

Bundle Board Meeting 29 August 2019

Agenda attachments

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- 5 Review of the Meeting
- 6 Date and Time of Next Meeting
 - Thursday, 26 September 2019 at 1.00pm*
 - Nant Fawr 1, 2 and 3, Ground Floor, Woodland House, Heath, Cardiff*

**CARDIFF AND VALE UNIVERSITY HEALTH BOARD
SPECIAL BOARD MEETING
To be held on 29TH AUGUST 2019 at 12.30p.m.**

WOODLAND HOUSE, GROUND FLOOR, NANT FAWR 1, 2 & 3 HEATH

AGENDA

1	Welcome & Introductions	Charles Janczewski
2	Apologies for Absence	Charles Janczewski
3	Declarations of Interest	Charles Janczewski
4	Items for Approval/Ratification	
4.1	Thoracic Surgery	Len Richards
5	Review of the Meeting	
6	Date and time of next Meeting	
	Thursday 26 September 2019 at 1.00pm Woodlands House, Ground Floor, Nant Fawr 1, 2 and 3	

To consider a resolution that representatives of the press and other members of the public be excluded from the remainder of this meeting having regard to the confidential nature of the business to be transacted, publicity on which would be prejudicial to the public interest [Section 1(2) Public Bodies (Admission to Meetings) Act 1960].

		Agenda Item	2.1
Meeting Title	Joint Committee	Meeting Date	23/07/2019
Report Title	Adult Thoracic Surgery for South Wales – Consultant workforce		
Author (Job title)	Director of Planning		
Executive Lead (Job title)	Managing Director	Public / In Committee	Public

Purpose	<ul style="list-style-type: none"> To summarise for members the outstanding issues from the November 2018 Joint Committee meeting regarding the single site model for thoracic surgery based at Morriston Hospital, Swansea and the progress in addressing those issues. To make recommendations regarding the future thoracic surgery consultant workforce model and emergency thoracic surgery cover for the Major Trauma Centre (MTC). 			
RATIFY <input type="checkbox"/>	APPROVE <input type="checkbox"/>	SUPPORT <input checked="" type="checkbox"/>	ASSURE <input type="checkbox"/>	INFORM <input checked="" type="checkbox"/>

Sub Group /Committee	Corporate Directors Group Board	Meeting Date	08/07/2019
Recommendation(s)	<p>Members are asked to:</p> <ul style="list-style-type: none"> Note the work that has been undertaken by the medical directors of CVUHB and SBUHB as well as the WHSS Team to develop workforce proposals for the consultant thoracic surgical service; Support the appointment of an additional consultant thoracic surgeon, funded through the MTC work stream, to support implementation of the MTC from April 2020 initially on an interim basis, pending clarity of the level of need; Support the allocation of funding for an additional two consultant surgeons (in addition to the existing establishment of six) from the MTC business case when the new single centre at Morriston Hospital is opened – the funding release for which will be dependent on consideration by the Joint Committee of the real world experience of the MTC, updated activity figures, a clearer understanding of the strategic issues highlighted above and the formal 		



	<p>professional advice of the SCTC on emergency cover for major trauma centres;</p> <ul style="list-style-type: none"> • Note the information set out in the May Joint Committee paper which provided assurance around the caveats identified by the affected health boards and the requirement for a report on the lessons learned from the engagement and consultation exercises; and • Support the recommendations going forward to the six affected health boards and agree that they be asked to confirm their unconditional approval for a single adult Thoracic Surgery Centre based at Morriston Hospital, Swansea.
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Considerations within the report (tick as appropriate)

Strategic Objective(s)	YES	NO	Link to Integrated Commissioning Plan	YES	NO	Health and Care Standards	YES	NO
	✓			✓			✓	
Principles of Prudent Healthcare	YES	NO	Institute for HealthCare Improvement Triple Aim	YES	NO	Quality, Safety & Patient Experience	YES	NO
	✓			✓			✓	
Resources Implications	YES	NO	Risk and Assurance	YES	NO	Evidence Base	YES	NO
	✓			✓			✓	
Equality and Diversity	YES	NO	Population Health	YES	NO	Legal Implications	YES	NO
		✓		✓			✓	

1.0 SITUATION

At an extra-ordinary meeting held on 28 June 2019, the Joint Committee received a paper that addressed the brief agreed at the meeting held in May 2019. This was for the WHSSC Team to develop a commissioning proposal which would provide the Joint Committee with additional information and clarification, building on the work of the CVUHB and SBUHB medical directors, enabling members to make a decision regarding future consultant work force planning for thoracic surgery services when they are located at a single site at Morriston Hospital, Swansea.

