

MEDWAY COUNCIL

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Health Overview and Scrutiny

Assessment of whether or not a proposal for the development of the health service or a variation in the provision of the health service in Medway is substantial

A brief outline of the proposal with reasons for the change

Kent and Medway Maternity Transformation

Commissioning Body and contact details:

NHS Medway CCG, 50 Pembroke Court, Chatham Maritime, Kent ME4 4EL.
Officer contact: Michael Griffiths, michael.griffiths@medway.gov.uk

Current/prospective Provider(s):

Medway Foundation Trust

Outline of proposal with reasons:

A number of recently published national documents recognise the importance of maternity services providing safer, more personalised care which is based around an individual woman's needs. The report stemming from the national maternity review, *Better Births* (NHS England, 2016), recommends that providers and commissioners work together in Local Maternity Systems (LMS) to implement the changes to maternity services that will be required.

Better Births sets out a vision for safe and efficient models of maternity care: safer care, joined up across disciplines, reflecting women's choices and offering continuity of care along the pathway.

The Kent and Medway Local Maternity System (K&M LMS) was established in December 2016.

The Kent and Medway LMS is required to create and submit a Better Births Transformation plan to NHS England by 31st October 2017, and is currently working to finalise this plan. The plan will address the recommendations outlined in the Better Births publication, and will identify how services across Medway and Kent can work more effectively together to develop consistency and improve quality of care and patient outcomes.

Intended decision date and deadline for comments (The Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 require the local authority to be notified of the date when it

is intended to make a decision as to whether to proceed with any proposal for a substantial service development or variation and the deadline for Overview and Scrutiny comments to be submitted. These dates should be published.

NHS England requires Local Maternity Systems to develop and submit a Maternity Transformation Plan by 31st October 2017.

It is envisaged that the process of developing the plan will continue to be an iterative one following the 31st October deadline, and that further consultation and discussion with a range of stakeholders will inform future developments.

Alignment with the Medway Joint Health and Wellbeing Strategy (JHWBS).

Please explain below how the proposal will contribute to delivery of the priority themes and actions set out in Medway's JHWBS and:

- how the proposed reconfiguration will reduce health inequalities and
- promote new or enhanced integrated working between health and social care and/or other health related services

The new service will support three of the five H&WB Strategy strategic themes

- Give every child a good start
- Improve physical and mental health and wellbeing
- Reduce health inequalities

The move towards a single maternity system across Kent and Medway will mean that there is a greater level of consistency for maternity services across Kent and Medway. The transformation plan will also address the recommendations within the national maternity review report, Better Births, and will help to further improve the quality of local maternity provision.

Developing strong joined up working with a range of allied health professionals and stakeholders will enable maternity services across Medway and Kent to be better placed to influence change and improve outcomes for women, families and babies.

Please provide evidence that the proposal meets the Government's four tests for reconfigurations (introduced in the NHS Operating Framework 2010-2011):

Test 1 - Strong public and patient engagement

- (i) Have patients and the public been involved in planning and developing the proposal?
- (ii) List the groups and stakeholders that have been consulted
- (iii) Has there been engagement with Medway Healthwatch?
- (iv) What has been the outcome of the consultation?
- (v) Weight given to patient, public and stakeholder views

(i) Have patients and the public been involved in planning and developing the proposal?

The timescales for development of the LMS maternity transformation plan have been challenging for commissioners, particularly as the plan includes representatives from all eight Medway and Kent CCGs and a range of practitioners throughout the area.

As such, there has been insufficient time to develop the plan in partnership with members of the public at this point. Prior to submission of the Better Births Transformation plan, members of the public will be consulted, and the views of patients will be built into developments throughout the future life of the plan.

(ii) List the groups and stakeholders that have been consulted

The Kent and Medway Local Maternity System is comprised of members from the following areas:

- Health Visiting
- Midwifery
- Obstetricians
- Public Health
- Commissioners
- South East Clinical Network Maternity Programme Lead
- South East Clinical Network Maternity Lead

Patient views will be gathered before the Better Births Transformation plan is finalised and submitted to NHS England.

(iii) Has there been engagement with Medway Healthwatch?

Medway Healthwatch have been approached to offer advice and support in relation to how patients can be engaged in this process and how the LMS can establish a Maternity Voice Partnership to represent the views of stakeholders.

(iv) What has been the outcome of the consultation?

The Better Births Transformation plan is the result of provider and commissioner engagement thus far, and will be reviewed and refined through further work up and consultation.

