



**HEALTH AND WELLBEING BOARD: 15 SEPTEMBER 2016**

**CHILDREN'S HEART SURGERY AT GLENFIELD HOSPITAL**

**JOINT REPORT OF THE CHIEF EXECUTIVE AND THE DIRECTOR  
OF PUBLIC HEALTH**

**PART A**

**Purpose of the Report**

1. The purpose of this report is to give the Health and Wellbeing Board an update on local activity undertaken since NHS England announced its intention to cease the commissioning of children's heart surgery at Glenfield Hospital and to outline the next steps.

**Links to the Local Health and Care System.**

2. The announcement made by NHS England will have implications on the wider health and care economy of Leicester, Leicestershire and Rutland, as well as the East Midlands as a whole.

**Recommendations**

3. The Health and Wellbeing Board is recommended to:-
  - (a) Note the local activity undertaken since NHS England announced its intention to cease the commissioning of children's heart surgery at Glenfield Hospital and the proposed next steps;
  - (b) Provide any comments or views to be considered by the Leicestershire, Leicester and Rutland Joint Health Scrutiny Committee when it meets to discuss the matter.

**Policy Framework and Previous Decisions**

4. The Health and Wellbeing Board at its meeting on 7 July 2016 was made aware that an announcement regarding the intention to cease the commissioning of children's heart surgery at Glenfield Hospital would be made by NHS England and proposed that an urgent item be added to the agenda for the meeting of the Cabinet on 18 July.
5. At its meeting on 18 August 2016, Leicester City Health and Wellbeing Board received a briefing on NHS England's proposals for the future provision of

congenital heart disease services, with particular reference to University Hospitals of Leicester NHS Trust. Mr White, Chairman of this Board, was invited to attend the meeting and representative from NHS England were also present to answer questions.

### **Background**

6. The East Midlands Congenital Heart Centre at the Glenfield Hospital provides comprehensive care including heart surgery for patients of all ages. It is one of only ten centres in England and Wales offering heart surgery to children.
7. Children's Congenital Heart services in England have been subject to continued national scrutiny since the Kennedy Report (2001) into unexpected deaths after heart surgery at the Bristol Royal Infirmary. The most notable of these was the Safe and Sustainable Review into Children's Heart Services (2012). The report produced service standards and a configuration of services which would ultimately lead to the closure of congenital heart surgical services at centres at the Brompton Hospital London, Leeds and Leicester.
8. This decision was successfully challenged by the Leicester, Leicestershire and Rutland Joint Health Overview and Scrutiny Committee and the Health Overview and Scrutiny Committee for Lincolnshire. Following this, an Independent Reconfiguration Panel Review (2013) was established which recommended to the Secretary of State that the decisions made by the Safe and Sustainable Review should not be accepted and that a judicial review found certain aspects of the decision making process unlawful.

### **New Congenital Cardiac Review**

9. NHS England took over responsibility for commissioning congenital cardiac services from 1st April 2013 and launched the New Congenital Cardiac Review. The New Review had the following aims:-
  - Securing the best outcomes for all patients;
  - Tackling variation; and
  - Improving patient experience.
10. The New Review resulted in the establishment of around 200 standards and service specifications for children's and adults' services which were accepted by the NHS England Board in July 2015. These standards were applied from April 2016 with up to a five-year trajectory to full compliance.
11. The key standards to be achieved by 2021 include: providers must have at least four congenital cardiac surgeons working in their teams to ensure that there is cover 24 hours a day, every day (a standard of three surgeons was required with immediate effect); each of those surgeons should perform a minimum of 125 surgical procedures a year to ensure that skills and standards are maintained and improved, and; have children and adult services co-located to ensure effective transition for patients and shared skills.

12. In 2015 hospital trusts providing Congenital Heart Disease services were asked to assess themselves against the standards and report back on their plans to meet them within the set time frames. As a result of these assessments and, following further verification with providers NHS England intends, subject to the necessary engagement and service change processes, to take action to ensure that a good quality, sustainable service is in place across the country.
13. For the Children's Congenital Heart Unit at the Glenfield Hospital, the intention of NHS England is, subject to consultation with the relevant trusts and, if appropriate, the wider public, to work with UHL to safely transfer Congenital Heart Disease surgical and interventional cardiology services to appropriate alternative hospitals. In the announcement made by NHS England, it is stated that UHL does not meet the standards and is extremely unlikely to be able to do so.
14. Specialist medical services, excluding surgery or interventional cardiology, may be provided at Leicester as part of a wider network but only if it is considered to offer improved local access and additional needed capacity.

