


Agenda Item 9

		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 Andrew Crookham
Executive Director - Resources

Report to	Health Scrutiny Committee for Lincolnshire
Date:	13 September 2023
Subject:	Humber Acute Services Programme

Summary

This report enables the Committee to consider the latest position on the Humber Acute Services Review Programme, on which a public consultation is expected to begin on 25 September 2023. This consultation will focus on urgent and emergency care; and paediatric services, provided at Diana, Princess of Wales Hospital, Grimsby, and Scunthorpe General Hospital, with a proposed reduction in services at the latter hospital. The NHS Humber and North Yorkshire Integrated Care Board (ICB) is expected to propose that Scunthorpe General Hospital would become a 24-hour paediatric assessment unit, and no longer take paediatric inpatients beyond 24 hours; and would no longer provide trauma or emergency surgery for adult patients.

The report also provides information on the Humber Joint Health Overview and Scrutiny Committee, which comprises three councillors each from five local authorities across the Humber area.

Actions Requested

The Committee is requested to note the report and consider any actions it would wish to undertake at this stage.

1. **Scope of the Humber Acute Review Programme**

Initial Scope of the Review

The Humber Acute Services Programme, hosted by the NHS Humber and North Yorkshire Integrated Care Board (ICB), has been reviewing the acute hospital services provided by Northern Lincolnshire and Goole NHS Foundation Trust (NLaG), and Hull University Teaching Hospitals NHS Trust. In addition to Goole, NLaG provides hospital services at Diana, Princess of Wales Hospital, Grimsby, and Scunthorpe General Hospital. Both of these hospitals are used by Lincolnshire residents. The services originally in scope (based on the Yorkshire and Humber Clinical Senate report of November 2022) were:

- Urgent and Emergency Care
- Acute Assessment
- Inpatients and Critical Care
- Maternity
- Paediatrics
- Planned Care
- Diagnostics

As reported to this Committee in December 2022, the Clinical Senate had considered in its report potential impacts on Diana, Princess of Wales Hospital, Grimsby, and Scunthorpe General Hospital of the potential designation of one of these two hospitals as an acute hospital with trauma unit, with the other hospital designated as a local emergency hospital and an elective care hospital. The Clinical Senate report stated that services at Hull University Teaching Hospitals NHS Trust were not directly in scope, but interdependencies were being explored.

Revised Scope of the Programme – July 2023

On 19 July 2023, it was reported to the Committee that the Humber Acute Services Review programme would now be focusing on only two services at two hospitals: urgent and emergency care; and paediatric services at Diana, Princess of Wales Hospital, Grimsby, and Scunthorpe General Hospital. This was because NHS Humber and North Yorkshire ICB, following discussions with NHS England, had decided to 'decouple' other services from the programme, so that they could be more comprehensively reviewed to reflect national developments.

Expected Content of the Consultation Proposals

On 12 July 2023, NHS Humber and North Yorkshire ICB approved the pre-consultation business case and submitted its proposals to NHS England for its assurance. The report to the ICB board indicated that Diana, Princess of Wales Hospital, Grimsby, would be put forward as the preferred site for the consolidation of services.

On 17 August 2023, the NHS Humber and North Yorkshire ICB issued an overview document, which summarises the expected content of the proposals. This is attached at Appendix A to this report.

As is clear, the proposals see a reduction in services for those patients, who currently look to Scunthorpe General Hospital as their preferred acute hospital. There is no impact on the services provided at Goole District Hospital, and minimal impact on the services provided by Hull University Hospitals NHS Trust. The focus of the consultation is thus on the 'south bank' of the Humber. The consultation is planned to begin on 25 September 2023.

2. Lincolnshire and Humber Joint Health Overview and Scrutiny Committee

Establishment of the Joint Committee

On 16 May 2022, the Humber and North Yorkshire Health and Care Partnership (on behalf of the Humber Acute Services Programme Team) wrote to the chief executives of five local authorities, including the Chief Executive of Lincolnshire County Council, seeking the establishment of a joint health overview and scrutiny committee to consider hospital reconfiguration proposals in the Humber area. The other four local authorities were the East Riding of Yorkshire, City of Hull, North Lincolnshire and North East Lincolnshire.

The joint committee approach is required by regulation 30(5) of the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013, which state that where an NHS commissioner is consulting with more than one local authority, those local authorities must appoint a joint overview and scrutiny committee for the purposes of the consultation.

In response to the letter, it was proposed that each council would appoint three members to the joint committee and on 27 September 2022 the meeting of Lincolnshire County Council approved its participation in the Humber and Lincolnshire Joint Health Scrutiny Committee, and appointed three members: Councillors Carl Macey, Tom Smith and Stephen Bunney. Terms of reference have been developed where each of the five local authorities would need to be represented in order to reach a quorum. As formal committee meetings attendance by councillors is required in-person.