(v) Weight given to patient, public and stakeholder views

N/A at this stage

Test 2 - Consistency with current and prospective need for patient choice

The summary of the report of the National Maternity Review, provided by the Royal College of Midwives, identifies seven key themes emerging from the national review. The first of these themes is 'personalised care', which by its very nature focuses heavily on patient choice.

Recommendations outlined in the Better Births report, which the Kent and Medway LMS transformation plan will address include the following:

- Women develop a personalised care plan, with their midwife, which sets out decisions about her care and is updated as her pregnancy progresses. This should apply to all women by 2020.
- In making their decisions and developing the care plan, women receive unbiased information via their own digital maternity tool about the latest evidence, an assessment of their needs and what services are available locally.
- Women should be able to choose the provider of their antenatal, intrapartum and postnatal care and be in control of exercising these choices through their own NHS Personal Maternity Care Budget.
- Women are able to fully discuss the benefits and risks associated with the different options for place and type of birth.
- CCGs make available maternity services that offer the options of birth at home, in a midwifery unit or at hospital.

As such, the need for patient choice is clearly represented in the proposal.

Test 3 - A clear clinical evidence base

- (i) Is there evidence to show the change will deliver the same or better clinical outcomes for patients?
- (ii) Will any groups be less well off?
- (iii) Will the proposal contribute to achievement of national and local priorities/targets?

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The national maternity review, and the subsequent recommendations and plans that arise as a result of it, are based on sound clinical evidence. The review's workstreams and main sources of evidence were:

- An assessment of the quality of care of maternity services in England, led by Dr Bill Kirkup.
- A review by the National Perinatal Epidemiological Unit of evidence relating to safety of place of birth, the effectiveness of 24/7 consultant labour ward presence, the factors which influence women's choice of planned place of birth and evidence about international maternity services.
- Lessons from the Morecambe Bay investigation.

- (ii) Will any groups be less well off?

Work to transform maternity services is aimed to be a service improvement for all women and their families, and it is not envisaged that any patient groups will be less well off.

- (iii) Will the proposal contribute to achievement of national and local priorities/targets?

Work to transform maternity services is a direct result of the national review of maternity services and fully supports this agenda. In addition, priorities from local areas will be included in the Kent and Medway Better Births Transformation Plan, and the phased implementation of the plan will support locally agreed priorities.

Test 4 - Evidence of support for proposals from clinical commissioners – please include commentary specifically on patient safety

The Kent and Medway Better Births Transformation Plan is being jointly led by clinicians and clinical commissioners throughout the area. The Kent and Medway Local Maternity System is chaired by a clinical commissioner and has direct links to the Kent and Medway Sustainability and Transformation Plan Board and NHS England.

Patient safety is at the heart of the transformation of maternity services and is a key theme summarised by the Royal College of Midwives; one of the key drivers for the national maternity review was the failings and subsequent independent review of maternity and neonatal care at Morecambe Bay (University Hospitals Morecambe Bay NHS Foundation Trust).

Effect on access to services

- (a) The number of patients likely to be affected
- (b) Will a service be withdrawn from any patients?
- (c) Will new services be available to patients?
- (d) Will patients and carers experience a change in the way they access services (ie changes to travel or times of the day)?

- (a) The number of patients likely to be affected

The number of live births across Kent and Medway was 19,705 in 2015 and this is a good proxy for the numbers of patients that will be affected by changes to maternity services.

The Kent and Medway population is set to grow rapidly and surpass Office of National Statistics (ONS) predictions, partly as a result of ambitious housing expansions planned throughout the STP footprint. The Kent and Medway Growth Infrastructure Framework (KMGIF) has predicted 188,200 new homes and 414,000 more people (by 2031). This will increase the numbers of future patients impacted by changes to maternity services throughout the region.

(b) Will a service be withdrawn from any patients?

The changes are about reconfiguration and remodelling service provision. All women will still receive NHS maternity care.

(c) Will new services be available to patients?

As a result of the recommendations made to providers, commissioners and to the wider NHS, it is likely that the shape and methods of service delivery will change, with increases in patient choice being offered. The Kent and Medway Better Births Implementation plan is in its formative stages and it is too early to state how service provision will change – however it is possible that there will be new services that patients can access throughout their maternity care.

(d) Will patients and carers experience a change in the way they access services (ie changes to travel or times of the day)?

