

Meeting of
Lanarkshire NHS Board
31st October 2007

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SUBJECT: REVIEW OF ACCIDENT AND EMERGENCY SERVICES

1. PURPOSE

This paper is to inform the Board of the current position in relation to the Review of A&E Services, as requested by the Cabinet Secretary and to request approval to reduce the number of scenarios to be included in the Options Scoring Event.

2. SUMMARY OF KEY ISSUES

2.1 Submission to Independent Scrutiny Panel

Following the Board meeting of 26th September 2007 a revised submission was made to the Independent Scrutiny Panel on 28th September 2007. The submission documentation is available on the NHS Lanarkshire web site or a hard copy can be made available on request.

2.2 Meeting with Independent Scrutiny Panel

The Chairman and Chief Executive attended a meeting with the Independent Scrutiny Panel on 10th October 2007 which did help to clarify a number of issues. The Panel formally submitted their interim comment which covered three areas in relation to the submission document, these were:

- i) Did the submission include all of the viable options?

In section 7 of the submission document the Board had posed a question as to whether it might be "more appropriate and ease the option appraisal, to progress with scrutiny and appraisal on fewer groupings". The Independent Scrutiny Panel indicated that they would be content to pursue this approach further.

ii) The strength of the submission.

The Panel identified what they considered to be the strengths of the submission, these were:

- The Board's submission did address the main points about A&E Services at Monklands Hospital which had been outlined by the Cabinet Secretary for Health and Wellbeing in her statement to the Scottish Parliament and in her letters to the Board
- This submission provided a valuable insight into the way the Board's strategy had developed during 2007 as a result of changes in the policy content and staffing issues
- The Panel identified that the appendices to the submission incorporated a public health perspective. They recognised that this responded to the Cabinet Secretary's comment that socio-economic deprivation in the Monkland's catchment area was an important factor in her decision
- Whilst the Panel considered the submission document to be lengthy and to have been written specifically for them rather than a wider audience, they welcomed the summary document and the glossary of terms which the Panel intend to use for the purpose of gathering views from local people

iii) Further work required

The Panel indicated that they considered that there were a number of areas of the document that would benefit from further work and requested information to be submitted by 26th October 2007. The areas were as follows:

- The Panel was pleased to note that the options outlined within the submission took account of public opinion voiced in 2005/06 regarding A&E Services at Monklands Hospital. However, the Panel wished to receive clarification as to how those public views had been considered, regarding the services that are required to support A&E on the Monklands site (such as intensive care, acute medicine, general surgery etc.) especially with regard to options A, B and C.
- Further clarification was sought regarding medical staff availability and staff recruitment.
- Further clarification is sought in regard to the arrangements for sub-specialisation.
- The Panel indicated that risk assessment described in the submission was potentially a very powerful piece of work but requested further clarification regarding the main risks and evidence upon which the judgements were based.
- Further interpretation was required in relation to the research literature evidence presented in the appendices.

- The Panel considered that the criteria agreed to measure non-financial aspects of the options, such as patient centredness, should have been more central to the submission. They indicated that little evidence of the benefits to patients had been presented.

A full detailed response is being prepared for the Independent Scrutiny Panel and it will be submitted to them by 26th October 2007.

Public Engagement by the Independent Scrutiny Panel

At the meeting on 10th October 2007 the Independent Scrutiny Panel were asked for an update on their plans for engaging with local people. They have now finalised these plans and have indicated they have been mindful of the Cabinet Secretary's expectations and also sought advice from the Scottish Health Council. They are proposing:

- Development of a web site which will help to raise awareness of their work. This will include minutes of meetings and contact details to allow people to get in touch with them. This is expected to be launched in the near future.
- To receive written submissions from patients, members of the public and others with an interest in the services affected by the proposals in each area. They will receive submissions until the end of November.
- To hold three meetings held in November throughout Lanarkshire – at Wishaw, East Kilbride and Airdrie. Dates for these are to be confirmed and it is intended that they will be held in the evening and arrangements advertised through the local press and a network of community groups.
- To identify a selection of community groups to attend the meetings, to initially speak during the first part of the meeting, outlining their views and concerns and then to have an open session with all other attendees. It is also their intention to have a pre-meeting with MSPs and local Council Leaders
- The Panel do not consider that it is necessary that the Board is represented on the panel.

