



**HEALTH SCRUTINY COMMITTEE FOR
LINCOLNSHIRE
12 JANUARY 2017**

PRESENT: COUNCILLOR MRS C A TALBOT (CHAIRMAN)

Lincolnshire County Council

Councillors S L W Palmer, Mrs S Ransome, Mrs J M Renshaw and T M Trollope-Bellew

Lincolnshire District Councils

Councillors Mrs P F Watson (East Lindsey District Council), J Kirk (City of Lincoln Council), C J T H Brewis (South Holland District Council (Vice-Chairman)), Mrs R Kaberry-Brown (South Kesteven District Council), Councillor Colin Brotherton (Boston Borough Council) and P Howitt-Cowan (West Lindsey District Council)

Healthwatch Lincolnshire

No representation from Healthwatch Lincolnshire.

Also in attendance

Liz Ball (Executive Nurse, South Lincolnshire CCG), Dr Vindi Bhandal (Chairman, South West Lincolnshire CCG), Andrea Brown (Democratic Services Officer), Danielle Cecchini (Chief Finance Officer, Lincolnshire Community Health Services NHS Trust), Dr Kakoli Choudhury (Consultant in Public Health Medicine), Simon Evans (Health Scrutiny Officer), Sarah Furley (Transformation Director, Lincolnshire Sustainability and Transformation Plan), Dr Sunil Kapadia (Medical Director, United Hospitals Lincolnshire NHS Trust), Allan Kitt (Chief Officer South West Lincolnshire CCG), Jane Marshall (Director of Strategy and Performance, Lincolnshire Partnership NHS Foundation Trust), Andrew Morgan (Chief Executive, Lincolnshire Community Health Services NHS Trust), Tracy Pilcher (Chief Nurse, Lincolnshire East CCG), Dr Sudhaker Rao (Consultant Paediatrician, United Lincolnshire Hospitals NHS Trust) and Adam Wolverson (Clinical Director for Critical Care, United Lincolnshire Hospitals NHS Trust)

County Councillors A M Austin, Mrs M J Overton MBE, R A Renshaw, M A Whittington, L Wootten and R Wootten attended the meeting as observers.

58 APOLOGIES FOR ABSENCE/REPLACEMENT MEMBERS

Apologies for absence were received from Councillors Mrs S M Wray, Miss E L Ransome, R C Kirk and T Boston.

The Democratic Services Officer reported that two vacancies remained on the Committee for West Lindsey District Council and Boston Borough Council.

However, the Chief Executive reported that under the Local Government (Committee and Political Groups) Regulations 1990, he had appointed Councillor P Howitt-Cowan and Councillor C Brotherton to the Committee in place of the current vacancies for West Lindsey District Council and Boston Borough Council, respectively.

Dr B Wookey, representative of Healthwatch Lincolnshire, had also submitted apologies.

59 DECLARATIONS OF MEMBERS' INTERESTS

Councillor S L W Palmer advised the Committee that he was a LIVES First Responder and would work under East Midlands Ambulance Service NHS Trust once activated.

Councillor Mrs C A Talbot advised the Committee that she remained a patient of Nottingham University Hospitals NHS Trust but was also under the care of a team at United Lincolnshire Hospitals NHS Trust.

Councillor Mrs P F Watson advised the Committee that she was also a patient of United Lincolnshire Hospitals NHS Trust.

60 LINCOLNSHIRE SUSTAINABILITY AND TRANSFORMATION PLAN

The Chairman welcomed Councillors C Brotherton (Boston Borough Council) and P Howitt-Cowan (West Lindsey District Council) to their first meeting of the Health Scrutiny Committee for Lincolnshire.

The purpose of the meeting was clarified for those present by the Chairman, as follows:-

1. To seek points of clarification on the detail of the Lincolnshire Sustainability and Transformation Plan (STP); and
2. To provide views and comments on the Lincolnshire STP. These views and comments would then be compiled into a draft statement for approval as the Health Scrutiny Committee for Lincolnshire's statement at the Committee's next ordinary meeting on 18 January 2017, as the Committee's initial statement on the STP.

It was agreed that it would not be feasible to work through the whole STP document page by page and therefore members of the Committee were given an opportunity to ask questions on both the public summary document and the full STP document.

