

# HAMPSHIRE COUNTY COUNCIL

## Report

<b>Committee:</b>	Health and Adult Social Care Select Committee
<b>Date of Meeting:</b>	20 June 2017
<b>Report Title:</b>	Proposals to Develop or Vary Services
<b>Report From:</b>	Director of Transformation & Governance

**Contact:** 01962 847336 / [members.services@hants.gov.uk](mailto:members.services@hants.gov.uk)

### 1. Summary and Purpose

- 1.1. The purpose of this report is to alert Members to proposals from the NHS or providers of health services to vary or develop health services provided to people living in the area of the Committee.
- 1.2. Proposals that are considered to be substantial in nature will be subject to formal public consultation. The nature and scope of this consultation should be discussed with the Committee at the earliest opportunity.
- 1.3. The response of the Committee will take account of the Framework for Assessing Substantial Change and Variation in Health Services agreed by the Hampshire, Isle of Wight, Portsmouth and Southampton Joint Committee in November 2010, last updated in July 2016. This places particular emphasis on the duties imposed on the NHS by Sections 242 and 244 of the Health and Social Care Act 2006, includes new responsibilities set out under the Health and Social Care Act 2012, and takes account of key criteria for service reconfiguration identified by the Department of Health.
- 1.4. This Report is presented to the Committee in 3 parts:
  - a. *Items for action:* these set out the actions required by the Committee to respond to proposals from the NHS or providers of health services to substantially change or vary health services.
  - b. *Items for monitoring:* these allow for the monitoring of outcomes from substantial changes proposed to the local health service agreed by the Committee.

c. *Items for information:* these alert the Committee to forthcoming proposals from the NHS to vary or change services. This provides the Committee with an opportunity to determine if the proposal would be considered substantial and assess the need to establish formal joint arrangements

- 1.5. This report and recommendations provide members with an opportunity to influence and improve the delivery of health services in Hampshire, and to support health and social care integration, and therefore assist in the delivery of the Joint Health and Wellbeing Strategy and Corporate Strategy aim of maximising well being.

### ***Items for Action***

## **2. NHS Guildford and Waverley Clinical Commissioning Group (CCG): West Surrey Stroke Services**

### *Context*

- 2.1 The NHS, or any provider of NHS services, is required to consult the health scrutiny committee on any substantial or temporary variations to the provision of the health service, and to provide any information that the Committee may require to enable them to carry out scrutiny of the planning, provision and operation of this service.
- 2.2 A stroke is a serious life-threatening medical condition that occurs when the blood supply to part of the brain is cut off. Because of this, strokes are a medical emergency and urgent treatment is essential<sup>1</sup>.

### *Background*

- 2.3 Six Clinical Commissioning Groups in Surrey have led a review of how stroke services are provided across Surrey in order to deliver services that meet the [South East Coast Stroke Services Specification](#), and to enhance care in the region. Services in West Surrey form one of three stroke systems across Surrey County.
- 2.4 Following a period of engagement, agreement of a proposed stroke service model for West Surrey, and assurance from NHS England, Guildford and Waverley CCG and North West Surrey CCG undertook a consultation on these services from 6 February to 30 April 2017.
- 2.5 The consultation was held for a period of 12 weeks, and a number of events were held in affected areas of North and East Hampshire to discuss the

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<sup>1</sup> <http://www.nhs.uk/conditions/Stroke/Pages/Introduction.aspx>

proposals with the public and stakeholders. Details of these events were circulated to members of the HASC.

- 2.6 The outcomes of the consultation are currently being analysed by the NHS Transformation Unit, and will be summarised in a public report to be considered by the West Surrey Stroke System Committees in Common in July 2017.