However, after protracted discussion and careful consideration, members proposed two alternative motions that were voted on but neither motion achieved the required two-thirds majority to succeed. Members agreed that the Managing Director of WHSSC would seek advice from Welsh Government on next steps. This latest paper therefore takes into consideration the discussion at the previous meeting and advice from Welsh Government and seeks to present recommendations that reflect much of the common ground between the differing views of members and commences by reflecting on the matters presented at the May and June meetings.

Additionally it should be noted that a requirement was identified in the November 2018 meeting that the above issue, as well as assurance around the caveats identified by the affected health boards and the requirement for a report on the lessons learned from the engagement and consultation exercises (*Report attached as Appendix A for ease of reference*), should be formally considered by the Joint Committee to allow a recommendation to be made to the six affected health boards in order that they can confirm their unconditional approval for a single adult Thoracic Surgery Centre based at Morriston Hospital, Swansea. Details regarding these other issues can be found in the table attached as Appendix B for ease of reference, which was considered by the Joint Committee in May 2019.

2.0 BACKGROUND

At the May meeting the Joint Committee was presented with a workforce proposal for consultant thoracic surgeons developed by the medical directors of CVUHB and SBUHB (*Proposal attached as Appendix C for ease of reference*). The Joint Committee, however, requested that the WHSS Team undertake further work to provide additional information and clarification regarding the work force model for thoracic surgery for consideration at the June meeting to enable members to take a decision. This additional information (*which can be found in Appendices D, E and F*) was considered, however members could not achieve the necessary two-thirds majority to reach a decision; therefore the WHSSC Managing Director was asked to seek advice from Welsh Government.

3.0 ASSESSMENT

3.1 Advice from Welsh Government

Following the June meeting advice on the next steps was sought from Welsh Government representatives. They indicated that it was their expectation that the recommendation to the six affected health boards would go through normal WHSSC processes and therefore the matter would need be reconsidered at the next Joint Committee meeting. They confirmed that they expected Joint Committee members to ensure that in coming to a recommendation they balanced the risks and benefits to the wider population of south and mid Wales. They also stated that they recognised the challenge of implementing two major service changes in similar timescales and confirmed that they supported consideration of the appointment of additional consultant thoracic surgical staff for the new MTC through the MTC business case. This arrangement would need to be closely monitored by WHSSC and kept under review as part of the developments of both the major trauma network and the final thoracic surgery provision.

3.2 Key points of discussion at June 2019 meeting

There was consensus at the June Joint Committee meeting that the appointment of an additional (fourth) consultant surgeon, at the University Hospital of Wales, prior to the opening of the MTC in 2020 would be important in supporting the establishment the new major trauma service. This post has subsequently been included in the MTC business case submitted to the MTN Programme Board.

There was disagreement on the optimal number of consultant surgeons to support the new single centre based at Morriston Hospital, Swansea when it opens, which is anticipated to be in around two years' time. The recommendation from the CVUHB and SBUHB medical directors is that eight surgeons are needed; however work undertaken by the WHSS Team using current activity data, taking into account a 20% increase in activity, benchmarking and external advice, is that approximately, six surgeons are needed. This discrepancy appears to have arisen because of uncertainty regarding future strategic challenges and was reflected in differing views amongst committee members on the optimal number of surgeons to support the single centre.

3.3. Conclusion

Building on the consensus regarding the additional (fourth) post, to support the opening of the MTC, and the content of the letter from Dr Andrew Goodall, NHS Wales Chief Executive, funding for the post within the MTC business case should be approved for 12 months. This appointment would need to be subject to an ongoing evaluation and extended if necessary. Also during this time the two thoracic centres would develop plans to work together developing a single emergency rota. The cost of the locum appointment is estimated to be

£135,000 based on £125,000 salary (including associated on costs) and would be funded from the MTC work stream.