The Committee was also reminded that Lincolnshire County Council, at its meeting on 16 December 2016, unanimously resolved that it could not support the STP in its current form; and confirmed that the Council was prepared to work with all local NHS

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organisations to encourage them to adhere to and act upon the views which emerged from the public consultation. It was also confirmed at this meeting that the Health Scrutiny Committee should scrutinise the likely impact of the proposals in the STP on different medical services in all parts of the county. Lincolnshire County Council unanimously agreed to set up a working group to consider the likely financial and other impacts of the STP on County Council services. This working group would make recommendations to the County Council's Executive.

The following representatives of the NHS were in attendance for this item to contribute to the discussions and respond to any questions from the Committee:-

- Allan Kitt (Chief Officer, South West Lincolnshire Clinical Commissioning Group);
- Andrew Morgan (Chief Executive, Lincolnshire Community Health Services NHS Trust);
- Danielle Cecchini (Chief Finance Officer, Lincolnshire Community Health Services NHS Trust);
- Adam Wolverson (Clinical Director for Critical Care, United Lincolnshire Hospitals NHS Trust);
- Dr Sudhaker Rao (Consultant Paediatrician, United Lincolnshire Hospitals NHS Trust);
- Sarah Furley (Transformation Director, Lincolnshire Sustainability and Transformation Plan);
- Jane Marshall (Director of Strategy and Performance, Lincolnshire Partnership NHS Foundation Trust);
- Dr Sunil Kapadia (Medical Director, United Hospitals Lincolnshire NHS Trust); and
- Dr Vindi Bhandal (Chairman, South West Lincolnshire Clinical Commissioning Group).

Allan Kitt (Chief Officer, South West Lincolnshire CCG) explained that his role had been to co-ordinate the production of the STP which had consisted of two sections in order to do so. The first element was to ask providers across the whole system to look at every service from the perspective of patients, sustainability, staff, finance, etc., in order to honestly report what was and was not working. The 'hard to do' list was then considered with a view to rectifying the issues and provide options for change to improve those services. The second element was for providers and commissioners to work closely together to detail how local communities could close the emerging gaps in healthcare.

NHS representatives stressed that this was the start of a plan which was not finalised and which would require adjustment as services dictated. The Committee was assured that the full STP document, as presented, was *not* the public consultation document.

The Chairman referred the Committee to a report presented to the NHS England Board on 15 December 2016 by Matthew Swindells (National Director: Operations & Information) which included a section entitled "*The 17/18 – 18/19 contracting round*". Paragraph 13 of that section stated that "*Together with NHS Improvement, NHS*

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England will be conducting a review of STP capital requests. Capital is very tight over the next few years; STPs' requests exceed what is available. This review will identify strategic schemes that are essential for unlocking local improvements and efficiencies. In order to support strategic schemes, we will need to understand the benefit to patients, including return on investment, when they will pay back and expected clinical benefits. We will also want to focus on those that are 'shovel ready'."

The full report can be found following the link below:-

<https://www.england.nhs.uk/2016/12/board-meet-15-december-2016/>

In relation to the last sentence of that paragraph ("*We will also want to focus on those that are 'shovel ready'.*"), it was understood that, within NHS jargon, this sentence referred to services or initiatives which had been planned but not yet implemented and it was suggested that this phrase could be construed as referring to the cessation of services.

It was reported that the capital available was constrained and, following discussions with Simon Stevens (Chief Executive, NHS England), a sum of £205m had been requested for Lincolnshire which was thought to be relatively modest in comparison to other STPs. Lincolnshire had given consideration to the estates currently held and what would be required to either raise income on those properties or utilise them for future service use.

It was acknowledged that the STP was ambitious given the time involved for implementation. A lot of work was required to improve integration of organisations but NHS officers were confident that each element of the STP could be achieved within the four years available.