### *Proposal*

- 2.7 A paper detailing the background to the stroke review, engagement to date, consultation activities and next steps is attached as [Appendix One](#). The full stroke consultation document is attached for the Committee's information as Appendix Two, in order to provide a fuller overview of the proposals.
- 2.8 Historically, three hospitals in West Surrey have provided some specialist stroke care; Frimley Park (Camberley), Royal Surrey County (Guildford), and St Peter's (Chertsey). Of these, only Frimley Park currently has a full hyperacute stroke unit and a separate acute stroke unit. The other two sites have combined hyperacute and acute stroke care units.
- 2.9 The CCGs are proposing a service model where there would be two larger hyperacute units providing highly specialist care at Frimley Park and St Peter's Hospital. This is because these two sites scored highest in options appraisals for specialist stroke services. Resultantly, there would be no specialist stroke care provided at Royal Surrey Hospital if the proposals were agreed.
- 2.10 It should be noted that the three hospitals in West Surrey support the CCG's proposals. Currently, there is an [interim stroke provision arrangement](#) in place across West Surrey where the Royal Surrey Hospital does not receive patients suspected of suffering a stroke, due to staff vacancies in the multi-disciplinary stroke team.

### *Impact on Hampshire*

- 2.11 Historically, patients suspected of having a stroke in some parts of North East and South East Hampshire would be conveyed by ambulance to either Frimley Park Hospital on the Surrey / Hampshire border, or Royal Surrey County Hospital in Guildford. Therefore the Committee is a statutory consultee in this potential substantial change in service, as a small number of the Hampshire population may be impacted by the proposals.
- 2.13 Representatives of North East Hampshire and Farnham CCG and South Eastern Hampshire CCG will be present at the meeting to discuss further the

impact of the proposals on Hampshire residents. The majority of the population of Hampshire will not be affected by these proposals, as the hyperacute stroke unit provided by Hampshire Hospitals NHS Foundation Trust is unaffected by these proposals.

### ***Recommendations***

2.14 That Members:

- a. Determine whether the proposals for stroke services in West Surrey constitute a substantial change in service for the Hampshire population.
- b. Request that the outcomes of the consultation and final proposals for stroke services be considered at the 21 September 2017 meeting.
- c. Request any further information required on this issue.

**CORPORATE OR LEGAL INFORMATION:**

**Links to the Corporate Strategy**

<b>A. Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>B. Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>C. Enhancing our quality of place:</b>	yes
Corporate Improvement plan link number (if appropriate):	

**Section 100 D – Local Government Act 1972 – background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

Document

Location

None

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

- 1.1 This is a covering report which appends reports under consideration by the Committee, therefore this section is not applicable to this covering report. The Committee will request appropriate impact assessments to be undertaken should this be relevant for any topic that the Committee is reviewing.

### **2. Impact on Crime and Disorder:**

- 2.1 This is a covering report which appends reports under consideration by the Committee, therefore this section is not applicable to this covering report. The Committee will request appropriate impact assessments to be undertaken should this be relevant for any topic that the Committee is reviewing.

### **3. Climate Change:**

- 3.1 How does what is being proposed impact on our carbon footprint / energy consumption?

This is a covering report which appends reports under consideration by the Committee; therefore this section is not applicable to this work report. The Committee will consider climate change when approaching topics that impact upon our carbon footprint / energy consumption.

- 3.2 How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

This is a covering report which appends reports under consideration by the Committee, therefore this section is not applicable to this work report. The Committee will consider climate change when approaching topics that impact upon our carbon footprint / energy consumption.



Hampshire Health and Adult Social Care Select Committee

20<sup>th</sup> June 2017

## **West Surrey Stroke System – Next Steps**

### **Purpose of the report:** Scrutiny of Services

To explain the process followed by Surrey's six CCGs to review stroke care and steer providers to develop proposals that meet the requirements within the Stroke Service Specification.

To explain the steps taken to consult the public regarding these proposals.

To summarise the next steps to be taken by Guildford and Waverley and North West Surrey CCGs with regard to the commissioning of stroke care in West Surrey.