Because of the uncertainty regarding the future consultant workforce requirements for the single thoracic surgery unit at Moriston Hospital, it is proposed that additional funding for two posts is allocated with the MTC business case when it is considered in September 2019. This would be in addition to the existing establishment of six posts. However funding release is dependent on an ongoing review of the real world experience from the MTC, updated activity figures, a clearer understanding of the strategic issues highlighted above and the formal professional advice of the SCTC on emergency cover for major trauma centres. This will ensure that a fully informed recommendation can be brought back to the Joint Committee well in advance of the move to a single site and that the new centre opens with the right number of consultant thoracic surgeons to ensure a safe and sustainable service.

4.0 RECOMMENDATIONS

Members are asked to:

- **Note** the work that has been undertaken by the medical directors of CVUHB and SBUHB as well as the WHSS Team to develop workforce proposals for the consultant thoracic surgical service;
- **Support** the appointment of an additional consultant thoracic surgeon, funded through the MTC work stream, to support implementation of the MTC from April 2020 initially on an interim basis, pending clarity of the level of need;
- **Support** the allocation of funding for an additional two consultant surgeons (in addition to the existing establishment of six) from the MTC business case when the new single centre at Morriston Hospital is opened – the funding release for which will be dependent on consideration by the Joint Committee of the real world experience of the MTC, updated activity figures, a clearer understanding of the strategic issues highlighted above and the formal professional advice of the SCTC on emergency cover for major trauma centres.
- **Note** the information set out in the May Joint Committee paper which provided assurance around the caveats identified by the affected health boards and the requirement for a report on the lessons learned from the engagement and consultation exercises; and
- **Support** the recommendations going forward to the six affected health boards and agree that they be asked to confirm their unconditional approval for a single adult Thoracic Surgery Centre based at Morriston Hospital, Swansea.

5.0 APPENDICES / ANNEXES

Appendix A	Thoracic Surgery Post Public Consultation Lessons Learned Report
Appendix B	Arrangements for addressing the additional assurances requested by Health Boards
Appendix C	Consultant workforce arrangements suggested by the medical directors of SBUHB and CVUHB
Appendix D	Detailed workforce planning document
Appendix E	Comments received on draft workforce planning document and WHSSC responses
Appendix F	Notes from the discussion with external expert panel

Link to Healthcare Objectives		
Strategic Objective(s)	Development of the Plan Implementation of the Plan Governance and Assurance	
Link to Integrated Commissioning Plan	Re-configuration of existing service	
Health and Care Standards	Safe Care Effective Care Timely Care	
Principles of Prudent Healthcare	Public & professionals are equal partners through co-production Care for Those with the greatest health need first Reduce inappropriate variation	
Institute for HealthCare Improvement Triple Aim	Improving Patient Experience (including quality and Satisfaction) Improving Health of Populations Choose an item.	
Organisational Implications		
Quality, Safety & Patient Experience		
Resources Implications		
Risk and Assurance		
Evidence Base		
Equality and Diversity		
Population Health		
Legal Implications		
Report History:		
Presented at:	Date	Brief Summary of Outcome
Corporate Directors Group Board	08 July 2019	Reviewed and approved
Choose an item.		



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Arbenigol Cymru (PGIAC)
Welsh Health Specialised
Services Committee (WHSSC)

Thoracic Surgery Public Engagement & Consultation

A Review of the conduct of the project and key lessons learned

Paul Williams (Cwm Taf LHB - Welsh Health Specialised Services Committee)

Abstract: This document provides an overview of the delivery of a formal public consultation on the location of adult thoracic surgery services for the population of South Wales together with a description of the lessons learned during the conduct of the project.