Members were invited to ask questions, during which the following points were noted:-

- It was suggested that by closing a service in one part of the county in order to improve the same service in another part of county could, potentially, be viewed as a failure of the STP. The criteria set would be to follow the options available to close gaps in service in order to ensure quality access, deliverability and affordability. It was expected that the priority of accessibility and quality of services would be key to the discussions;
- The STP incorporated all services, including primary care, self-care, community care, services closer to home in addition to hospital services. Public consultation was vital to ensure that the public had an opportunity to feed into the process;
- Lead clinicians suggested that if a service was ceased in a particular area, the challenge would be to change the assumption that this would disadvantage those residents who lived nearby. Quality of care should be promoted and that a hospital which provided better services, better staff provision and better equipment was of greater benefit to the patient even if there was some travelling involved;

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- A Consultant Paediatrician explained that there were areas of good practice but suggested that the provision of these services in all areas of Lincolnshire was not currently providing good quality, sustainable care. Following research and great deliberation, it had been proposed to open specialist centres in order to provide a better quality and reliable service for the public despite travel issues. It was noted that in some parts of Northumberland, residents were required to travel over 80 miles to access these services and a review following the implementation of this type of care had indicated that there had been no increase in adverse incidents as a result;
- Transport and access issues was a key issue raised by the Committee. It was explained that whilst the NHS was not responsible for the inadequate infrastructure of public transport in Lincolnshire or that services could not be modelled around that infrastructure, discussions were ongoing with Lincolnshire County Council to explore the opportunity to use current transport routes for both public and NHS transport;
- Due to new technology available for procedures which could now be undertaken in patients homes, the requirement for travel was expected to reduce for those patients who required minor procedures;
- An example of a change of service was given to the Committee. Lincolnshire Partnership NHS Foundation Trust (LPFT) had implemented a mental health triage car which visited mental health patients in their own homes as it deterred the patient presenting at an A&E department for care. This then alleviated the pressure on A&E services for the patient and the service overall. This addition to service provision was a result of looking at how to do things differently in order to provide better care, something which the STP was also proposing;
- Regular dialogue was undertaken with neighbouring areas as it was clear that the content of their STPs may have some impact on Lincolnshire residents. A list of the neighbouring STPs would be circulated to the Committee for their information and consideration;
- The STP did not appear to address the issue of seasonal residents, especially on the coast. Tourism was being actively promoted in the county and the Committee suggested this would have a considerable impact on health services, over the summer period in particular;
- Recruitment remained a major issue across the health service nationally and even if financial constraint was not an issue, recruitment difficulties would continue. There was a national shortage of trained paediatric nurses and doctors, GPs, nurses and specialist clinicians and it was suggested that Lincolnshire was in competition with major urban cities to attract newly qualified staff;
- United Lincolnshire Hospitals NHS Trust reported that one of the criticisms received from junior doctors was that house prices, tourism or the general area did not attract them to a role. They were young professionals who generally had different priorities, therefore adverts for roles of this type were being reconsidered;
- Dialogue was also ongoing with the universities also to encourage medical students to choose Lincolnshire for placements;

- The Committee suggested that better promotion of the services available would help to change the current perception of the public. It also suggested that clarification of the services provided in A&E, specialist A&E departments, A&E Centres and Urgent Care Centres would be helpful and would provide clear guidance to the public of the level of service which could be expected in each facility;
- The public consultation would be undertaken using multi-channel media to ensure that everyone within the county had the opportunity to comment;
- Although Lincolnshire County Council Public Health and Adult Social Care colleagues had been involved in discussions, as had other relevant organisations, it was confirmed that the STP was not a county council document.;
- The Committee was advised that the requirement of £205m for capital expenditure was a modest sum in the context of that sought by other STP areas. Foundation Trusts were able to borrow funds in their capacity as a Foundation Trust, however the statement from NHS England indicating that the capital investment was 'tight over the next few years' remained a concern for the Committee;
- The demand for 'unrealistic services' was reported as putting a huge strain on GP practices which was, in turn, deterring students from choosing General Medical Practice. The suggestion of tying a GP into a contract following training, similar to military contracts, would deter people choosing this profession even further if they were required to remain in one place;
- Education of the public in relation to self-care and accessing the most appropriate service for their need would be key to the successful implementation of the STP as it was beneficial to personal health to remain at home wherever possible;

At 11.40am, the Chairman adjourned the meeting for a short comfort break. Councillor R Kaberry-Brown left the meeting and did not return.

At 12.00pm, the meeting was reconvened.

