

Agenda Item 8

		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

Open Report on behalf of Lincolnshire Sustainability and Transformation Partnership

Report to	Health Scrutiny Committee for Lincolnshire
Date:	18 September 2019
Subject:	General Surgery Services – Case for Change and Emerging Option (<i>Healthy Conversation 2019</i>)

Summary:

The report describes the national and local context regarding the vision and strategy that will deliver an effective and accessible general surgery service for patients in Lincolnshire.

Actions Required:

The Committee is requested to comment on the emerging options for the general surgery service.

1. Background

The clinical specialty for general surgery includes surgery as a treatment for a range of conditions, for example; removal of the gall bladder and gall stones, appendicitis, diverticulitis and many other conditions. General surgery is also a specialty that provides surgical treatment for some forms of cancer, including bowel cancer, sometimes referred to as colorectal cancers.

2. The Acute Services Review

The Lincolnshire Acute Services Review was undertaken to ensure that clinical services at the acute hospitals would be sustainable for the future. The case for change was established at a Clinical Summit held in February 2018, and it was determined that due to significant workforce challenges experienced by United Lincolnshire Hospitals NHS Trust (ULHT), this was impacting on their ability to deliver safe, quality services. For general

surgery, the key concern was the impact of workforce challenges limiting the ability to provide adequate cover across the county; this manifested itself in the failure to meet performance against national waiting times standards, and in the number of surgical procedures being cancelled. There was an agreement that ULHT was operationally unsustainable in its current form and that a review of healthcare provision for the Lincolnshire population into the future was required.

3. General Surgery Statistics for Lincolnshire

The tables below show the number of admissions to the three hospital sites for the first four months of this year for: elective admissions, non-elective admissions and for day case procedures.

Elective Admissions

Hospital	April '19	May '19	June '19	July '19	TOTAL
Grantham	16	24	18	25	83
Lincoln	37	40	30	50	157
Pilgrim	33	34	17	28	112
Louth	0	1	0	3	4

Non-elective admissions

Hospital	April '19	May '19	June '19	July '19	TOTAL
Grantham	1	5	4	3	13
Lincoln	417	428	393	445	1683
Pilgrim	222	260	248	282	1012

Day Cases

Hospital	April '19	May '19	June '19	July '19	TOTAL
Grantham	223	227	220	196	866
Lincoln	238	249	286	252	1025
Pilgrim	276	312	303	252	1143
Louth	66	76	9	88	239

4. Current Performance

The chart below shows the performance against the 18 week RTT (Referral to Treatment) standard for all providers in the region, for all specialities provided, for the month of June 2019. Note the performance for general surgery, the chart shows that performance is only being achieved by three private providers, and it also needs to be noted that the type of surgery undertaken by private providers is low complex with low risk.

