

ADULTS AND HEALTH SELECT COMMITTEE

DATE: 4 October 2023

Title: **Surrey Heartlands ICS - Managing UEC Surge****Purpose of report:**

This report is to inform the committee of the impact of Urgent and Emergency Care surge on the Surrey Heartlands system during 2023/24, including reference to the previous winter pressures; and to describe the whole system measures being put in place to promote resilience throughout the upcoming winter period.

1. Introduction

- 1.1 As an Integrated Care System (ICS), Surrey Heartlands takes collective responsibility for improving the health of the local population, managing resources (including money) and making sure services are high quality. The partnership covers most of Surrey, a population of around 1.2 million. The rest of Surrey (including the borough of Surrey Heath and parts of Farnham) are covered by the Frimley Health and Care system. Surrey Heartlands has long standing partnerships and collaboration with neighbouring ICS's including Sussex, Southwest London and Hampshire.
- 1.2 The Integrated Care Board (ICB), as a statutory NHS organisation, is responsible for developing a plan for meeting the health needs of the population, managing the local NHS budget and arranging for the provision of health services in the Surrey Heartlands area; therefore, the ICB have agreed to focus on five main objectives: -
- Keeping people well
 - Safe and effective discharge
 - High-risk care management
 - Effective hospital management
 - Surrey Heartlands-wide efficiencies
- 1.3 The attached report sets out an outline of the impact of 2022/23 winter pressures, along with the whole system measures put in place which provide mitigation and promote resilience throughout the upcoming winter season 2023/24.

2. Report Summary

Please refer to the attached full report: Surrey Heartlands – Managing UEC Surge.

- 2.1 As the attached report demonstrates, the winter of 2022/23 again was very challenging, with these pressures continuing well into the 2023 spring / summer period.
- 2.2 **Primary Care:** the ambition is to make it easier for people to access primary care services, particularly general practice. The focus of our work includes more appointments, recruiting to more roles and recover dental activity; this in turn supports the urgent and emergency care services.
- 2.3 The system has a clear support offer to general medical practice which includes the General Practice Development toolkit that aims to provide the insight as well as support to radically transform general practice and wider Primary Care services. This support package is in the form of teams, who will ‘parachute’ into practices/Primary care Networks (PCN) to maximise spread and consistency.
- 2.4 Surrey Heartlands have also designed patient-initiated and practice-initiated models to find the most efficient and effective way for patients to access and be contacted by General Medical Practice. The models will incorporate technologies such as advanced telephony - cloud based systems with clinical system integration – and the NHS APP to ensure access to a wide range of services and support when people need it. New GP surgery websites are being rolled out during summer 2023, which will redirect patients into the NHS App / NHS website to complete these key patient journeys e.g. requesting an appointment.
- 2.5 Surrey Heartlands are implementing General Practice Integrated Mental Health Services (GPIMHS). Within each primary care network an integrated multi-agency GPIMHS team is deployed, including representation from health, social care, the third sector and people with lived experience of mental health needs, supporting people to stay well and out of hospital. The workforce will be supported by the Surrey Training Hub to develop, retain, and attract primary care workforce through education and training opportunities to achieve our key delivery priorities.

- 2.6 **Community Pharmacy, Optometry & Dentistry** – As part of empowering local decision making, NHS England (NHSE) set out the intention to delegate the commissioning functions of Community Pharmacy, Optometry and Dentistry (POD) to all ICSs by April 2023; Surrey Heartlands became an early adopter and transitioned the services in July 2022. By co-designing additional support and services, Surrey Heartlands will better deliver the national contract, expedite recovery and aid retention issues in our dental practices and professionals.
- 2.7 **Primary Care Winter Preparedness - 2023/24.** The milestones are as follows:-
- Engagement programme to consistently deliver care/services.
 - Each provider operating on 'one solution' for advanced telephony to enable seamless movement of demand.
 - Deliver a pilot scheme to scale the Surrey Heartlands @sap model (call handling/answering at scale).
 - Development of cloud-based telephony core principles for all practices.
 - Increased features and functions on NHS App to release GP capacity.
- 2.8 **NHS 111:** Nationally, patient activity in NHS 111 fluctuated significantly in comparison to planned levels across the majority of the 2022/23 period. In December 2022, the increase in call volumes was due to the national outbreak of Strep A, scarlet fever and other group A strep infections, alongside increased awareness and vigilance amongst clinicians leading to a significant rise in scarlet fever notifications.
- 2.9 **NHS 111 winter preparedness:** Following learning from last year, the residual pressures of Covid-19 and the surge in respiratory illness; winter preparation for 2023/24 has been strengthened as a result of the previous deployment of a number of national and regional contingencies that are now tried, tested and available to be stood up at short notice should the need arise. In addition, PPG plans are developed locally to support improving headline performance areas and access which are used to inform winter trajectories for staffing rotas and profiling in order to ensure capacity to respond. Specially these are focused on building resilience in NHS 111 call taking and supporting a safe reduction in the average call handling time (AHT). Flu and Covid Vaccination programmes across PPG staff will commence in September 2023, with infection prevent control protocols are already established. The provision of the annual additional GP out of hours support to outbreaks in care homes has also been secured should this be required during the winter period.