Project Title:	Thoracic Surgery Public Consultation
Program Title:	Provision of Adult Thoracic Surgery in South Wales
Author:	Assistant Planning Manager WHSSC
Report Title	Review of the conduct of the project and key lessons learnt
Brief description of context	<p>WHSSC is a Joint Committee of the seven Local Health Boards (LHBs) in Wales. The seven LHBs are responsible for meeting the health needs of their resident population, and have delegated the responsibility for commissioning a range of specialised services to WHSSC.</p> <p>Specialised services generally have a high unit cost as a result of the nature of the treatments involved. They are a complex and costly element of patient care and are usually provided by the NHS. The particular features of specialised services, such as the relatively small number of centres and the unpredictable nature of activity, require robust planning and assurance arrangements to be in place to make the best use of scarce resources and to reduce risk. Specialised services have to treat a certain number of patients per year in order to remain sustainable, viable and safe. This also ensures that care is both clinically and cost effective.</p> <p>Thoracic surgery is one of the specialised services that WHSSC commissions for the people of Wales. For patients living in North Wales this service is provided by Liverpool Heart and Chest Hospital NHS Foundation Trust. This is one of the largest thoracic surgical centres in the United Kingdom, with six consultant surgeons, serving a catchment area that spans across the north west of England and North Wales. Patients in northern Powys access the thoracic surgery service at Heartlands Hospital, Birmingham, which has recently become part of the University Hospitals Birmingham NHS Foundation Trust. By contrast, in South Wales there are two smaller services based at Morriston Hospital, Swansea and the University Hospital of Wales, Cardiff. The service at Morriston has two consultant surgeons, whereas the service at the University Hospital of Wales, has three consultant surgeons. There has been concern for a number of years that these two smaller services are not sustainable, and may not be able to fully meet the needs of the population of South Wales.</p>

	<p>The Thoracic Surgery Review Project comprised two distinct stages. Stage One aim was to determine the service model for South Wales, i.e. one thoracic surgery centre or two and depending on the outcome of Stage One, Stage Two's aim was to determine the location of the service centre.</p> <p>A Project Board was established to form recommendations on the future provision of adult thoracic surgery in South Wales. The Project Board was informed by a review of the adult thoracic surgery services which was undertaken by the Royal College of Surgeons. Following an extensive engagement exercise across South Wales, in which the views of service users and other stakeholders were sought on the information required in order to make a recommendation on the future provision of thoracic surgery services in South Wales, the Project Board recommended that a single thoracic surgery centre should be developed for South Wales. WHSSC sought advice from the Board of Community Health Councils and Legal Services on the requirement to engage or consult on each of these two stages. The advice provided for stage one was that whilst it is not necessary to carry out formal consultation, engagement was necessary.</p> <p>Following the recommendation from the Project Board, an Independent Panel was convened to review the options for locating the centre and to make a recommendation on the preferred location for the single thoracic surgery centre. The Independent Panel recommended that Morriston Hospital should be the location for the proposed single thoracic surgery centre.</p> <p>The recommendation from the Project Board and the recommendation from the Independent Panel were considered and endorsed by the WHSSC Joint Committee for further consideration by the six affected health boards, subject to further discussions with the Community Health Councils about the need for public consultation.</p> <p>Following the discussions with the Community Health Councils, it was agreed that the affected health boards, with assistance from WHSSC, should be asked to consider undertaking a formal public consultation in which they would ask the public, staff and interested organisations for their views on the recommendations of the Independent Panel to locate the single thoracic surgery centre at Morriston Hospital.</p>
Brief description of project	<p>WHSSC in order to support the decision making process for the review of Thoracic Surgery services in South Wales entered into a period of public engagement utilising public meetings and digital channels throughout the South Wales region.</p> <p>Responses were requested for four questions</p>

1. Is there any other information you think we should consider to decide whether we need one or two thoracic surgery centres in South Wales?
2. Is there any other information you think we should include in the criteria that will be used by the independent panel?
3. Do you have comments on the process we are using to inform recommendations on future thoracic surgery services?
4. Do you have any other comments on the information presented in this document?

In total we received 78 responses including feedback captured during the public meetings the most common themes were

- Travel impact
- Co-location with other services and infrastructure
- Capacity in general with current services and ability to deliver a future high class service.
- Comments on the process and or documentation adopted.

The recommendation from the Project Board and the recommendation from the Independent Panel were considered and endorsed by the WHSSC Joint Committee for further consideration by the six affected health boards, subject to further discussions with the Community Health Councils about the need for public consultation.