Recent Developments

On 17 August 2023, the NHS Humber and North Yorkshire ICB wrote to the chief executives of the five councils seeking the first meeting of the joint committee in September 2023, prior to the launch of the consultation, so that the ICB may seek views on its approach to the consultation. Given the short notice of this request, a meeting in September will not take place. The first meeting of the joint committee is now being planned for October 2023, after the consultation has been launched on 25 September 2023.

Given the requirement of the joint committee's quorum, it is important that representatives of all five local authorities participate at its meetings, including the two local authorities on the 'north bank', which are minimally affected by the proposals.

3. Activities of the Health Scrutiny Committee for Lincolnshire

The Health Scrutiny Committee for Lincolnshire has been updated throughout the development of the Humber Acute Services review programme, and has previously indicated that it would consider responding to the consultation outside the scope of the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013, in effect as a non-statutory consultee.

There has been previous attendance of the Review Team at previous meetings, for example, 15 December 2021 and 13 July 2022. However, the letter dated 17 August 2023 to the chief executives of the five local authorities stresses the role of the joint committee, as the statutory consultee, although it is understood that the Review Team has not ruled out its attendance at this Committee once the consultation has been launched.

4. Briefing Events for Members of the Committee

On 25 August 2023, the NHS North Yorkshire and Humber ICB announced three one-hour online briefings, taking place on the following dates and times:

- 6 September 2023, 5.00 pm – 6.00 pm
- 11 September 2023, 10.00 am – 11.00 am
- 13 September 2023, 6.00 pm – 7.00 pm

These dates were circulated to members of the Health Scrutiny Committee on 25 August 2023, as well as to county councillors representing 'northern' divisions in the county. The ICB has stressed these would be information sessions and would not form part of the formal scrutiny or consultation process. The ICB has stated that the briefing sessions would provide an overview of:

- the development of the proposals;
- the content of the proposals; and
- the decision-making processes.

5. Consultation

A consultation on urgent and emergency care; and paediatric services is expected to be launched by NHS Humber and North Yorkshire ICB on 25 September 2023. As stated above, the Lincolnshire and Humber Joint Health Overview and Scrutiny Committee is the statutory consultee for the purposes of the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013. This does not prevent the Committee from responding to the consultation as a ‘non-statutory’ consultee.

6. Conclusion

The Committee is requested to consider the information on the latest position of the Humber Acute Services Programme, in particular the launch of a public consultation on 25 September 2023, and consider it if wishes to make a response to the consultation as a ‘non-statutory’ consultee, given that the role of statutory consultee rests with the Humber Joint Health Overview and Scrutiny Committee. The Committee may wish to reflect on the constitution of this joint committee, as it includes local authorities, whose local NHS services will not be affected by the proposals.

7. Appendices

These are listed below and attached to the report.

Appendix A	Humber Acute Services Consultation – Overview 17 August 2023
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8. Background Papers

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

This report was written by Simon Evans, Health Scrutiny Officer, who can be contacted via 01522 553607 or via Simon.Evans@lincolnshire.gov.uk

APPENDIX A

Humber Acute Services Consultation – Overview 17 August 2023

NHS Humber and North Yorkshire Integrated Care Board (ICB) recently gave formal approval, in its role as lead commissioner, to progress to consultation on proposed changes to the way some more complex medical, urgent and emergency care and paediatric (children's) services are delivered at Scunthorpe General Hospital and Diana Princess of Wales Hospital, Grimsby, subject to completion of a gateway review by NHS England.

This document explains why changes are needed and summarises the proposal.

We have already heard from over 12,000 people including members of the public, patients, doctors, nurses and other staff in our hospitals to help us come up with this proposal. We firmly believe it will make hospital services better and ensure that people with the most urgent and complex needs will get the right care when they need it.

Why hospital services need to change

Doing nothing is not an option. Our aim is to provide services, so people get the very best care, in the best place, when they need it. Our doctors, nurses and hospital staff work very hard to provide the best care possible but face many, increasing challenges, in particular:

- **Having the right workforce, in the right place, to meet the demand:** we face difficulties attracting and keeping enough doctors, nurses and specialist staff with the right skills and expertise. This means some specialists (that cover particular health needs) are not available every day, because they are spread across multiple hospital sites. We also rely too heavily on temporary staff to fill the gaps, which is expensive and inefficient.
- **Ensuring the future quality and safety of some hospital services:** despite our best efforts, some patients are waiting too long for expert emergency diagnosis and treatment. Without change, some services will become unsafe and unsustainable in the future.
- **Providing the right care for our growing ageing population:** the number of older people in our area is rising, which can mean more complex health needs and increasing demand for some services.
- **Meeting the needs of our population:** some of our communities have much poorer health and need hospital care more often or have issues accessing healthcare services.