- 2.10 **Community Services** - Urgent Community Response (UCR) teams provide urgent care to people in their homes which helps to avoid hospital admissions and enable people to live independently for longer. Despite the pressures facing the whole health and care system, community providers have made significant progress in delivering UCR services and are meeting the national target to respond to 80 per cent of UCR referrals within two hours. Surrey Heartlands has progressed UCR services to enable more joined up care outside of the Acute hospitals, with multi-professional teams across Acute, Community and Ambulance Services now with direct access into GP services.
- 2.11 **Community Service winter preparedness:** UCR services are currently working in collaboration with Southeast Coast Ambulance Services (SECAMB) to increase the number of referrals, categorised as non-life threatening and classed as category 2 & 3, into the UCR services. This will enable SECAMB and UCR to deliver a 2-hour response to people who may have waited longer for an ambulance response; this means that the multi-disciplinary team can commence interventions sooner and where possible provide higher levels of care to people outside of Acute hospitals.
- 2.12 **Virtual Wards** support patients, who would otherwise be in hospital, to receive the acute care they need in their own home or usual place of residence via remote monitoring and treatment. Surrey Heartlands currently has 220 beds, with the ambition to deliver 400 beds.
- 2.13 **Virtual Wards winter preparedness** – this service will be enhanced by enabling technology to support higher levels of care being delivered across the system through the Integrated Transformation programme.
- 2.14 **Ambulance attendances to ED** - Ambulance conveyances have remained, throughout the 12-month period from April 2022 to March 2023 at a lower level than the previous year, however overall attendance numbers remain high, with ED's becoming highly congested on a daily basis. When focusing on the winter months, the ambulance attendance figures (all types) have decreased by 13.2% when 2022/23 is compared to 2019/20 (pre-pandemic).
- 2.15 **Ambulance Handovers:** Both the ambulance service and all the Acute hospitals continue to strive to increase numbers of handovers within 15-minutes; with a proportion of these handovers just missing the 15-minute target by being recorded at 16 or 17 minutes. The number of handovers within 15 minutes have decreased; with the corresponding number of over 15 and over 60-minute handovers increasing, particularly since April 2022, again this is due to increased pressures within the system. The main reasons for the delay in handovers are availability of staffing; ambulances arriving in 'batches', for example 4 or 5 ambulances arriving at once, along with high occupancy levels within each of the Acutes. When comparing the data between 2019/20 and

2022/23 winter period, there were 35% ambulance handover achieved within 15 minutes in 19/20 and 26.2% in 22/23, which is a reduction is 33%.

- 2.16 **ED attendances** (all types) across Surrey Heartlands have remained at a high level at all the Emergency Departments; this sustained pressure has been experienced since December 2023 and continued throughout the spring, until there was a slight reduction in attendances in June 2023.
- 2.17 **ED 4-hour performance:** this target has been reviewed and revised national, with the new required national benchmark being 76%, which was set in January 2023 and is to be delivered by 2024. During December 2022 Surrey Heartlands performance was 60%; during 2022/23 Quarter 4, performance improved with the system operating at 72% or above from April 2023.
- 2.18 All four Acute hospitals had more challenged performance when comparing 2019/20 winter months to the same period in 2022/23. The NHSE national average from November 2019 to March 2020, when compared to November 2022 to March 2023 has significantly fallen from 72% to 55%. However, whilst work continues to improve ED wait times, it is noted that Surrey Heartlands is generally performing better year on year than the NHSE national average.