Following the discussions with the Community Health Councils, it was agreed that the affected health boards, with assistance from WHSSC, should be asked to consider undertaking a formal public consultation in which they would ask the public, staff and interested organisations for their views on the recommendations of the Independent Panel to locate the single thoracic surgery centre at Morriston Hospital.

To ensure the consultation process was meaningful, consideration was given to key messages to be shared with the public and the evidence available to support the proposed development of a single adult thoracic surgery centre at Morriston Hospital, serving patients from South Wales.

The key messages included:

- Over the last year, patients in Wales with lung cancer have waited longer than they should have for surgery
- Patients in Wales with lung cancer have some of the lowest survival rates in Europe, although we know we have expert surgeons
- Patients who need surgery, but do not have lung cancer, have very long waiting times, and our doctors and nurses tell us this is affecting the quality of care they can provide
- Thoracic surgery is becoming increasingly specialised and better outcomes come from larger centres (elsewhere in the UK and Europe, services are being reorganised into larger centres) and

- Changes in the way surgeons practise mean we cannot continue to staff our two units in the way we have done in the past
 - The Royal College of Surgeons undertook a review of the services in south Wales and recommended that in order to provide sustainable and high-quality thoracic surgery, there should only be one hospital delivering the adult service – “It is the review team’s recommendation that WHSSC adopts a single site thoracic surgery service model for South Wales. The review team considered that this reconfiguration was in the best interests of patient care and was the most sustainable option for thoracic surgery going forward. It was considered that changes to cardiac and adult thoracic surgery would mean there would not be a staffing resource that could adequately sustain a two site model in the future...”
 - An Independent Panel, made up of a range of clinical experts from north Wales and England, patients or their relatives, an equalities representative, representatives from the third sector (voluntary and charity organisations) and an independent Chairperson, were asked to look at the options and make recommendations on the location for the single centre using the criteria developed during the engagement process and agreed by the Project Board. The Independent Panel recommended that Morriston Hospital should be the location for the proposed single adult thoracic surgery centre.
 - The surgical element of care forms only one part of the overall service patients will receive, and patients will continue to see their local respiratory consultant and have their diagnostic tests at the same hospital where they would currently.
 - Patients resident in the areas served by Abertawe Bro Morgannwg University Health Board (ABMUHB), Hywel Dda University Health Board (HDUHB) or those areas of Powys Teaching Health Board where patients receive their secondary care at either ABMUHB or HDUHB, would continue to have their thoracic surgery at Morriston Hospital, Swansea.
 - Patients who would have had their thoracic surgery in UHW, Cardiff, would in future receive their surgical care at Morriston Hospital, Swansea. This includes patients who live in the areas covered by Aneurin Bevan University Health Board, Cardiff & Vale University Health Board, Cwm Taf University Health Board and parts of Powys Teaching Health Board where patients receive their secondary care at one of these health boards.
 - Evidence shows that thoracic surgery patients are likely to have better outcomes (survive longer, with fewer complications from their disease or treatment) and quicker recovery when treated in larger thoracic surgery centres;
 - A larger single adult thoracic surgery centre will be more resilient, i.e. more able to cope with unpredictable changes such as episodes of staff sickness, vacancies and changes to national government policy.
- The consultation asked people to respond to two questions:
- 1 The Independent Panel recommended that the adult thoracic surgery centre serving patients from South and West Wales and South Powys should be located in Morriston Hospital Swansea. Do you agree or disagree with the proposal?

2 If we develop the adult thoracic surgery centre for South East and West Wales and South Powys in Morriston Hospital in Swansea, what are the important things that you would like us to consider about the planning and delivery of the new service?

The consultation plan outlined the methods and proposed process for the consultation that will support delivery of the following objectives:

- To seek the views of stakeholders on the proposed model for delivering adult thoracic surgery services in South Wales.
- To describe and explain the proposed model for delivering adult thoracic surgery services in South Wales.
- Ensure awareness and information about the consultation reaches the majority of health board stakeholders and provides opportunities for feedback.
- Provide stakeholders with a range of opportunities, taking account of accessibility, for staff and other key stakeholders to give their views by the close of the consultation exercise
- To ensure that the consultation process complies with legal requirements, Welsh Government guidance and duties.