- The Committee was keen to receive assurance that a full consultant would be undertaken and that all feedback would be considered and acted upon where appropriate in order to provide realistic, evidence-based options;
- It was acknowledged that budgets and finance often become a distraction which stopped change taking place. The STP was to focus on services and the changes required first without giving consideration the finance alone;
- A suggestion was made that streamlining processes on the 'frontline' could assist in streamlining the whole service. For example, there could be a reduction in delays of discharge of patients from hospital should all the final checks, medications dispensed and paperwork completed in a timely fashion. It was agreed that this would have a considerable impact across the board but the NHS needs to become more connected;
- In relation to maternity services, the point was made that expectant mothers residing near the county's borders may continue to choose maternity services out-of-county rather than Lincoln County Hospital or Boston Pilgrim Hospital

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due to their own personal logistics. 5500 of the 7000 births to Lincolnshire mothers took place at either Lincoln County Hospital or Boston Pilgrim Hospital, therefore the suggestion in the STP that at least 6000 births per year would be required on a single urban site for reasons of clinical safety was a concern for the Committee;

- All town and parish councils within the county would be included within the consultation.

The Chairman thanked the Committee and NHS representatives for an interesting and informative discussion. The Health Scrutiny Officer noted the points taken during discussion for inclusions in the draft statement:-

- Capital Expenditure;
- Access and travel issues;
- The financial imperatives for the overall document;
- Maternity services;
- Workforce issues;
- Definitions of an Urgent Care Centre and A&E;
- Importance of specialisms being treated in the right place;
- Content of the consultation and communications channels;
- Promotion of good service;
- Education of the public in relation to self-care, etc.;
- Role of pharmacy services;
- Evidence-based proposals;
- Commitment sought that the consultation responses would be listened to; and
- Perception of patients on the proposals in terms of savings.


RESOLVED

1. That the views and comments of the Committee on the Lincolnshire Sustainability and Transformation Plan be compiled into a draft statement for approval as the Health Scrutiny Committee for Lincolnshire's statement at the next ordinary meeting of the Committee on 18 January 2017; and
2. That the final draft statement and minutes of the extraordinary meeting of the Health Scrutiny Committee for Lincolnshire, held on 12 January 2017, be shared with the Executive for their information and consideration also.

The meeting closed at 12.45 pm

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Agenda Item 6

		THE HEALTH SCRUTINY COMMITTEE FOR LINCOLNSHIRE	
Boston Borough Council	East Lindsey District Council	City of Lincoln Council	Lincolnshire County Council
North Kesteven District Council	South Holland District Council	South Kesteven District Council	West Lindsey District Council

INITIAL RESPONSE OF THE HEALTH SCRUTINY COMMITTEE FOR LINCOLNSHIRE ON THE LINCOLNSHIRE SUSTAINABILITY AND TRANSFORMATION PLAN

CONTEXT FOR THE COMMITTEE'S INITIAL RESPONSE

Role of the Health Scrutiny Committee for Lincolnshire

The Health Scrutiny Committee would like to emphasise its role reviewing and scrutinising the NHS, in terms of the health services available to and accessed by the Lincolnshire population. The Committee can seek to influence the decision making within the NHS, but decisions on the provision of NHS services rest with the local NHS, NHS England, and ultimately the Secretary of State for Health.

CHANGES TO SERVICE PROVISION

Accident and Emergency and Urgent Care Centres

The Health Scrutiny Committee notes that the STP refers to a proposal for five urgent care centres¹ in Lincolnshire 'alongside proactive care services, which will divert 244,063 A&E attendances by 2021 (equivalent to 235 per day)'. The STP also states an aspiration that urgent care centres will deliver a two hour target for treating patients. The Health Scrutiny Committee would like to explore and seek clarification of the definition of an urgent care centre, together with the definition of an A&E department. Any proposals to change the nature of services currently provided would constitute a substantial variation in the provision of services and the Committee would reserve its right to respond to this proposal as a statutory consultee. The Health Scrutiny Committee has previously considered the 'temporary' overnight closure of Grantham Accident and Emergency Department, and referred this closure to the Secretary of State for Health. The Committee's position remains that it would like to see Accident and Emergency Services restored at Grantham Hospital to the way they operated prior to 17 August 2016, when the 'temporary' closure began.