## **1. Background**

- 1.1 Every year just over 2,000 people are admitted to the following three hospitals in West Surrey and diagnosed as having had a stroke:
  - Frimley Park Hospital in Frimley near Camberley
  - Royal Surrey County Hospital in Guildford<sup>2</sup>
  - St. Peter's Hospital in Chertsey
- 1.2 This number is likely to rise because the population is aging. Most of these people go to hospital then move on to use community rehabilitation services. Getting fast effective treatment can save lives and prevent long-term disability.
- 1.3 Following the publication of national guidelines, between late 2014 and late 2015, Surrey's six CCGs were requested by the South East Coast Clinical Senate to review how stroke care is provided to their population. The Surrey Stroke Review examined whether local stroke services met the criteria for providing good stroke care. The Surrey Stroke Review collected feedback from local people, clinicians,

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<sup>2</sup> The Royal Surrey County Hospital is not currently receiving patients suspected of suffering a stroke. Patients are being taken to either Frimley Park Hospital or St Peter's Hospital under interim arrangements. A proportion of these patients are being transferred to the RSCH following the hyper-acute period for acute stroke and rehabilitation care during this interim period.

voluntary and community groups, a panel of national experts and other stakeholders. Data was compiled about the number of people using stroke services and the quality of the services provided. The Review found that services could be enhanced to provide better care and to meet the South East Coast Stroke Services Specification. A review of key success factors was undertaken by the South East Coast Clinical Senate.

- 1.4 All CCGs in Surrey assigned delegated committees of their Governing Bodies to oversee the next steps. These CCG Committees in Common gave the three health systems in Surrey (East, West and Surrey / Hampshire borders) an opportunity to propose how they would deliver the South East Coast Stroke Services Specification, which was based on the national stroke specification. In June 2016, each system submitted a proposal about how to improve stroke services locally and the CCGs have given systems feedback about areas that need further development. These were further refined and final submissions were made in October 2016 for the CiC to consider these updated proposals and plan next steps.
- 1.5 The outcome of the Surrey Stroke Services Review was a recognised need to further enhance stroke services. The CCG Collaborative used a structured process to achieve the recommendations of the Review, which involved working with hospitals and community health and care organisations to plan the best way of implementing an evidence-based specification for stroke services.
- 1.6 Systems put forward proposals to deliver a holistic pathway of care from the time people have a stroke through to six months after discharge from hospital. This includes care in hospital as well as in the community.
- 1.7 Based on population numbers and hospital capacity, the Surrey Stroke Review examined evidence about having one, two or three hyperacute stroke units (HASUs) located in different parts of Surrey as part of a whole pathway of care. The CCG Committees in Common asked local health and care systems to work together to propose where HASUs might be best located and how they would integrate with the wider pathway of care. An outline of the stroke pathway was provided at the November 2015 Surrey Wellbeing and Health Scrutiny Board meeting.
- 1.8 Each of the acute trusts that may house a HASU was asked to facilitate the development of plans to meet the South East Coast Stroke Services Specification, working closely with others in the local health system. The three systems are:
  - East system: SASH and Epsom (supported by Surrey Downs and East Surrey CCGs)
  - **West system: St Peter's (part of ASPH) and RSCH (supported by Guildford and Waverley and North West Surrey CCGs)**
  - Surrey and Hampshire borders system: Frimley (supported by Surrey Heath and North East Hampshire and Farnham CCGs)



- 1.9 In June/July 2016, the systems submitted proposals for a full stroke pathway of care. An assurance panel made up of national and local experts, including clinicians, the Stroke Association, service user and carer representatives, Royal College members, NHS England, Health Education England, CCG stakeholders and others reviewed the proposals using pre-set assurance criteria.
- 1.10 The CCG Stroke Committees in Common examined the proposals and the expert feedback in July 2016. They decided that progress had been made in each system but there was more work to do to make sure that the proposals were feasible and offered the best quality and value services for local people. Each system further developed their proposals over the coming months with engagement from partners and local service users.
- 1.11 On 13 December 2016 the CiC unanimously affirmed the 3 HASU/ ASU model and recognised the need for different timescales to achieve it in the 3 different areas; it agreed that the Collaborative should monitor delivery. The CiC acknowledged that there will be different transitional models in the interim until the final model is achieved.
- 1.12 NHS Guildford and Waverley CCG and NHS North West Surrey CCG agreed that they were ready to carry out a public consultation on the proposed service model for West Surrey following assurance from NHS England.
- 1.13 The proposals put forward for public consultation are explained on the [CCG's website](#)<sup>3</sup>, and the consultation document is attached as Appendix Two.

