

Healthier Communities Select Committee			
Title	Emergency services review: scoping paper	Item	9 Appendix F
Contributor	Overview and Scrutiny Manager		
Class	Open	Date	16 April 2013

1. Purpose of paper

The Overview and Scrutiny Committee has agreed that its select committees will carry out a review of emergency services in Lewisham. At its last meeting, the Committee resolved that the Healthier Communities Select Committee would be tasked with determining impact of the changes as they relate to health services in the borough. At its meeting on the 19th March 2013 the Committee requested that officers provide further information about how it might approach this task. This paper provides that information.

2. Recommendations

The Committee is asked to:

- consider the content of the report and decide what evidence it will require to carry out this review.
- note the draft timetable in section five and agree a timescale for the completion of the review.

3. Background

- 3.1 Significant changes are being implemented, or are planned, to the way in which emergency services are delivered across London. This includes the three local emergency services in Lewisham: Metropolitan Police, London Fire Brigade and the London Ambulance Service; and also the provision of accident and emergency services across South-East London.
- 3.2 At its meeting on 11 February 2013 the Overview and Scrutiny Committee considered a scoping report, which set out the terms of reference for a review into emergency services in Lewisham. At the meeting, it was decided that the review would be co-ordinated across all select committees. Members of the O&S Committee considered the proposed terms of reference and they agreed that the review would aim to:
- clarify the key policy initiatives and financial constraints impacting on emergency services locally
 - identify the local implications for services
 - consider the potential impact of any service changes
- 3.3 As part of the review, the Committee resolved that the Healthier Communities Select Committee would:
- Clarify the policy initiatives and financial circumstances impacting on the London Ambulance Service (LAS) and A&E provision in Lewisham
 - Identify the related impact on services and performance locally

- Consider the potential impact of any service changes

3.4 Therefore, the Healthier Communities Select Committee's contribution to the emergency services review could focus on clarifying the current position of LAS and Lewisham Healthcare NHS Trust and the related likely impact of any changes on services and performance locally.

4. London Ambulance Service

4.1 The London Ambulance Service (LAS) is a NHS Trust which provides service across London. It currently employs 4500-5000 people based at 70 ambulance stations and support offices across London. The emergency services they provide have historically been purchased by the 32 local Primary Care Trusts (PCT), with NHS North West London acting as the lead PCT Commissioner. From April 2013, their services will be now purchased by the local Clinical Commissioning Groups (CCG), with one cluster of CCGs in North London taking the lead in commissioning the service.

4.2 The Accident and Emergency service provided by the London Ambulance Service is divided into three operational areas, West, East and South. Lewisham is covered by the South operational area. Currently there are 28 ambulance stations in the South area, three of which are in Lewisham.

4.3 In 2011, The London Assembly carried out a strategic review of the future of the London Ambulance Service¹. It highlighted that demand is already higher for the LAS than other regional ambulance services, and the number of incidents attended by the LAS has increased 12 per cent in four years. The review also concluded that the organisation is being forced to make large budget reductions after a sustained period of growth. These will see the LAS lose almost a fifth of its current workforce in the next five years, including 560 frontline staff.

4.4 The London Assembly suggested that efficiencies could also be created for the LAS and the GLA Group by more joint working. The LAS and London Fire Brigade each have dozens of stations across the city; a small number of these are shared, but progress in delivering more shared stations has been very slow. They also found that The Metropolitan Police Service requests support from the LAS 100,000 times a year, but only rarely is this to respond to a life-threatening incident. By working more closely together, the police and the LAS could direct people to more appropriate sources of support."

4.5 On the 25th of January, The London Ambulance Service issued a statement, jointly with the lead commissioner of the service for London PCTs, NHS North West London, advising:

- "The London Ambulance Service is facing increasing levels of demand, with ambulance crews responding to 14 per cent more patients with life-threatening illnesses and injuries this year. Although a rise in demand was planned for, the increase is 3.2 per cent more than expected. "
- "Despite this, the Service is providing good levels of care to these patients, and is currently exceeding the national target of reaching 75 per cent of patients in life-threatening conditions in eight minutes."

¹ The future of the London Ambulance Service, a strategic review. December 2011, Health and Public Service Committee, London Assembly <http://www.london.gov.uk/moderngov/documents/s7465/LAS%20-%20a%20strategic%20review.pdf>