¹ Pages 10, 19, 21 and 60 of the Lincolnshire Sustainability and Transformation Plan

Maternity Services

The Royal College of Obstetrics and Gynaecology is cited in the STP as *suggesting* that at least 6,000 births per year are required on a single urban site for clinical safety². With 7,000 births in Lincolnshire, of which 5,500 are taking place at Lincoln County Hospital or Pilgrim Hospital, Boston, the STP draws attention to staff not getting the right level of clinical experience with more demanding rotas presenting challenges for recruitment. The STP also refers to national shortages of paediatricians and paediatric nurses. The Committee notes that three options are proposed for maternity services.³ The Committee's preference at this initial stage is for the continuation of consultant-led obstetric services at both the Lincoln County Hospital and Pilgrim Hospital sites.

Travelling to Access Services

Page 103 of the STP refers to travel times and modes of transport. Average travel times by car of 10-21 minutes for five hospital sites are cited, and with average travel times of between 38-77 minutes cited for public transport. The Committee would like the travel time assumptions to be reconsidered, as there are parts of Lincolnshire, which are poorly served by public transport and average travel times will not reflect the difficult journeys which some residents will face in trying to access services. The Committee notes that the STP's 'Transport Enabler Group' will be considering these issues, and would like travel times to be given a high priority in a rural county such as Lincolnshire.

The Committee also notes the intentions within the STP for appropriate services to be provided as locally as possible, with patients and families only travelling to access specialist services. However, the public transport infrastructure in Lincolnshire is something that would need to be considered as part of any developments.

Workforce

A key element of the STP is the proposal for changes to the overall workforce. The Health Scrutiny Committee has sought clarification on the planned staffing reductions, which equate to 549 full time equivalent posts. Whilst the Committee has been advised that there are already vacancies of around 500 posts, there will need to be emphasis on ensuring the recruitment and training of staff to ensure the appropriate roles are filled, which include new roles such as associate nurses.

Initiatives to recruit and retain staff are supported by the Committee, such as the *Attraction Strategy* of United Lincolnshire Hospitals NHS Trust.

Promoting Self Care and Prevention

Many of the proposals in the STP such as the development that promote self-care and develop prevention services neighbourhood teams, and measures to improve preventative health care are welcome. The Committee would support initiatives to

² Page 36 of the Lincolnshire Sustainability and Transformation Plan

³ Page 84 of the Lincolnshire Sustainability and Transformation Plan

educate the public on using simple available remedies for minor ailments and simple injuries, so that NHS services are not used unnecessarily.

Community Pharmacies

Encouraging patients to use community pharmacies for advice and the treatment of minor ailments, instead of use GP appointments or attending A&E, is strongly supported. However, the Health Scrutiny Committee is aware that the Government's changes to the funding of community pharmacies as a result of *Community Pharmacy in 2016/17 and Beyond* could lead to Lincolnshire losing a number of community pharmacies. This is a concern and could undermine efforts to encourage communities to use pharmacies as their first point of contact for most minor ailments.

Consultation

As stated above, the Health Scrutiny Committee will be responding to any consultation on service reconfigurations, which is a key part of its remit. The Committee would like to see all consultation options supported by a robust evidence base and clearly referenced to the sustainability criteria of quality, accessibility, deliverability and affordability. The Committee believes that the views of the residents of Lincolnshire are of paramount importance in influencing the future direction of health care provision in the county and call on all local NHS organisations to conduct a full and meaningful consultation with local residents. The Committee also urges local NHS organisations to fully consider and act upon the views which emerge from the public consultation.

CHANGES TO PUBLIC ATTITUDES

The Health Scrutiny Committee strongly supports the NHS, but acknowledges that many members of the public use the wrong NHS services or access those services unnecessarily. There needs to be a campaign which encourages the public to use the NHS only as required.

Promoting the NHS in Lincolnshire

The Health Scrutiny Committee supports patient choice and acknowledges that for many Lincolnshire residents their preferred and nearest acute hospital is outside the county. For example, most residents in the south of the county look to Peterborough City Hospital, while many in the Louth and surrounding area look to Diana Princess of Wales Hospital in Grimsby. This geographical preference is likely to continue for many residents. However, there are many patients whose nearest acute hospital is in Lincolnshire who currently prefer to travel outside the county for their elective care. The Committee would like to stress the importance of promoting the quality of services provided at the Lincolnshire acute hospitals. The Committee notes that the STP refers to a financial impact of £12 million, if more patients were to use the County's hospitals instead of going out of county.⁴ The Committee will be seeking clarification whether this sum represents an improvement in the income of United

⁴ Page 74 of the Lincolnshire Sustainability and Transformation Plan

Lincolnshire Hospitals NHS Trust, rather than an overall saving to the Lincolnshire health and care system.