## **2. Engagement**

- 2.1 In line with good practice and to meet the legislative requirements set out in the Health and Social Care Act of 2012 (sections 13Q, 14Z2 and 242) and the four tests outlined in the Mandate from the Government to NHS England, public and service user involvement needs to be an integral part of any service change process. The Surrey CCG Collaborative recognised that engagement should be early and continue through all stages using a broad range of engagement activities.
- 2.2 Early engagement in 2015 informed the development of the plans that were consulted on in West Surrey. As part of the Surrey Stroke Review, the public, service users and carers and other stakeholders were asked to share their views regarding the relative importance of different aspects of stroke care, from prevention through acute care and into rehabilitation and life after stroke. Three public meetings were held in September 2015, an online and paper survey was completed by more than 300 people, a database of more than 200 people and organisations was developed to receive updates and service users, carers and service user organisations were involved in events to shape the specification that systems responded to. The Stroke Association was part of the assurance panel helping to review and shape proposals.

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<sup>3</sup> <http://www.guildfordandwaverleyccg.nhs.uk/index.aspx>


- 2.3 A stakeholder event was organised by NHS North West Surrey CCG and NHS Guildford and Waverley CCG in August 2016 to highlight the emerging plans for West Surrey and to gain feedback on how best to engage the local communities during a consultation period. Suggestions included attending existing meetings; holding events in accessible venues; making materials accessible. All suggestions were incorporated into the planning of the consultation.
- 2.4 Building on this early engagement work, a plan was developed for the public consultation. This proposed a timeline as follows:
- December 2016: NHS England assurance process (CCGs need to fulfil the terms of the Mandate from Government)
  - 6 February 2017 –30 April 2017: public consultation
  - 4 July 2017 – West Surrey Stroke System Committees in Common meeting in public to consider outcomes of consultation and make decisions regarding next steps
  - 4 September 2017 – Surrey County Council Adults and Health Select Committee
  - 2 October 2017: potential commencement date of service changes

### **3. Public consultation**

- 3.1 A series of pre-consultation engagement activities were carried out prior to 6 February 2017 in order to publicise and discuss the upcoming public consultation. See Appendix 1.
- 3.2 The CCGs consulted the public via a wide range of pre-organised public meetings held in various locations across West Surrey and through targeted attendance at specific service user group meetings. See Appendix 2.
- 3.3 The consultation closed at midnight on 30 April 2017. All feedback from meetings, events, emails and letters to the CCG has been submitted to an organisation called The NHS Transformation Unit (TU). It has been commissioned to analyse the feedback from the public consultation and to write a public-facing report. It is completely independent of the two CCGs carrying out the consultation and the providers of stroke care in West Surrey.

### **4. Next steps**

- 4.1 The West Surrey Stroke System Committees in Common will meet in public on Tuesday 4 July 2017 to consider the outcomes of the consultation and make decisions regarding the future model of stroke care in West Surrey. The meeting is open to the public and key stakeholders will be invited e.g. Healthwatch Surrey. Details are as follows:



**Stroke**


## Notice of Meeting in Public


West Surrey Stroke System  
Committees in Common


To make decisions in relation to the Stroke Services Review, and in particular the outcome of public consultation.

**NHS**  
Guildford and Waverley  
Clinical Commissioning Group

**NHS**  
North West Surrey  
Clinical Commissioning Group

 **Tuesday 4 July 2017**  
Arrive from 09.45am  
Meeting starts 10.00am  
Meeting ends 12.00pm

 Silvermere Inn on the Lake, Silvermere Golf Complex,  
Redhill Road, Cobham, KT11 1EF

 It would be helpful (for numbers) if members of the public intending to attend could let us know by emailing [gwccg.consultations@nhs.net](mailto:gwccg.consultations@nhs.net)

[www.guildfordandwaverleyccg.nhs.uk](http://www.guildfordandwaverleyccg.nhs.uk) @NH5GWCCG

4.2 It is aimed to implement any changes to stroke services that may arise from the decisions to be taken at the above meeting by 2 October 2017. Mobilisation of any changes will require a comprehensive communications and engagement plan.