Advice on the documentation was sought from the Health Boards and Community Health Councils within the regions, in order to ensure that it was fit for purpose.

WHSSC was responsible for printing and distributing hard copies of the consultation document, which was available in Welsh and Easy Read formats.

The consultation document detailed:

- The background to the consultation
- The need for change
- The proposals for change and rationale for the proposed model
- How people can participate in the consultation and give their views

The full consultation document in English and Welsh was available in standard and easy read versions also in electronic format. Versions were available in Audio (in English and Welsh) and British Sign Language format on the website. All

versions of the document included details of how people could respond online, by email, by phone or by freepost. Other formats would be produced as appropriate on request.

A full range of supporting and technical documents were available online, providing background information to support and inform the public consultation. These included:

- Equality Impact Assessment;
- Pre-consultation documents and reports;
- Relevant documentation from national bodies (e.g. Royal College of Surgeons);
- Other information to inform the decision making process and demonstrate that the options have been thought through and can be implemented;
- An initial list of frequently asked questions which were updated as queries arise during the consultation

In addition to these documents, a standard presentation was compiled and made available for health boards to use at public and stakeholder events.

Alongside the main consultation document the following methods for sharing information were employed:

- Website

A web page for the consultation was created via WHSSC at the following address:

<http://www.whssc.wales.nhs.uk/thoracic-surgery-services-in-south-wales>

There was both an English and Welsh web page and a short film produced outlining the key elements of the consultation.

- Public Sessions

Across the consultation period there are a number of planned sessions led by health boards in each region. This provided the opportunity for staff, stakeholders and the wider public to provide feedback on the proposals in the consultation document. Members of the WHSSC Executive team supported these sessions.

- Mid-Point Review

A formal review meeting was held approximately half way into the consultation to consider responses to the consultation, address any issues of concern and consider the need to make adjustments to the approach for the

	<p>remainder of the consultation period. This was coordinated by WHSSC, and included the engagement leads from each of the health boards, as well as representatives from the Community Health Councils. A report was produced following the meeting, summarising the key themes from the responses received to date, and was shared with the health boards and Community Health Councils. The report identified a number of actions including additional work around a key issue that had emerged during the first half of the consultation around the arrangements for delivering Thoracic Surgery support to the Major Trauma Centre. This work was subsequently included in the evidence pack provided to HBs with the consultation outcome.</p> <ul style="list-style-type: none"> • Post Consultation Phase <p>804 responses were received with the majority being submitted via the online form. Each individual response was recorded on a log which was regularly shared with affected health boards and CHC's</p> <p>Where notes from staff or public events were provided these were also captured and included within the analysis and consideration of implementation actions but were not been recorded as individual responses.</p> <p>On behalf of the six affected health boards, WHSSC received and logged responses to the consultation, the outcomes of which was reported to the WHSSC Joint Committee in September, prior to submission to each of the health boards, together with a recommendation on the proposal, for consideration at public board meetings to be held before the end of October 2018.</p> <p>WHSSC worked with the health board engagement leads, and provided them with the responses specific to their health board area and region.</p> <p>WHSSC officers reviewed, collated and analysed the responses and outcomes with regards to any national, regional or crosscutting themes, in order to enable the Joint Committee and affected health boards to have an informed discussion on the outcome of the consultation.</p> <p>WHSSC officers shared all of the responses with the Community Health Councils and health board engagement leads, and reviewed and collated the responses and outcome for each health board area. This information was also shared with the Community Health Councils for consideration as part of their role in reviewing and formulating an official response to the consultation.</p>
	<p>Final Project Review</p> <p>A formal review meeting was held in the spring of 2019 to consider conduct of the consultation and address any issues of concern.</p>