We have responded that:

- We would welcome an explanation as to how information will be presented at each meeting
- We would welcome clarification as to the Panel's approach to stakeholders who may be dissatisfied with the process, or feel they have not had the opportunity to comment
- We have found the use of focus groups to be extremely successful in engaging with the public

One further issue raised was the need to ensure that the Panel engagement process with the public complied with Treasury Green Book guidelines. The Panel have indicated that they have not been tasked by the Scottish Government Health Department to undertake formal public consultation as it is considered the original consultation exercise undertaken for 'A Picture of Health' proposals was subject to extensive formal public consultation. We have also sought advice from the Scottish Government Health Department and PricewaterhouseCoopers and they have confirmed that the Green Book guidelines can be met by applying information from the 'A Picture of Health' consultation exercise to the current process together with the planned programme of engagement being undertaken by the Independent Scrutiny Panel.

2.4 Weighting and Scoring of Options

Invitations to participate in the weighting and scoring of the options have been issued to staff representatives and members of the public. The criteria weighting event, was held on 10th October and was considered to be extremely successful. The next step in the exercise will be to score the options. This will take place on 7th November at Hamilton Park Racecourse. Whilst Board members are not directly participating in the event, they would be welcome to attend as observers.

Integral to the scoring event is the provision of an evidence pack to participants. This is drawn from the submission made to the Independent Scrutiny Panel and the first draft was sent to the Panel on 16th October 2007. The Panel indicated that they did not have sufficient time to consider the document in as much detail as they would have liked but did provide initial comments. In addition they proposed the application of two tests to the evidence pack:

- firstly, that the information is presented in an accessible way and;
- secondly an assessment of the evidence that was presented in terms of quality and interpretation.

The comments made by the Panel covered the following areas:

- Volume of documents – they did consider the pack too large
- Clarity of language used – the Panel wish to exclude technical terms that are not in common usage
- Clarity of interpretation – further work was required
- Focus of the documents – wish to see improved focus on the key issues and removal of capital costs

Since receiving the comments, considerable work has been undertaken to take fully into account the comments of the Panel and a revised document was assembled to enable printing to be undertaken and to allow distribution of the pack to participants at least 7 days prior to the scoring event.

2.5 Reduction of Scenarios for Scoring

The potential reduction of scenarios has been discussed in various fora over recent weeks and was highlighted in the submission document sent to the Panel. Following the Panel's comments in relation to the draft evidence pack and after further discussion within the Corporate Management Team and the Project Group, it was considered that the removal of two scenarios was appropriate.

Scenario A is very similar to scenario B, but scenario A did not include any observation beds. Feedback from medical staff has indicated that it would be difficult to operate the Accident and Emergency Department without the ability to observe patients for a period to inform a decision about whether they needed to be admitted.

Scenario E is the same as Scenario G in terms of staffing and accommodation available at Monklands Hospital. However, scenario G will also allow the development of more sub-specialisms for certain patient groups which is in line with clinical best practice. This will include orthopaedics

In light of the above, the Board is requested to approve the removal of scenario A and scenario E from the scoring exercise.

2.6 Opportunity Costs

The Board weighted the criteria to be used for the assessment of opportunity costs at a seminar in September. Further work was undertaken during October involving a range of stakeholders to identify the priority order for investment in primary care developments. The outcome of these two events along with other expected service developments within NHS Lanarkshire has been made available to the Corporate Management Team and an exercise to rank the opportunity costs will be completed. The report of the Corporate Management Team event will be provided in a separate report to the Board.

3. OTHER ISSUES

The Independent Scrutiny Panel visited Monklands Hospital on 23rd October 2007 where they met a number of consultant staff and were shown a number of departments and the current site configuration of services.

A seminar has been arranged for the morning of 17th December 2007 in relation to risk assessment associated with the Review of Accident and Emergency services. This seminar will be a joint event with the Area Partnership Forum and the Area Clinical Forum and Board members are requested to note this event in their diary.

A number of events have been organised during late November/early December across NHS Lanarkshire for all staff, to provide an update on the Review of Accident and Emergency Services and to hear their views and proposals regarding future potential arrangements.

4. CONCLUSION

The Board is requested to note the current position in relation to the Review of Accident and Emergency Services.

The Board is requested to approve the removal of scenario A and scenario E from the Options Scoring exercise.

IAN A ROSS
DIRECTOR OF STRATEGIC IMPLEMENTATION
PERFORMANCE AND PLANNING
25th October 2007