- **Investing in our buildings:** Some of our buildings are old and we have limited access to the investment we need to improve or replace them across multiple hospital sites.
- **Using our financial resources in the most efficient way:** We need to make sure that we spend our limited finances in the most sensible way and on the most appropriate services for those who need them most.

What is being proposed – A better model of care

Our health and care system faces significant challenges and we have been working hard to look at how we can deliver better services that can meet future demand, particularly through our hospitals in Scunthorpe and Grimsby, which serve people living across North and North East Lincolnshire, East Yorkshire and Lincolnshire.

The hospital services we are considering making changes to primarily relates to medical specialities a patient may require after receiving an initial assessment through one of our Emergency Departments, where more complex diagnosis, treatment and care would be required. The majority of people would need this type of care in urgent and unexpected situations. The proposal also covers paediatric (children's) inpatient services, where a child would need to be admitted to hospital for a period over 24 hours. This is to improve services for those with the most urgent and complex needs, keeping them safe and of high quality in the long term.

The proposed services would be brought together at one hospital:

- **Trauma Unit** – for people with serious injuries requiring immediate care (typically brought by ambulance).
- **Emergency Surgery (overnight)** – for people who need an operation in the middle of the night or who need to stay in hospital overnight and be looked after by teams with surgical expertise.
- **Some medical specialties (inpatient)** – for people who need a longer stay in hospital (more than 3 days) and to be looked after by a specialist team for their heart, lung or stomach condition.
- **Paediatric overnight (inpatient) care** – for children and young people who need to stay in hospital for more than 24 hours.

Bringing these services together in one hospital provides access to dedicated care 24 hours a day, 7 days a week, with more specialised skills always being available. This would help us to address critical shortages in workforce by organising our teams more effectively and help more patients to be seen and treated more quickly and stay in hospital for less time.

The vast majority of patients would continue to be seen and treated in the same hospital they are now.

24/7 Accident and Emergency would continue to be delivered at both Diana Princess of Wales Hospital, Grimsby and Scunthorpe General Hospital.

The following urgent and emergency care services would continue to be provided at both Diana Princess of Wales Hospital, Grimsby and Scunthorpe General Hospital:

- 24/7 Emergency Department (A&E), assessment unit and short stay (up to three days)
- Emergency Surgery (during the day)
- Overnight (inpatient) care for elderly and general medical patients (for stays longer than three days)
- Paediatric (Children's) Assessment Unit (up to 24 hours).

Which hospital we are proposing should deliver these services

In developing the proposal, we explored over 120 different ideas. We also looked at whether services should be combined at either Scunthorpe General Hospital or Diana Princess of Wales Hospital, Grimsby.

The only viable option is Diana Princess of Wales Hospital, Grimsby because:

It has least impact on fewer people

It is closer to more patients who have poorer health outcomes, who would otherwise have to travel further and may not have access to transport:

- It would have the least impact on ambulance services.
- Overall, it would have a lower impact on journeys to and from hospital:
- Fewer people would be impacted by going to a different hospital site.
- Fewer people would be impacted by longer journeys to and from hospital.
- Fewer patients would have to be transferred between sites if they needed to stay in hospital overnight.



It makes the best use of our financial resources

- It is the only option that is affordable – it would cost three times as much to make changes to the buildings at Scunthorpe General Hospital to bring services together there.
- Delivering the services at Diana Princess of Wales Hospital, Grimsby would allow us to make the changes within the financial resources that we have available and improve services far more quickly.

Benefits and impacts

We believe the proposal will:

- Help more patients to be seen and treated more quickly and stay in hospital for less time.
- Address critical shortages in workforce by organising our teams more effectively.
- Improve training and development opportunities and help us to find and keep the workforce we need for the future.
- Improve the quality of urgent and emergency care, trauma, and inpatient paediatric care and ensure patients have access to the most highly skilled professionals when needed, 24 hours a day, 7 days a week.
- Ensure services are sustainable, safe and of high quality for the long term.

Some patients, staff, families and loved ones would have increased travel times. Almost all those who will have to travel to a different hospital than their closest will do so via ambulance (e.g., trauma patients) or via free inter-hospital transport if they need to be admitted for a longer period of time or for more specialised care.

How to share views

A comprehensive programme of public consultation is being developed, which will include public exhibitions and events, online and face-to-face, where people will be able to learn more and tell us what they think.

Visit our website or contact us to find out more www.betterhospitalshumber.nhs.uk

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