#### Recent Local Activity

15. NHS England announced its intention to decommission children's heart surgery from the Glenfield Hospital in a press release issued on 7 July. A report outlining the reasons for this decision was made publicly available on 15 July and is available via <https://www.england.nhs.uk/commissioning/spec-services/npc-crg/chd/>
16. A letter has been sent from the Chief Executive of UHL to NHS England stating that that the East Midlands Congenital Heart Centre at the Glenfield Hospital has made excellent progress over the last 18 months through the leadership of its clinicians, the energy and efforts of the whole Congenital Heart Disease Team, the support of charities and the closer integration of partner organisations. UHL has expanded bed numbers, improved outcomes, invested in staffing, created a new adolescent unit and has briefed architects to create a new single site children's hospital which will both meet the co-location standard and provide a wonderful new environment for the care of all UHL's younger patients.
17. The letter also clarifies that UHL rejects NHS England's stated intention to cease commissioning a Specialist Surgical Centre for Congenital Heart Disease services from UHL and that UHL will use all the means at its disposal to reverse this intention.
18. Following the meeting of the Leicester City Health and Wellbeing Board, Mr White and Cllr Palmer, Chairman of the Leicester City Health and Wellbeing Board, are planning to co-author an open letter setting out their complete support for the East Midlands Congenital Heart Centre based at Glenfield Hospital in Leicester, and giving a local voice to the dismay and anger that

has been felt in Leicestershire since NHS England stated its intention to cease commissioning children's heart surgery from the Centre. This report will be circulated to Board members once it's available.

### Next Steps

19. The Leicestershire, Leicester and Rutland Joint Health Overview and Scrutiny Committee will meet in due course to hear representations from both NHS England and the University Hospitals of Leicester. This will enable the Committee to identify what further information it needs to respond to the proposed public consultation.
20. NHS England has committed to public consultation on its proposals for change in relation to Leicester and other congenital heart disease providers. This will be for a period of 12 weeks, and will be led nationally with regional support. Prior to the launch of public consultation, NHS England will undertake engagement with the Trust, local authorities, patient groups and other stakeholders. Pre-consultation engagement will include an assessment of the potential impact on other services within the Trust in the event that the proposals are approved.
21. At the meeting of Leicester City's Health and Wellbeing Board on 18 August, members were made aware that NHS England is planning to undertake national reviews of both Paediatric Intensive Care Services and ECMO (extra Corporeal Membrane Oxygenation). The Joint Health Overview and Scrutiny Committee will seek further clarification on the scope and timescales of these reviews when it meets.

### Timescale

22. Subject to advice from Overview and Scrutiny Committees and others during the pre-consultation engagement, NHS England's high level timetable is as follows:
  - Pre-consultation engagement: this has now started
  - Public consultation: up to 12 weeks, starting in the autumn (date to be confirmed following pre-consultation engagement)
  - Written six months' notification to providers of potential decommissioning of their services from April 2017, subject to the outcome of public consultation: 30 September 2016
  - Review of the outcome of consultation: January /February 2017
  - Final decisions: March/April 2017
  - Implementation of the final decisions: April 2017 onwards (with an appropriate transition plan for patients and staff).

### Conclusion

23. The announcement made by NHS England to cease commissioning children's heart surgery from the Glenfield Hospital is clearly very disappointing to UHL and likely to have an impact on the wider health and care economy.

24. It is recognised that those members of the Health and Wellbeing Board who are not elected members may feel some difficulty in agreeing the position taken by the Chairman of the Board. However, given the significance of the matter it was thought that all Board Members should be made aware of local activity, in particular the open letter from Mr White and Cllr Palmer.

### **Resource Implications**

25. The impact of the intention to cease commissioning children's heart surgery at Glenfield Hospital on the wider health and care economy is not yet known but will form part of the report to the Leicestershire, Leicester and Rutland Health Overview and Scrutiny Committee.

### **Circulation under the Local Issues Alert Procedure**

26. None

### **Background Papers**

Press Release from NHS England issued 8 July 2016 - <https://www.england.nhs.uk/2016/07/chd-future/>

Proposed National Standards and Service Specifications for Congenital Heart Disease Services: Equality Analysis - <http://ow.ly/Pzln3027Mqx>

Report to Leicestershire County Council Cabinet on 18 July 2016  
<http://politics.leics.gov.uk/documents/b10260/Childrens%20Heart%20Surgery%20at%20Glenfield%20Hospital%20Monday%2018-Jul-2016%2014.00%20Cabinet.pdf?T=9>

Report to Leicester City Health and Wellbeing Board on 18 August 2016  
<http://www.cabinet.leicester.gov.uk/documents/s78090/LEICESTER%20CITY%20HEALTH%20AND%20WELLBEING%20BOARD.pdf>

### **Equality and Human Rights Implications**

27. NHS England undertook an equality analysis of the standards and service specifications for Congenital Heart Disease and found that they could help improve the way in which services are delivered to all those with Congenital Heart Disease, including those in protected groups.
28. The equalities issues at organisational level were not considered in this analysis as it is the obligation of providers of services to assess and manage equalities issues that arise in relation to their service provision and any proposed change to that provision.

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