A&E 4 Hour Performance (Type 1)								
Provider	Nov-19 to Mar-20		Nov-20 to Mar-21		Nov-21 to Mar-22		Nov-22 to Mar-23	
	Performance	Variance to NHSE	Performance	Variance to NHSE	Performance	Variance to NHSE	Performance	Variance to NHSE
ASPH	75%	+3%	74%	-2%	66%	+5%	56%	+1%
ESTH	80%	+8%	86%	+10%	79%	+18%	71%	+16%
RSFT	81%	+10%	88%	+13%	69%	+8%	59%	+4%
SASH	84%	+13%	91%	+16%	74%	+13%	60%	+5%
NHSE	72%		75%		61%		55%	

- 2.19 **ED winter preparedness – provision of a streaming and re-direction service:** Surrey Heartlands ambition to reduce wait times across Urgent and Emergency Care services is supported by providing a streaming and re-direction service; this means that people attending the EDs will be supported by a healthcare professional in answering questions in relation to their health via the NHS digital triage tool and from the information given, the patients will be ‘streamed’ to the right service within the hospital or re-directed to more appropriate primary and community services. Replacement of the scheduling service used to provide Urgent & Emergency (UEC) direct appointment booking and implement a booking schedule where direct booking is not currently possible due to care connect compatibility - this phase has now been implemented in all four acute trusts. This booking scheduling service is available for the Emergency Departments, Minor Injury Units, Walk in Centres and Urgent Treatment Centres.

- 2.20 **Non-elective admissions and length of stay over 21 days** - Surrey Heartlands experienced an overall increase in non-elective (NEL) admissions, with maximum numbers experienced during October and November 2022 and again during March, April and May 2023. Non- elective admissions are now predominantly over 10,500 per month across the Surrey Heartlands ICS.
- 2.21 **Length of stay – winter preparedness:** Daily monitoring of long length of stay takes place in each of the Acute and Community partners – with each patient being reviewed and actions for partners agreed/followed up. Those patients who have experienced long waits are escalated at Place level and then at the ICS System Operational Call for wider system resolution regarding barriers to discharge – with mitigation agreed, with more strategic actions referred to the ICS Director of Urgent Care and System Resilience. ICS oversight is provided via the ICS UEC Committee.
- 2.22 **Discharge - winter preparedness** - the following actions to support timely discharge from hospitals are being undertaken:
- Surrey Heartlands commissioning arrangements are being reviewed to ensure that robust arrangements are in place that are able to swiftly flex services as demand requires.
 - Using commissioning activity to minimise potential voids in discharge services.
 - Continuing to expand Surrey Heartlands ‘Home First’ services.
 - Developing a joint approach to supporting the discharge (from general acute hospitals) of people with mental health issues and who are under 65.
 - Surrey Heartlands have multidisciplinary team working in place which support early discharge planning and we are seeking to further enhance 7-day discharges. As an example, voluntary / District and Borough Council services provide a wide range of practical support which includes transport; equipment e.g., key safes; along with safety checks and essential food shopping to enable discharge.

2.23 **Mental Health:** All Acute Trusts in Surrey Heartlands are supported by 24/7 Psychiatric Liaison Services. These services work efficiently and effectively to have consistently responded to approximately 800 referrals per month. Paediatric Liaison Nurses are in place within every Acute Trust and supplemented by Crisis Support Services from SaBP Children and Young People's Services, which is part of the Surrey Mindworks Alliance.

2.24 **Mental Health winter preparedness:** The following areas of delivery will support patients this winter:-

- All Community Services will operate as normal over the winter period and attention is always paid to ensuring that leave is managed to ensure sufficient staff for any working day.
- The Safe Havens (operated in partnership between voluntary sector partners and SaBP) are open every day of the year and Home Treatment Teams operate 24/7, 365 days a year, along with the Single Point of Access.
- SaBP and Community Connections have put in place a Home First service as part of the ongoing Flow programme, this aims to identify people at a higher risk of a mental health relapse in their own homes and proactively visit them to seek to avoid A&E attendance and the need for a Mental Health Acute inpatient admission.
- Richmond Fellowship employment advisors are already embedded within Community Mental Health Recovery Services (CMHRSs) to support people with mental health needs into employment and/or to help them remain in employment.
- The GP Integrated Mental Health service (GPimhs) provides an integrated mental health team working within Primary Care. It is currently 'live' in 90% of the Primary Care Networks across Surrey Heartlands and will be rolled out across all sites by November 2023, giving extra resilience for the Winter period.
- As part of the Surrey mental health transformation, work is ongoing to continue to roll out a 'One Team' approach by integrating CMHRS alongside GPimhs, Primary Care, Social Care, and wider Voluntary, Community and Social Enterprise (VCSE) services. The first phase reduced waiting times for psychological therapies by 24%, and 20% more social care needs have been identified for vulnerable individuals with mental health needs.

