

Adults Wellbeing and Health Overview and Scrutiny Committee

15 November 2019



Review of Stroke Rehabilitation service and Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6) – Proposed Joint Health Overview and Scrutiny Committee

Report of Corporate Management Team

Lorraine O'Donnell, Director of Transformation and Partnerships

Electoral division(s) affected:

Countywide

Purpose of the Report

- 1 To provide members of the Adults Wellbeing and Health Overview and Scrutiny Committee with information in respect of the draft Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee to oversee the statutory consultation process in respect of the review of Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6).

Executive summary

- 2 The Adults Wellbeing and Health Overview and Scrutiny Committee has previously met on a number of occasions to consider proposals by North Durham CCG and Durham Dales, Easington and Sedgefield CCG in respect of the review of Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6).
- 3 At the Committee's meeting held on 6 September 2019, details of the future service models being consulted upon in respect of Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6) were considered alongside the consultation and communications plans for both reviews.

- 4 The consultations in respect of both reviews commenced on Monday 7 October 2019.
- 5 Correspondence has been received from the Regional Director (North East and Yorkshire) of NHS England which indicates that, as part of their assurance process in respect of the proposed reviews, they require the respective consultations to be considered by a joint Overview and Scrutiny Committee comprising representatives from Darlington Borough Council and Durham County Council.
- 6 It is suggested that in view of the relative impacts upon Durham and Darlington and their respective local authority sizes that we could look at establishing a joint OSC comprising 25 members (21 from Durham and 4 from Darlington) politically balanced at individual local authority level. The Joint Committee would be chaired by Durham and it is suggested that the Committee would not have the power of referral to the Secretary of State delegated to it and this would be retained with the respective individual Councils.
- 7 A proposed terms of reference and protocol for a Joint Health Overview and Scrutiny Committee between Darlington Borough Council and Durham County Council are attached to this report. (Appendix 2)
- 8 Following the announcement of the UK General Election to be held on 12 December 2019, NHS North Durham, NHS Durham Dales, Easington and Sedgefield and NHS Darlington CCGs have been advised to pause the two public consultations so that election purdah guidance is not breached. A copy of the stakeholder briefing published is attached to this report. (Appendix 3)
- 9 Whilst the consultations have been paused, a joint Health Overview and Scrutiny Committee will still be required post election, and the pause gives more time to agree the Joint OSC and arrange an initial meeting of the Joint OSC prior to the public facing consultation events that are to be rearranged in January 2020.

Recommendations

- 10 Members of the Adults Wellbeing and Health Overview and Scrutiny Committee are requested to:-
 - a) Receive this report;
 - b) Consider and approve the proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between Darlington Borough Council and Durham County Council;

- c) Agree to the appointment of representatives from this Committee to the aforementioned Joint Health Overview and Scrutiny Committee.

Background

- 11 Under Section 244 of the NHS Act 2006, local NHS bodies have a duty to consult local Overview and Scrutiny Committees on proposals for any substantial development of the health service or substantial variation in the provision in their areas. Scrutiny Committees are also required to consider the extent of consultation undertaken.

Stroke Rehabilitation Services in County Durham and Darlington

- 12 At its meeting held on 2 May 2018, the Adults Wellbeing and Health Overview and Scrutiny Committee received a presentation which set out the rationale for a review of stroke rehabilitation services. The presentation set the context of stroke rehabilitation within the previous review undertaken of acute stroke services which led to the centralisation of acute stroke services at University Hospital North Durham (UHND).
- 13 At that meeting members were advised that a major driver to review services was below target performance in respect of the number of patients treated by a stroke skilled early supported discharge team – 2.6% for North Durham CCG and 3.5% for DDES CCG against a national average of 35%.
- 14 There were also concerns that the average length of stay for stroke rehabilitation patients at Bishop Auckland Hospital was far in excess of best practice. There was also evidence of a limited availability of healthcare professional input as part of the stroke pathway particularly in respect of occupational therapy; speech and language therapy and physiotherapy.
- 15 CCGs and County Durham and Darlington NHS Foundation trust reported upon plans to undertake patient and stakeholder engagement as part of the review and committed to bringing details of the proposed engagement activity back to the Adults Wellbeing and Health OSC.
- 16 A further report was considered by the Committee on 6 July 2019 which set out details of the proposed engagement activity which included discussions with patient reference groups across County Durham; bespoke engagement led by Healthwatch County Durham with stroke patients and their carers and families; specialist health networks; established stroke groups and the County Council's Area Action Partnerships.