**Contact:** Liz Patroe, Head of Partnership & Engagement  
**Contact details:** [l.patroe@nhs.net](mailto:l.patroe@nhs.net)  
**Website:** [www.guildfordandwaverleyccg.nhs.uk](http://www.guildfordandwaverleyccg.nhs.uk)  
[Stroke Consultation webpage](#)

## Appendix 1: Pre-consultation engagement activities

Activity (Type)	Activity Description (Free text)	Due Date
Event - Patient & Public	Stakeholder Afternoon Consultation Event - Godalming	26-Jan-17
Interview - Newspaper	Stroke Briefing Meeting – with Surrey Advertiser (failed to attend), Haslemere Herald (attended) and Eagle Radio (attended) - to explain plans and encourage publicity via their media (online, print, radio).	24-Jan-17
Meeting	Disability Alliance South West Surrey Meeting	11-Jan-17
Meeting	Healthwatch Surrey	10-Jan-17
Meeting	CCG - Patient & Public Engagement Group discussion	03-Jan-17
Meeting	Meeting with Patient Participation Group Chairs for Cranleigh, Haslemere, Wonersh and Chiddingfold surgeries - Haslemere Hospital	21-Dec-16
Meeting	CCG - Patient Participation Group Chairs Meeting	08-Dec-16
Meeting	Older Persons Network South West Surrey Meeting	07-Dec-16
Meeting	Meeting with Julia Potts, Leader of Waverley Borough Council	29-Nov-16

## Appendix 2: Consultation activities

Type of event	Details	Date
Meeting	TALK Surrey - Ashford	24-Apr-17
Meeting	Meeting convened by Lead Councillor of East Hants District Council	20-Apr-17
Event - Provider	Meeting convened by the Royal Surrey County Hospital NHS Foundation Trust for members and governors - CCG presented	19-Apr-17
Meeting	TALK Surrey - Knaphill	13-Apr-17
Meeting	North West Surrey Valuing People Group - talk about stroke plans	10-Apr-17
Event - Patient & Public	Ashford Hospital - Drop in Session (day)	10-Apr-17
Event - Patient & Public	Manned Stand at Ashford Hospital to publicise evening consultation events for Stroke	10-Apr-17
Event - Patient & Public	Staines - Evening Stakeholder, Patient and Public Consultation Event	05-Apr-17
Event - Public	Manned stand at VASWS Annual Conference	04-Apr-17
Meeting	TALK Group - Guildford (morning group)	28-Mar-17
Event - Patient & Public	Haslemere - Evening Stakeholder, Patient and Public Consultation Event	28-Mar-17
Event - Patient & Public	Milford Hospital Drop in Session (day)	27-Mar-17
Event - Public	Cranleigh Medical Centre - Drop-In Session	22-Mar-17
Event - Public	Woking - Evening Stakeholder Consultation Event	21-Mar-17
Meeting	Meeting with Haslemere Town Councillors and Town Mayor	16-Mar-17
Meeting	South West Surrey Valuing People Group - talk about stroke plans	16-Mar-17
Event - Patient & Public	Liphook - Evening Stakeholder, Public and Patient Consultation Event	15-Mar-17
Meeting	TALK Surrey - Walton	13-Mar-17
Meeting	TALK Surrey - Ashford Group	08-Mar-17
Meeting	TALK Surrey - Guildford (afternoon group)	07-Mar-17

<b>Type of event</b>	<b>Details</b>	<b>Date</b>
Event - Patient & Public	Guildford - Evening Stakeholder, Patient and Public Consultation Event	07-Mar-17
Event - Patient & Public	Ashford - Evening Stakeholder, Patient and Public Consultation Event	02-Mar-17
Forum - Public	Presentation to audience attending Heart Health event run by the Royal Surrey County Hospital NHS Foundation Trust on stroke plans and consultation	23-Feb-17
Event - Patient & Public	Manned Stand at the Royal Surrey County Hospital NHS Foundation Trust to publicise evening consultation events for Stroke	23-Feb-17
Event - Patient & Public	Godalming - Evening Stakeholder/ Public and Patient Event	20-Feb-17
Event - Patient & Public	Find out about Stroke Services - Staines Shopping Centre	17-Feb-17
Meeting	Attendance at Wellbeing & Health Scrutiny Board	17-Feb-17
Event - Patient & Public	Haslemere Hospital - Drop in Session (day)	14-Feb-17