RTT - 92nd percentile waiting time in weeks (standard is 92% in 18 weeks - higher is better)																			
June 2019	NHS providers										Private providers								
Specialty	ULHT	NLAG	NWAFT	QEH	NUH	HEY	Sherwood	Donc/Basset	Derby	St Hugh's	Boston W	Fitzwilliam	Circle Nottm	Barlborough	BMI Lincoln	Virgin Care	Spire Hull		
General Surgery	✗ 81.2%	✗ 70.9%	✗ 86.3%	✗ 83.3%	✗ 88.2%	✗ 81.4%	✗ 89.0%	✗ 83.5%	✗ 83.0%	✗ 88.8%	✓ 100%	✓ 98.8%	✗ 89.5%	-	✗ 0%	-	✓ 93.2%		
Urology	✗ 81.1%	✗ 84.9%	✗ 79.1%	✗ 78.4%	✗ 89.4%	✗ 78.5%	✗ 90.8%	✗ 81.1%	✗ 90.3%	✓ 98.9%	✓ 100%	✓ 97.6%	✗ 90.0%	-	✓ 95.4%	-	-		
Trauma & Orthopaedics	✗ 84.1%	✗ 83.2%	✗ 90.6%	✗ 78.6%	✗ 87.0%	✗ 82.2%	✗ 88.6%	✗ 84.5%	✗ 82.6%	✓ 95.8%	✓ 98.7%	✓ 93.6%	✗ 92.0%	✓ 97.6%	✓ 94.4%	-	✓ 94.2%		
ENT	✗ 81.6%	✗ 68.9%	✗ 81.6%	✗ 80.5%	✗ 91.2%	✗ 58.3%	✗ 91.6%	✗ 82.1%	✓ 92.1%	✗ 12.5%	-	✓ 100.0%	-	-	-	-	✓ 99.1%		
Ophthalmology	✗ 90.2%	✗ 72.2%	✗ 81.3%	✗ 85.3%	✓ 93.9%	✗ 75.5%	✗ 85.1%	✗ 91.4%	✗ 86.1%	✗ 63.6%	✓ 100%	✓ 100.0%	✓ 100%	-	✓ 97.0%	-	-		
Oral Surgery	-	✗ 80.7%	✗ 91.2%	✗ 62.8%	✓ 93.3%	✗ 79.2%	✓ 93.6%	✗ 90.8%	✓ 93.8%	-	-	-	-	-	-	-	-		
Neurosurgery	-	-	✗ 90.3%	-	✓ 94.0%	✗ 81.4%	-	-	✗ 68.3%	-	-	-	-	-	-	-	✓ 100%		
Plastic Surgery	-	-	✗ 70.0%	✓ 93.8%	✓ 96.7%	✗ 67.2%	✗ 85.3%	-	✗ 78.7%	-	-	-	-	-	-	-	-		
Cardiothoracic Surgery	✗ 89%	-	✗ 0%	✗ 50.0%	✓ 98.1%	✗ 70.5%	-	-	✓ 100%	-	-	-	-	-	-	-	-		
General Medicine	✗ 67.8%	✗ 85.6%	✗ 89.1%	✓ 93.7%	✓ 100%	✓ 92.1%	-	✗ 78.4%	✓ 99.0%	-	-	✓ 100%	✗ 90.8%	-	-	-	-		
Gastroenterology	✗ 82.8%	✗ 65.7%	✗ 84.1%	✗ 82.1%	✗ 80.5%	✗ 87.1%	✓ 95.5%	-	✓ 95.8%	✓ 94.7%	✓ 98.5%	✓ 99.4%	✗ 87.6%	-	-	-	-		
Cardiology	✗ 87.0%	✗ 79.7%	✗ 78.2%	✓ 99.1%	✓ 95.6%	✗ 74.3%	✗ 78.2%	✗ 88.9%	✓ 94.1%	-	-	✗ 0%	✓ 100%	-	-	-	✓ 99.3%		
Dermatology	✗ 90.2%	✓ 95.3%	✗ 87.0%	✓ 97.6%	-	✗ 82.4%	✗ 88.2%	✓ 93.7%	✓ 94.6%	✓ 96.9%	-	-	✓ 93.3%	-	✗ 0%	✓ 98.2%	✓ 100%		
Thoracic Medicine	✗ 82.8%	✗ 75.2%	✓ 94.7%	-	✓ 99.0%	✗ 79.2%	✓ 93.2%	✗ 90.1%	✓ 96.8%	-	-	-	✓ 97.2%	-	-	-	-		
Neurology	✗ 39.2%	✗ 80.4%	✗ 81.0%	✗ 73.2%	✓ 96.5%	✗ 85.7%	✗ -	-	✓ 96.6%	-	-	-	-	-	-	-	✓ 100%		
Rheumatology	✗ 87.0%	✗ 75.0%	✗ 91.5%	✗ 75.8%	-	✗ 73.5%	✗ 91.3%	✗ 79.3%	✗ 80.1%	-	-	✓ 100%	✗ 89.6%	-	-	-	-		
Geriatric Medicine	✗ 88.8%	✓ 93.1%	✓ 98.5%	✓ 100%	✓ 98.1%	✓ 96.3%	✓ 94.4%	✗ 82.3%	✓ 96.9%	-	-	-	-	-	-	-	-		
Gynaecology	✗ 88.9%	✓ 92.4%	✓ 93.9%	✗ 76.7%	✓ 99.0%	✗ 70.4%	✓ 96.8%	✓ 96.0%	✓ 94.7%	✓ 97.3%	✓ 100%	✓ 99.0%	✓ 97.7%	-	-	-	✓ 100%		
Other	✗ 83.9%	✗ 85.2%	✗ 91.8%	✗ 85.9%	✓ 93.8%	✗ 79.4%	✗ 91.3%	✗ 90.3%	✗ 90.9%	✗ 70.9%	✓ 100%	✓ 97.1%	✗ 91.7%	-	✓ 100%	-	✓ 95.7%		
Overall RTT performance	✗ 83.2%	✗ 77.4%	✗ 85.4%	✗ 81.8%	✓ 92.8%	✗ 75.8%	✗ 89.4%	✗ 86.6%	✗ 89.4%	✗ 85.1%	✓ 99.3%	✓ 96.7%	✓ 92.1%	✓ 97.6%	✓ 95.0%	✓ 98.2%	✓ 96.3%		

Key to trusts:

ULHT = United Lincolnshire
 NLAG = Northern Lincolnshire & Goole
 NWAFT = North West Anglia
 (Peterborough, Stamford &
 Hinchingsbrooke)
 QEH = King's Lynn
 NUH = Nottingham
 HEY = Hull & East Yorkshire

The chart below shows by provider the median waiting time for patients to access the general surgery outpatient clinics as at June 2019.