- 17 The activity would include a call for evidence to review best practice in respect of stroke rehabilitation services and understand where improvements could be made. This would also require gathering the experiences of local people and those established stroke support groups which would inform a service improvement project.
- 18 It was anticipated at the time that this work would be completed within 12 weeks and a report brought back to the Committee.
- 19 At the Adults Wellbeing and Health Overview and Scrutiny Committee held on 15 November 2018, an update presentation was given to members which set out the emerging themes from the engagement process and also advised that the engagement activity was to be extended to ensure that as many patients and stakeholders as possible from across County Durham and Darlington were given the opportunity to respond to the process.
- 20 Key emerging themes were that patients had positive experiences of the acute hospital stroke service; there was limited dedicated community-based stroke provision; patients felt too many people were involved in their care; care closer to home would be valued along with peer support.
- 21 The engagement activity had also identified gaps within existing stroke rehabilitation services which included that the current pathway promoted multiple transfers of care; therapy assessment takes place within a hospital setting rather than in the person's home setting; community-based rehab services are inequitable across County Durham; rehabilitation within the community does not provide the intensity required as detailed in national guidance and that patient based outcomes could be improved upon e.g. time for therapy-based interventions.
- 22 The final report detailing the findings from the engagement activity was considered by the Committee at its meeting held on 18 January 2019. In addition to the issues previously identified, members were informed that there were communication challenges at various points of the current stroke pathway. Patients wanted emotional wellbeing and support particularly after discharge from hospital with a more consistent community rehabilitation service provided which would include a longer period of therapy once discharged from hospital.
- 23 At the meeting, the Committee were informed that the findings of the engagement activity would be discussed at a meeting with a range of clinical staff to further develop options and appraise these against standard criteria which includes clinical evidence base, accessibility and financial sustainability. This exercise would include representation from

both community and hospital-based clinicians, primary care, regional clinical network and the Stroke Association and the views of patients and carers will also be included.

- 24 Following this meeting, a preferred option will be formed as a result of this appraisal and a business case will be developed on that basis. The business case was to be presented back to the Adults Wellbeing and Health Overview and Scrutiny Committee and would include costings for any preferred option across County Durham and Darlington.
- 25 It was noted that any potential service changes may be subject to staff engagement, which will be carried out as part of the ongoing process with staff helping to shape any future model of care. Assurance from NHS England on any proposed future service change and on the process to date and going forward would also be sought.
- 26 A report and presentation considered at the Committee's meeting held on 6 September 2019 from North Durham CCG and Durham Dales, Easington and Sedgefield CCG CCGs and County Durham and Darlington NHS Foundation Trust set out a range of future service model options in respect of stroke rehabilitation services for public consultation and the associated communications and engagement plan.

Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6)

- 27 At its meeting held on 15 November 2018 the Adults Wellbeing and Health Overview and Scrutiny Committee, following initial concerns reported within media that ward 6 was planned for closure, received a report and presentation by County Durham and Darlington NHS Foundation Trust which provided an overview on the current usage of ward 6; the national and local policy context which highlighted a need to review the current model of care and information regarding ongoing staff consultation in respect of ward 6.
- 28 At its meeting on 18 January 2019, the Committee considered staff consultation feedback in respect of the services currently provided at ward 6 Bishop Auckland Hospital and staff thoughts on what future service provision might look like. Members also received the results of a service evaluation exercise undertaken with ward 6 patients which asked for patients to describe their experience on the ward. This information included admission information, home address, length of stay on ward 6, care ratings, patient involvement in their care and post discharge support.
- 29 At that meeting, the Committee also considered the outcomes of "Rapid Process Improvement Workshops" (RPIWs) undertaken by the Trust during November 2018 which examined current care pathways against best practice models of care. Members were also advised of the outline

timetable to support the development of an associated communications and engagement plan which would feed into the development of options for a future model of care.

- 30 The RPIWs and staff consultation identified several considerations namely:
- (a) A continued need for care in Bishop Auckland Hospital;
 - (b) A need for therapy input for the patient cohort currently using Ward 6
 - (c) The need to standardise the model of care in line with the other community hospitals in County Durham;
 - (d) Areas of service provision that are not operating in line with best practice
- 31 The RPIWs have provided real patient scenarios that the Foundation Trust planned, with partners, to use to engage with patients, carers and the public. CDDFT submitted a workplan request to Healthwatch County Durham for support in undertaking this work which would seek wider patient and public views and opinions to help shape options for the future model of care which would deliver the best possible patient experience and outcomes for our local populations.
- 32 In accordance with the recommendations agreed by the Committee at its meeting on 18 January 2019, representatives of County Durham CCGs and County Durham and Darlington NHS Foundation Trust attended the Committee's meeting on 6 September 2019 to provide members with a presentation setting out the proposed plans for patient and stakeholder consultation together with the options for future service model that are planned to be consulted upon in respect of ward 6 Bishop Auckland Hospital.