FINANCE

Revenue Funding

The Health Scrutiny Committee notes that there would be a deficit of £182 million by 2020/21, if nothing changes. The Health Scrutiny Committee accepts that this level of deficit is not sustainable and on several occasions the Committee was assured that the STP was not solely financially driven, but affordability was one of the four criteria used to evaluate services. The Health Scrutiny Committee will be seeking further assurance from the NHS on the financial elements of the STP. The financial impact of seasonal demands on health services also remains a concern for the Committee.

The level of funding for all public services in Lincolnshire, including health services, remains a concern, and the Committee would support any activity to ensure more resources were provided to improve services in Lincolnshire.

Capital Expenditure

A sum of £205 million is required to support the 'critical infrastructure changes to support clinical redesign', and the STP states that access to capital funding is critical to the delivery of this redesign⁵. The STP also acknowledges⁶ that funding is limited and that 'other sources of capital including third party developers, Public Private Partnership (project Phoenix), County Council funding will be explored'. The Committee was advised that the requirement for £205 million is a modest sum, in the context of what other STP areas are seeking and the level of NHS revenue funding in the county. The power of the foundation trusts to borrow funds was cited as an additional source of capital. However, NHS England's statement that funding for capital investment is 'tight over the next few years'⁷ remains a concern for the Committee. Further details of how the capital funding is going to be secured would be welcome, together with further details on the specific projects⁸.

OUT OF COUNTY SERVICES AND NEIGHBOURING STPs

As stated above, a significant number of Lincolnshire residents look to hospitals outside the county, as their nearest and preferred acute hospital. The Committee will be seeking to gauge the impact of neighbouring STPs on Lincolnshire residents. One example of this is the Louth and the surrounding area, where any loss of services at Diana Princess of Wales Hospital in Grimsby would have a detrimental effect on residents, as a result of the Humber, Vale and Coast STP. The Committee

⁵ Page 27 of the Lincolnshire Sustainability and Transformation Plan

⁶ Page 85 of the Lincolnshire Sustainability and Transformation Plan

⁷ Paragraph 13 of NHS England Board Paper 15 December 2016 (Item 6) "Sustainability and Transformation Plans"

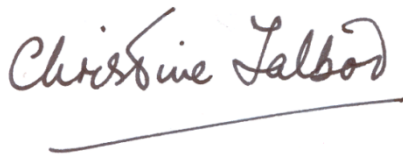
⁸ Pages 83-84 of Lincolnshire Sustainability and Transformation Plan detail capital projects.

will be seeking to respond to the appropriate consultations on changes to services, which derive from neighbouring STPs.

CONCLUSION

In accordance with the decision of the County Council on 16 December 2016, the Health Scrutiny Committee for Lincolnshire cannot support the Lincolnshire STP in its current form. However, the Committee supports the position that the County Council is prepared to work with all local NHS organisations to encourage them to adhere to and act upon the views, which emerge from the public consultation.

The Health Scrutiny Committee for Lincolnshire in particular would wish to highlight its role as a statutory consultee in accordance with the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 in relation to substantial variations or substantial developments in health services and will be responding to consultations on changes to services from May 2017 onwards.



Christine Talbot

**Councillor Mrs Christine Talbot
Chairman of the Health Scrutiny Committee for Lincolnshire**

18 January 2017

Note on the Health Scrutiny Committee for Lincolnshire

Lincolnshire County Council has delegated its health scrutiny functions, as set out in section 244 of the National Health Act 2006 and the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013, to the Health Scrutiny Committee for Lincolnshire.

There are 16 members of the Health Scrutiny Committee for Lincolnshire. Eight of these are Lincolnshire County Councillors. Seven are Lincolnshire District Councillors, representing each of the seven district council areas in Lincolnshire. One member of the Committee represents the Lincolnshire Local Involvement Network.

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