RTT - median waiting time in weeks																	
June 2019	NHS providers									Private providers							
Specialty	ULHT	NLAG	NWAFT	QEH	NUH	HEY	Sherwood	Donc/Basset	Derby	St Hugh's	Boston W	Fitzwilliam	Circle Nottm	Barlborough	BMI Lincoln	Virgin Care	Spire Hull
General Surgery	8.6	10.8	6.6	6.3	6.5	7.7	6.0	7.3	8.2	7.4	8.0	8.0	5.4	-	-	-	7.0
Urology	8.9	7.9	7.4	9.1	5.3	7.6	6.9	7.6	6.2	6.3	6.3	8.1	7.6	-	6.9	-	-
Trauma & Orthopaedics	7.6	7.4	6.2	7.9	7.6	8.0	6.6	7.5	8.3	6.3	8.0	8.7	6.8	5.4	5.5	-	5.6
ENT	8.5	12.1	8.6	7.1	6.1	15.3	6.2	8.3	6.7	-	-	6.0	-	-	-	-	4.5
Ophthalmology	7.0	8.8	7.3	8.0	7.0	7.8	6.6	7.0	7.9	11.5	6.6	7.7	-	-	5.6	-	-
Oral Surgery	-	8.8	8.9	15.0	6.1	10.4	7.7	8.1	6.8	-	-	-	-	-	-	-	-
Neurosurgery	-	-	7.0	-	6.4	7.9	-	-	15.1	-	-	-	-	-	-	-	6.6
Plastic Surgery	-	-	9.8	7.3	4.8	10.8	4.5	-	7.5	-	-	-	-	-	-	-	-
Cardiothoracic Surgery	-	-	-	-	5.0	10.9	-	-	8.9	-	-	-	-	-	-	-	-
General Medicine	14.6	7.4	6.7	3.0	-	4.5	-	8.0	5.9	-	-	-	7.9	-	-	-	-
Gastroenterology	9.2	12.5	7.4	9.2	11.6	7.9	5.5	-	6.0	5.3	5.7	7.8	8.9	-	-	-	-
Cardiology	8.8	9.3	9.6	5.6	6.6	11.1	10.6	7.3	6.2	-	-	-	6.2	-	-	-	8.2
Dematology	7.6	5.8	8.2	4.3	-	7.9	5.8	4.1	6.8	10.5	-	-	6.2	-	-	0.9	4.0
Thoracic Medicine	10.0	9.7	5.7	-	5.1	7.8	6.8	6.0	5.9	-	-	-	5.2	-	-	-	-
Neurology	21.5	10.6	8.5	11.2	6.3	8.3	-	-	6.9	-	-	-	-	-	-	-	8.1
Rheumatology	8.4	9.8	6.1	8.4	-	11.3	7.0	9.9	8.6	-	-	8.3	6.6	-	-	-	-
Geniatric Medicine	6.4	4.7	4.3	4.1	6.3	5.0	2.9	6.6	5.4	-	-	-	-	-	-	-	-
Gynaecology	7.0	5.5	6.0	9.1	4.4	10.6	5.2	4.2	6.3	8.1	4.9	7.3	4.1	-	-	-	-
Other	8.4	7.0	5.8	6.0	5.3	8.4	6.4	5.1	6.3	12.9	-	8.8	6.2	-	-	-	6.8
Average (all specialties)	8.4	8.7	7.0	7.5	6.1	9.1	6.5	6.8	6.9	8.3	6.5	8.2	6.5	5.4	5.8	0.9	5.8
Overall RTT performance	✗ 83.2%	✗ 77.4%	✗ 85.4%	✗ 81.8%	✓ 92.8%	✗ 75.8%	✗ 89.4%	✗ 86.6%	✗ 89.4%	✗ 85.1%	✓ 99.3%	✓ 96.7%	✓ 92.1%	✓ 97.6%	✓ 95.0%	✓ 98.2%	✓ 96.3%

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Performance against the national cancer waiting time standards

Standard	April '19	May '19	June '19	National Standard
14 day	87.7%	83.3%	71.1%	93.0%
62 day	60.0%	57.1%	68.8%	85.0%
31 day	100.0%	88.6%	97.0%	96.0%
31 day subsequent surgery	94.3%	90.7%	96.8%	94.0%

Cancelled Operations

Due to bed pressures from medical admissions, and difficulties discharging to community, 15% of elective and day case activity gets cancelled annually due to lack of beds.