Latest Position

- 33 The consultations in respect of both reviews commenced on Monday 7 October 2019.
- 34 The Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013 as they relate to the National Health Service Act 2006 governing the local authority health scrutiny function requires proposals for significant developments or substantial variations in health services which are being consulted upon and which affect two or more local authorities to be considered by a joint Overview and Scrutiny Committee

- 35 Correspondence has been received from the Regional Director (North East and Yorkshire) of NHS England which confirms that, as part of their assurance process in respect of the proposed reviews, they expect the respective consultations to be considered by a joint Overview and Scrutiny Committee comprising representatives from Darlington Borough Council and Durham County Council.
- 36 It is suggested that in view of the relative impacts upon Durham and Darlington and their respective local authority sizes that we could look at establishing a joint OSC comprising 25 members (21 from Durham and 4 from Darlington) politically balanced at individual local authority level. The Joint Committee would be chaired by Durham and it is suggested that the Committee would not have the power of referral to the Secretary of State delegated to it and this would be retained with the respective individual Councils.
- 37 Proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between Darlington Borough Council and Durham County Council are attached to this report.
- 38 Following the announcement of the UK General Election to be held on 12 December 2019, NHS North Durham, NHS Durham Dales, Easington and Sedgefield and NHS Darlington CCGs have been advised to pause the two public consultations so that election purdah guidance is not breached. A copy of the stakeholder briefing published is attached to this report. (Appendix 3)
- 39 Whilst the consultations have been paused, a joint Health Overview and Scrutiny Committee is still required and the pause gives more time to agree the Joint OSC and arrange an initial meeting of the Joint OSC prior to the public facing consultation events that are to be rearranged in January 2020.

Considerations

- 40 Members are asked to consider and agree the proposed Terms of Reference and Protocol for a Joint Health Overview and Scrutiny Committee between Darlington Borough Council and Durham County Council.
- 41 Members are also asked to consider agreeing to the appointment of representatives from this Committee to the proposed Joint Health Overview and Scrutiny Committee.

Main implications

Legal

- 42 This report has been produced in accordance with the Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013 as they relate to the National Health Service Act 2006 governing the local authority health scrutiny function.

Consultation

- 43 The report sets out the proposed terms of reference and protocol for a Joint Health Overview and Scrutiny Committee to oversee statutory consultation in respect of the review of Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6).
- 44 The consultation process started on 7 October 2019 and has previously been reported to this Committee.

Conclusion

- 45 The Adults Wellbeing and Health Overview and Scrutiny Committee has previously met on several occasions to consider proposals by North Durham CCG and Durham Dales, Easington and Sedgefield CCG in respect of the review of Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6).
- 46 In order to comply with the assurance process set out by NHS England (North East and Yorkshire) in respect of the proposed consultations, a joint Overview and Scrutiny Committee comprising representatives from Darlington Borough Council and Durham County Council be established to oversee the process.
- 47 This report details a proposed terms of reference and protocol in respect of a Joint Health Overview and Scrutiny Committee between Darlington Borough Council and Durham County Council for the purposes of overseeing the statutory consultation process in respect of the Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6).

Background papers

- Agenda, Minutes and Reports to the Adults Wellbeing and Health Overview and Scrutiny Committee meetings held on 2 May 2018, 6 July 2018, 15 November 2018, 18 January 2019 and 6 September 2019.

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Appendix 1: Implications

Legal Implications

This report has been produced in accordance with the Local Authority (Public Health, Health and wellbeing boards and Health Scrutiny) Regulations 2013 as they relate to the National Health Service Act 2006 governing the local authority health scrutiny function.

Finance

Not applicable

Consultation

The report sets out the proposed terms of reference and protocol for a Joint Health Overview and Scrutiny Committee to oversee statutory consultation in respect of the review of Stroke Rehabilitation services in County Durham and Darlington and the Review of Inpatient Rehabilitation services at Bishop Auckland Hospital (Ward 6).

Equality and Diversity / Public Sector Equality Duty

Not applicable.

Human Rights

Not applicable

Climate Change

Not applicable

Crime and Disorder

Not applicable

Staffing

Not applicable

Accommodation

Not applicable

Risk

Not applicable

Procurement

Not applicable