	<p>This was coordinated by WHSSC, and included the engagement leads from each of the health boards, as well as representatives from the Community Health Councils.</p> <p>This report was produced following the review meeting, and summarises the key findings under four headings</p> <ul style="list-style-type: none"> • Key project successes • Project shortcomings and solutions • Lessons learnt • Follow-up Actions
Key project successes	<p>Please describe what has worked well.</p> <p>What have been the key successes of this project?</p> <ul style="list-style-type: none"> • The primary success of the process was to deliver a regional engagement and consultation. • There was a due regard to equity of opportunity, the approach adopted resulted in a wide range of stakeholders sharing their views. This was supported by the availability of materials in multiple formats. • As themes and questions developed throughout the consultation period WHSSC worked collaboratively with CHC's and HB's to produce a living Frequently Asked Questions process to signpost or address issues raised. • High Response Rate with 804 individual responses across all affected populations. Strong engagement with clinicians. • Feedback from CHC's and HB's was that WHSSC demonstrated a genuine desire to engage and consult, as evidenced by WHSSC Executive support at public and staff meetings. <p>What factors supported this success?</p> <p>The adoption of a two stage process with engagement followed by consultation allowed WHSSC to refine and adapt internal processes and in particular shape its communication strategy.</p>

	<p>There was an opportunity to learn from the public consultation on Major Trauma and in particular the approach to collaborative working. Regular contact with Health Board and CHC's was a core component of the process and space was created to have conversations throughout the consultation period.</p> <p>The Mid-Point Review was very useful in framing the quantitative and qualitative approach taken and offering an opportunity to discuss and tailor the process, including providing the opportunity to undertake additional work on a specific issue in response to feedback received during the first half of the consultation.</p> <p>As noted above there was a genuine desire to engage and consult and WHSSC executive team took an active leadership role throughout the process.</p> <p>There was a recognition that subject matter experts existed within the HB's and CHC's, collaborative working and transparency were taken as key lessons from the major trauma consultation and informed the WHSSC process throughout.</p>
Project shortcomings and solutions	<p>Please describe what have been the main challenges of this activity?</p> <p>Above all else the fact that conducting a two stage engagement and consultation process was a new endeavour for WHSSC.</p> <p>When planning the process and materials to be adopted consideration was given to build sufficient flexibility in the timeline to ensure all activity was completed in order to account for the agreed recommendation and decision making processes within Joint Committee and the Health Boards. However, it is recognised that the pre consultation stage included a number of challenges which resulted in the timeline being stretched, in effect the contingency was utilised at the start of the process. Examples of early pressures within the timeline included;</p> <p>There was a degree of uncertainty regarding the need for a public consultation. Time was lost when WHSSC were gathering the views of the CHC's. Engagement leads felt that their earlier involvement would have been beneficial, building on their expertise and local relationships. Timescales need to take account of the decision-making timescales for CHCs as well as HBs.</p> <p>Once the need for a consultation was agreed there was a significant amount of activity dedicated to producing and reaching consensus on the material. The decision to include an agree/disagree question was an example of early uncertainty over what was being consulted upon.</p> <p>Post consultation there were challenges over the governance and decision making process and in particular the ability to share materials with CHC's prior to the HB meetings.</p> <p>How were they overcome (if they were)?</p>

In recognition of the uniqueness of the activity from a WHSSC perspective collaboration with Health Boards and CHC's was adopted throughout the process.

The timeline although stretched did have a sufficient contingency to allow the process to be completed in time.

The governance around the recommendation and decision making process was complex and reflected the uniqueness of WHSSC's position outside but acting on behalf of the Health Boards. To mitigate WHSSC continued to engage with Health Boards and CHC's throughout the process, for example by providing regular copies of the responses logged. The mid-point review was extremely helpful in enabling joint working to resolve a number of issues.

Were the project objectives attained? If not, what changes need to be made to achieve these results in the future?

Objective 1: To seek the views of stakeholders on the proposed model for delivering adult thoracic surgery services in South Wales.

804 responses have been received, with the majority being submitted via the online form. Each individual response was recorded on a log which was regularly shared with affected health boards and CHC's.

Where notes from staff or public events were provided, these have also been captured and included within the analysis and consideration of implementation actions, but they have not been recorded as individual responses.

In response to the question

The Independent Panel recommended that the adult thoracic surgery centre serving patients from South and West Wales and southern Powys should be located in Morriston Hospital, Swansea. Do you agree or disagree with the proposal?

- 339 or 42.16% agreed with the proposal.
- 428 or 53.23% disagreed with the proposal.
- 34 or 4.23% neither agreed nor disagree with the proposal.
- 3 or 0.37% did not answer the question.

