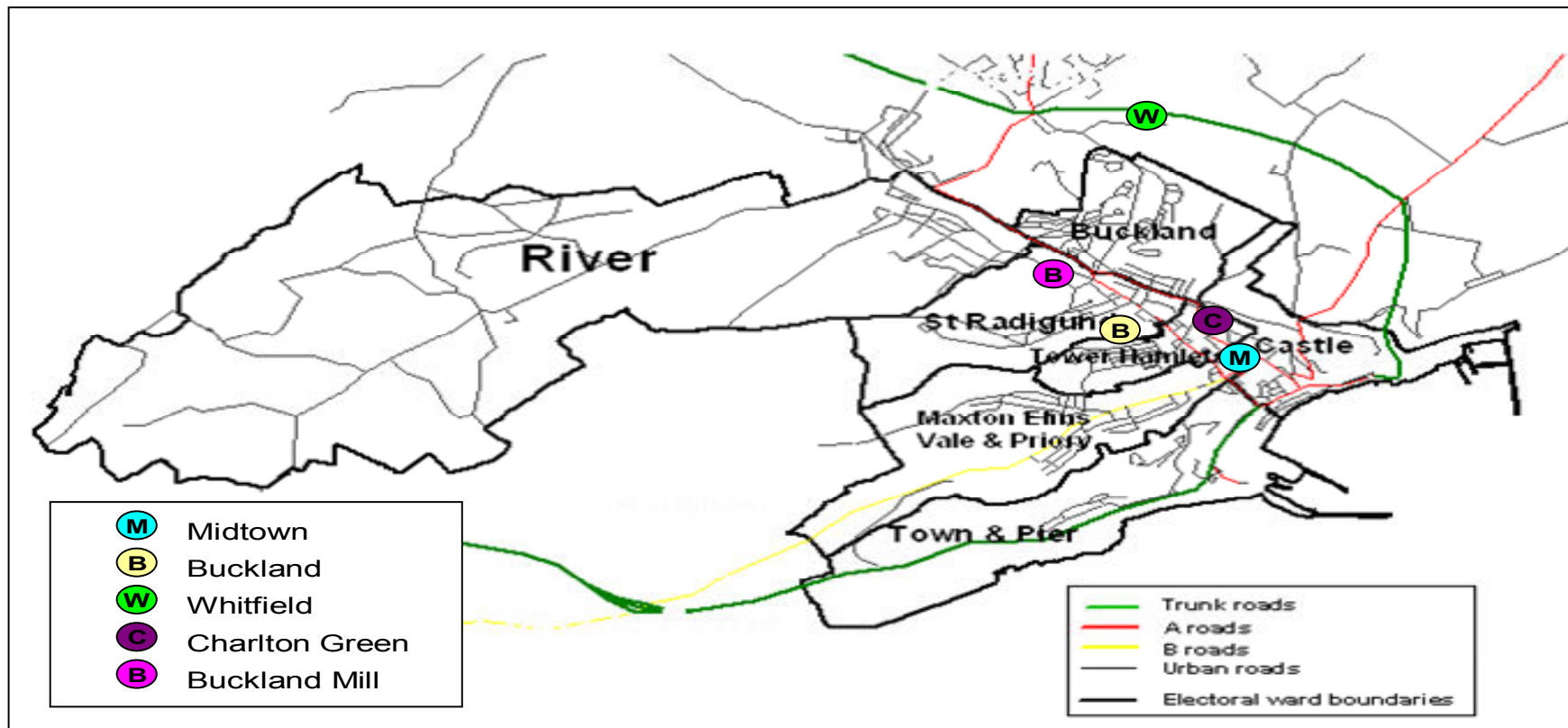


8. Adjacencies with other health services such as Pharmacies



9. Location - in area of greatest health need, area of high deprivation

It is important to place the site in the area of greatest need as this means that the people who most need to use the site live closest to it – we will assess this against the current health needs assessment for Dover as well as assessing the potential of the site to meet future health needs



Five of the wards in Dover Town (Buckland, St Radigunds, Town & Pier, Castle, and Tower Hamlets) are amongst the 20% most deprived wards in England. The first three wards listed fall into the top 10% for deprivation.

10. Wider considerations

How might the site of the building impact beyond the criteria outlined above; for Example will a development on the site contribute to regeneration.

Public views expressed at the meeting on 19th October:

Buckland: + within area of high deprivation, probably no flood risk, deliverable
- access constrained, parking difficult, possibly contaminated site

Whitfield: + potential for expansion, easier access for rural communities, access could be improved
- remote from areas of greatest need, poor access, possible planning constraints

Midtown: + would meet local needs, in centre of areas of deprivation, access good
- flood risk will impact on delivery timescale, car parking, little expansion

Buckland Mill: + access, site size adequate, car parking,
- land may be prohibitively expensive, flood risk possible

Charlton Post Office: + central Dover site, in centre of areas of deprivation
- site size constrained, land in multiple ownership, parking

Next steps

- Discussion with HOSC – 30th October
- NHS Eastern and Coastal Kent Board will consider the site options at its Board meeting on 18th November
- EKHUFT will consider the site options report at its Board meeting on 27th November
- EKHUFT will develop OBC and FBC to be considered at their future Board meetings.