- In December 2022, The Retreat (a Crisis House service operating in partnership between SaBP Home Treatment Team services and a supported living provider) opened. This provides an opportunity for a short stay in a non-hospital setting to ameliorate a mental health crisis. It has proved to have had some value for people who present at a Surrey Heartlands Emergency Department as a stay at The Retreat can be offered (if appropriate) as a safe alternative to returning home.
- 2.25 **Paediatric emergency admissions** continue to reflect seasonal variances of respiratory illnesses and remain high. During periods of peak activity, hospitals may request mutual aid from other hospitals, although these actions are only taken in extremis.
- 2.26 **Covid / Flu Vaccinations:** Surrey Heartlands continues to have a strong delivery of C-19 vaccinations with over 2.7 million vaccines administered since the start of the C-19 pandemic. As of 28th February 2023, Surrey Heartlands had delivered ~525k Flu vaccinations within the 2022/23 Seasonal Flu Vaccinations campaign. In 2023 the vaccination programme became seasonal with vaccinations for Covid – 19 offered in spring and then again as part of an autumn/winter vaccination campaign, along with the flu vaccinations. The Surrey Heartlands vaccination operating model is aligned to NHSE national plan and focuses on:
- Increase uptake in all communities.
 - Address unwarranted variation.
 - Provide equality of access as a baseline.
 - Support the 'Making Every Contact Count' approach.
- 2.27 **Covid/ Flu winter preparedness:** Based on JCVI guidance, the autumn Covid and Flu Campaign commenced in September 2023.
- 2.28 **Elective recovery:** Waiting time targets have long been a part of the NHS performance requirements, however following the disruption and delays caused by the pandemic, the focus has been on addressing and reducing the number of patients waiting for treatment. During 2022/23 there have been a few patients waiting over 104 weeks for their treatment. These have predominantly been due to patient choice.
- 2.29 Surrey Heartlands is now focusing on ensuring that all those waiting long periods without a first appointment booked are given an appointment date by the end of October 2023 where possible. This will apply to those patients who would be expected to reach a 65 week wait by the end of March 2024 (if they are not treated beforehand).

2.30 **Elective recovery - Winter preparedness:** In preparation for winter Surrey Heartlands is focusing effort on expanding surgical capacity at Ashford Hospital, part of Ashford & St Peters. This site does not have an A&E Department and therefore benefits from the absence of non-elective (unplanned) admissions. The additional capacity will be available for all surrounding trusts to utilise where necessary.

2.31 **Surge Planning (includes winter 2023/24)** - Surrey Heartland ICS are undertaking a number of programmes of work to continue to build resilience within our urgent care services and prepare for extended periods of surge in demand, this includes the winter period: -

- Increased number of 'Step down' beds in the community across general and mental health services
- Reducing incidence of Flu in Care Homes through vaccination and provision of anti-virals during an outbreak
- Increase in Virtual Ward capacity
- Additional Community staffing to support Acute Hospital Discharges
- Expansion of the Emergency Assessment Unit within the Royal Surrey Hospital
- Additional allocation to Guildford and Waverley's –'My Care, My Way' Neighbourhood scheme
- 64 bedded modular ward to be built at SaSH
- Improve and expand Surrey and Borders Partnership Mental Health based places of safety with safe waiting places.

2.32 **The Surrey Heartlands Seasonal Urgent Care and Escalation Communications Plan** supports targeted messaging out to the wider community particularly in relation to how the person may seek help and support without needing to attend ED; messages are also tailored to each areas system escalation alerting the public to how busy their local hospital is and have been reviewed in light of the pandemic to ensure consistency of messaging.

3. Governance

3.1 As a mature Integrated Care System (ICS), Surrey Heartlands has developed strong partnerships across all areas of UEC delivery through the three-year UEC strategy and forming an ICS UEC committee to oversee its delivery and monitor our performance.

3.2 The Surrey Heartlands ICS main vehicles responsible for the delivery of urgent care across the area are the Place based Local Accident & Emergency Delivery Boards (LAEDBs) of Northwest Surrey, East Surrey and Guildford & Waverley, along with the Surrey Downs Urgent Care Forum – which links to the Sutton

and Kingston Place based LAEDB's. Through these groups each of the systems put in place their plans, with some schemes being established across Surrey Heartlands to ensure that the systems were well prepared to manage sustained surge pressures.

4. Recommendations:

- 4.1 The Committee is requested to note the preparations for surges in UEC demand during 2023/24 as set out in this paper.

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