As a result of the recommendations made to providers, commissioners and to the wider NHS, it is likely that the shape and methods of service delivery will change, with increases in patient choice being offered. The Kent and Medway Better Births Implementation plan is in its formative stages and it is too early to state how service provision will change. It is possible that service reconfiguration will lead to changes in the way that maternity services are accessed, for example by an increase in home births in the future.

Demographic assumptions

(a) What demographic projections have been taken into account in formulating the proposals?

(b) What are the implications for future patient flows and catchment areas for the service?

(a) What demographic projections have been taken into account in formulating the proposals?

The Kent and Medway Better Births Transformation Plan contains a number of detailed demographic projections, and takes account of trends in different areas of Medway.

In addition to whole population projections outlined above, figures from the Office of National Statistics illustrate the projected population increase for females aged 15 – 44 are also taken account of in the plan. The increase in population for women aged 15 – 44 is from 55,235 (2014) to 62,460 (2039).

(b) What are the implications for future patient flows and catchment areas for the service?

These projections will help to identify requirements for future service provision and will allow commissioners to give thought to issues that may arise in

relation to workforce availability and capacity.

In 2016, the Royal College of Midwives released the “State of Maternity Services” report. This report identified a number of areas of risk for maternity services, focusing on national issues of capacity in maternity services. The report highlighted that the take up of student midwife places has been fewer than the number of places that were commissioned annually since 2013/14, and that the midwifery workforce is an ageing one; one in three midwives in England (33%) are now in their fifties or sixties. This will be a key area of focus in relation to long term planning for maternity services, and will form a part of the work of the Local Maternity System.

Diversity Impact

Please set out details of your diversity impact assessment for the proposal and any action proposed to mitigate negative impact on any specific groups of people in Medway?

A diversity impact assessment has not yet been undertaken in relation to this work – the exact nature of any change is not yet known.

Maternity services are a universal service for all pregnant women, and as such the positive changes will be of benefit to all groups. Commissioners are aware of patient groups for whom there can be difficulties relating to access and uptake of services, and plans will be made to ensure that such issues are identified and addressed, once the detail of the change proposals are further developed.

Financial Sustainability

- (a) Will the change generate a significant increase or decrease in demand for a service?
- (b) To what extent is this proposal driven by financial implications? (For example the need to make efficiency savings)
- (c) What would be the impact of ‘no change’?

- (a) Will the change generate a significant increase or decrease in demand for a service?

It is not envisaged that changes to maternity services will lead to an increase in the demand for future service provision.

- (b) To what extent is this proposal driven by financial implications? (For example the need to make efficiency savings)

Although a key element of the national maternity report relates to fairness in the payment system for maternity services, the transformation of maternity services is not driven by the need to make financial savings.

- (c) What would be the impact of ‘no change’?

Maternity services across Kent and Medway are generally good, and Maternity services delivered by Medway Foundation Trust were recently inspected by the Care Quality Commission and judged to be 'good'.

'No change' would maintain the current position in relation to the delivery of maternity services, but would forego the opportunity to make systemic and transformational improvements to the care that is provided to women throughout their pregnancies, and would not allow maternity services across Kent and Medway to become more consistently aligned.

Wider Infrastructure

- (a) What infrastructure will be available to support the redesigned or reconfigured service?
- (b) Please comment on transport implications in the context of sustainability and access

(a) What infrastructure will be available to support the redesigned or reconfigured service?

It is not envisaged that the redesigned service will require any change to the existing physical infrastructure.

(b) Please comment on transport implications in the context of sustainability and access

Depending on the discussions that take place at the Local Maternity System, and their translation into the Kent and Medway Better Births Transformation Plan, there may be some way that services across Kent and Medway can provide specialist services within the County for some interventions that currently require treatment at a tertiary centre in London.

Is there any other information you feel the Committee should consider?

No

Please state whether or not you consider this proposal to be substantial, thereby generating a statutory requirement to consult with Overview and Scrutiny

At this juncture, commissioners do not consider this variation to be substantial.

The extent to which this proposal generates significant change to the current system of service provision will depend on the outcome of further planning and discussion by the Kent and Medway Local Maternity System.

The proposed transformation of maternity services covers many areas of

service delivery, and aims to ensure that services are provided in line with the recommendations from the national maternity review.

There is no proposal to withdraw or significantly change service delivery at this point in time, and the fullness of the changes that will arise as a result of the transformation work are likely to be embedded over a number of years.