5. Incidence and Prevalence of Bowel Cancer

Prevalence – people living up to 21 years after receiving a bowel cancer diagnosis across Lincolnshire at the end of the year: 2015

CCG	At the end of 2015
Lincolnshire West	989
Lincolnshire East	1213
Lincolnshire South	700
Lincolnshire South West	579
Total	3481

Incidence of Bowel cancer: between the years 2011 - 2015

CCG	Lincolnshire incidence of new diagnoses for every 100,000 per annum	England Average of new diagnoses per 100,000 population per annum
Lincolnshire West	72	73
Lincolnshire East	77	73
Lincolnshire South	76	73
Lincolnshire South West	78	73

Mortality from Bowel cancer: between the years 2011 - 2015

CCG	Lincolnshire Average mortality per 100,000 population each year	England Average mortality per 100,000 population each year
Lincolnshire West	29	28
Lincolnshire East	29	28
Lincolnshire South	29	28
Lincolnshire South West	25	28

One year survival rate for bowel cancer patients in the year 2015

CCG	1-year survival rate in Lincolnshire for 2015	England average 1-yr survival rate for 2015
Lincolnshire West	77.1%	80.4%
Lincolnshire East	79.5%	80.4%
Lincolnshire South	80.2%	80.4%
Lincolnshire South West	79.2%	80.4%

6. Current Service Provision

ULHT currently provides general surgery theatre lists on 3-sites; Lincoln County, Boston Pilgrim and Grantham and District (non-elective surgical provision is much smaller at Grantham than at Lincoln and Boston). Outpatient appointments are offered at the three main hospital sites, and at peripheral sites.

7. The Case for Change in Lincolnshire

There is a strong case for changing the way in which general surgery services are delivered in Lincolnshire, this can be summarised from the evidence already put forward in this paper thus far, including:

- 15% of elective and day case surgical procedures are cancelled per annum due to bed pressures brought about by the medical emergencies admitted each year
- Performance against the 18 week RTT and national cancer standards are not being achieved

In addition to this, the service made a £15.67m loss in 2017/18. The reasons for the loss also cover the losses made for trauma and orthopaedics. High levels of cancelled elective procedures have led to these services having to re-schedule procedures many times. Key reasons for cancellations include beds not being available for the elective patient due to the acute medical intake pressures. This in turn means that the cost of the general surgery and orthopaedic service provision is multiplied by the number of times the procedures are cancelled. The original theatre plans would have included the theatre costs, surgeon costs etc. to be absorbed by the surgery specialties based on planned usage. If the list is cancelled, these costs are still incurred by the specialty. This, together with the loss of elective income has resulted in both of these services being in a financial deficit position.

8. The Emerging Options for General Surgery in Lincolnshire

There is one emerging option for sustaining general surgery services in Lincolnshire, and this can be summarised as follows:

- Consolidate to make Grantham Hospital the hub for elective short stay and day case surgery.
- Lincoln Hospital and Pilgrim Hospital provide some day case and elective care for complex patients with co-morbidities and those on a cancer pathway and remain as non-elective sites
- Outpatient services remain at Lincoln Hospital, Grantham Hospital and Pilgrim Hospital.

This option will significantly reduce the number of surgical procedures that are being cancelled at the current time, because there is bed capacity at the Grantham hospital site to support the provision of more elective surgery.

To be noted, there is currently a small amount of day case activity provided at the Louth Hospital site, and this is likely to remain unchanged.

9. Financial Investment Required

Investment will be required to increase the number of operating theatres at the Grantham Hospital site. There are currently four theatres at Grantham, and the modelling of activity for the emerging option has indicated that five theatres would be required.

10. Healthy Conversation 2019 Feedback

Response to *Healthy Conversation 2019* has been significant, but there has been no feedback relating specifically to general surgery. A summary of all feedback is published on the Healthy Conversation website.

11. Consultation

This is not a formal consultation item. However, the Committee may wish to submit initial comments on the case for change and the emerging options to the Lincolnshire Sustainability and Transformation Partnership.

12. Conclusion

The Healthy Conversation 2019 campaign has delivered a recognisable and effective platform to enable our key stakeholder groups to share feedback with Lincolnshire's NHS.

13. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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