- “We have been working together to establish what capacity the Service needs to meet future increases in demand and maintain patient care. It is clear that the Service must work differently and more efficiently to make best use of the funding it receives; however, it has also been identified that more investment is needed to increase staffing levels.”
 - “We are currently considering what changes and investment are required for the next financial year to ensure more staff are available to respond to patients who need an emergency ambulance.”
- 4.6 At the Overview and Scrutiny meeting on the 11th of February, Graham Norton, Ambulance Operations Manger Lewisham, advised the Committee that the LAS was currently working through the potential impact, of the TSA proposals for change to A&E provision at the Lewisham hospital site, on their service provision. LAS is also working on improving peoples understanding of when it is appropriate to call an ambulance with pilot projects, to discuss symptoms and suggest alternative service provision over the phone, when appropriate, currently underway.
- 4.7 On the 31st of January 2013 the Secretary of State for Health decided that the Accident and Emergency Department at Lewisham hospital would be reduced in size, with the most urgent cases being taken to other hospital sites across South East London. It was also decided that Lewisham Healthcare NHS Trust would take over the management of the Queen Elizabeth Hospital, which is currently part of the South London Healthcare Trust which is being dissolved. Those decisions were based on the report and recommendations of the Trust Special Administrator (TSA), Matthew Kershaw, who had been charged with developing recommendations for dealing with the failing South London Healthcare NHS Trust, based in neighbouring boroughs.
- 4.8 Lewisham Council has issued an application for judicial review of the decisions of the Secretary of State for Health and the Trust Special Administrator in relation to the Lewisham Hospital A&E in the High Court and has already succeeded in delaying implementation of any changes to Lewisham Hospital. The Council is asking for the court to review the recommendations of the Trust Special Administrator (TSA) affecting Lewisham Hospital and the subsequent decision to accept those recommendations by the Secretary of State for Health.
- 4.9 The Council has also secured an undertaking that no service changes affecting Lewisham Hospital as a result of the Secretary of State’s decision will be implemented before the matter has been dealt with by the court.
- 4.10 Both Lewisham Healthcare NHS Trust and the London Ambulance Services are not yet Foundation Trusts, so from the 1st of April they will be working with the NHS Trust Delivery Agency (NHS TDA). The NHS TDA will provide governance and accountability for NHS Trusts in England and delivery of the foundation trust status.

5. Key lines of enquiry

- 5.1 The terms of reference for the review have been established by the Overview and Scrutiny Committee. The terms agreed for the Healthier Communities Select Committee are to:
- Clarify the policy initiatives and financial circumstances impacting on the London Ambulance Service and A&E provision in Lewisham
 - Identify the related impact on services and performance locally
 - Consider the potential impact of any service changes

- 5.2 These agreed terms of reference could be addressed by seeking answers to a set of key questions:

Perception

- How will people be reassured that they will continue to be safely treated at the most appropriate location?
- How will information about potential service changes be effectively communicated to people?
- How is information about the appropriate place to go to for healthcare needs effectively distributed and communicated?
- How will perception of proposed changes be effectively dealt with?
- How will the maternity proposals impact on emergency provision in relation to maternity circumstances
- Will the emergency maternity changes impact on routine ante natal care and patient choices in relation to ante natal care

Response

- Has modelling been carried out on patient flows and patient numbers across Lewisham A&E and other South East London A&Es to map expected service usage over coming years?
- Do neighbouring A&E services have the capacity to take on a potential increased number of patients from Lewisham?
- Could the proposed changes have a negative impact on A&E services across South East London, and particularly at neighbouring hospitals?
- Could the proposed changes have a negative impact in relation to maternity services provision across South East London?
- How might increased travelling to A&Es out of the borough impact on the LAS response times ?
- How are LAS responding to the proposed changes to Lewisham Hospital A&E in terms of service planning?

Partnership

- Would there be any impact on effective discharge planning and after care if a greater number of patients are treated outside of the borough in an emergency?
- How will work be undertaken to ensure effective working is developed with a range of hospitals in relation to discharge and ongoing care?
- Will the "outstanding" safeguarding procedures and partnership working currently in place be impacted by changes to the Lewisham hospital A&E?
- Will local commissioners be able to effectively influence service design and delivery in emergency care across a number of trusts in a number of neighbouring boroughs?

Travel

- What might be the travel implications for people travelling to A&E under their own steam?
- What would be the impact on traffic and congestion on the roads with people travelling further for services and to visit relatives?

Future

- How will the potential future population increases and demographic changes influence emergency service requirements and provision across the borough?
- Has future population growth been factored into service planning for the future?

- How might the current proposed changes influence the future sustainability of healthcare services at the hospital site and in the borough?

5. Timetable

The proposed timetable for the completion of this work is:

- 29 May 2013 - Evidence session
Alongside a relevant senior officer/clinician from Lewisham Healthcare NHS Trust, and Lewisham CCG, it is suggested that Graham Norton, Ambulance Operations Manager Lewisham be invited to attend the meeting.
- 19 June 2013 – potential second evidence session/discuss and agree recommendations
- 9 July 2013 – Discuss and Agree recommendations

6. Further implications

There are no legal, financial, sustainability, equalities or crime & disorder implications resulting from the implementation of the recommendation in this report, however, there may be implications arising from the review, these will be dealt with as part of the review.

If you have any questions about this report please contact Salena Mulhere (Overview and Scrutiny Manager) on 0208 314 3380