A number of themes were identified when analysing the responses. These "key" themes have been used as the basis of analysis of the responses.

Many of the 804 respondents expressed multiple views across their responses and therefore the total number of issues identified within the themes is 1,441.

The key themes were as follows:

- Implementation and Improvement
- Accessibility

- Major Trauma Centre
- Workforce
- Other

Objective 2: To describe and explain the proposed model for delivering adult thoracic surgery services in South Wales.

Advice on the documentation was sought from the health boards and Community Health Councils within the regions, in order to ensure that it was fit for purpose.

WHSSC was responsible for printing and distributing hard copies of the consultation document, which will be available in Welsh and Easy Read formats.

The consultation document detailed:

- The background to the consultation
- The need for change
- The proposals for change and rationale for the proposed model
- How people can participate in the consultation and give their views

The full consultation document in English and Welsh was available in standard and easy read versions in both hard copy and electronic format. Versions were also be available in Audio (in English and Welsh) and British Sign Language format on the website. All versions of the document included details of how people could respond online, by email, by phone or by freepost. There were no requests for other formats although the plan included provision for them to be produced as appropriate on request.

A full range of supporting and technical documents were available online, providing background information to support and inform the public consultation. These included:

- Equality Impact Assessment;
- Pre-consultation documents and reports;
- Relevant documentation from national bodies (e.g. Royal College of Surgeons);
- Other information to inform the decision making process and demonstrate that the options have been thought through and can be implemented;
- An initial list of frequently asked questions which was updated as queries arose during the consultation

In addition to these documents, a standard presentation will be compiled and made available for health boards to use at public and stakeholder events.

A review was held at the half way point of the consultation with representation from the affected health boards and CHCs to consider the processes and responses to date in light of the consultation plan and national guidance.

Actions arising from the mid-way review were:

- A mechanism was agreed for reporting by health boards of any exceptions to the published consultation plan;
- An agreement was reached for the provision of the verbatim responses, together with high level quantitative analysis, to health boards and CHCs on a weekly basis;
- The addition of a new FAQ relating to the requirements of the Major Trauma Centre for emergency support from consultant thoracic surgeons;
- The addition of a new FAQ relating to the lay membership of the Independent Panel;
- Steps were taken to ensure that work was undertaken to provide outline arrangements for delivering thoracic surgery support to the Major Trauma Centre (for the small number of cases where this may be required). This information was included in the evidence pack that will be submitted to health boards with the consultation outcome.

Objective 3: Ensure awareness and information about the consultation reaches the majority of health board stakeholders and provides opportunities for feedback.

In order to assess the public reach of the consultation, respondents were asked if they were an employee of the NHS. Respondents were also asked if they were replying on behalf of an organisation. Where respondents indicated that they were replying on behalf of a health board this has been discounted from the organisation's total number in recognition that any staff responding were doing so as an individual/group and not corporately.

Not specified	NHS Employee	Organisation	Elected Representative	Grand Total
416	369	16	3	804
51.74%	45.90%	1.99%	0.37%	100%

In line with the statutory duty placed on each health board under the Wales Public Sector Equality Duty 2011, an equality impact assessment (EIA) was undertaken on the proposals for a single adult thoracic surgery centre for South Wales

At the consultation mid-way review, held in July 2018, the opportunity was taken to review the characteristics of respondents to assess whether the consultation was reaching the relevant groups. No issues were identified at the mid-way review which required changes to the consultation plan process. The distribution of responses across the protected characteristics did not change significantly from this point.

The equality monitoring process indicates that overall the consultation did have broadly representative input from affected protected categories and from the relevant age distribution.

Objective 4: Provide stakeholders with a range of opportunities, taking account of accessibility, for staff and other key stakeholders to give their views by the close of the consultation exercise.

The table below quantifies the response method used

Health Board of Residence	Email	Hard Copy	Online form	Grand Total
Abertawe Bro Morgannwg UHB	8	13	177	198
Aneurin Bevan UHB	2	8	44	54
Cardiff & Vale UHB	12	32	291	335
Cwm Taf UHB	1	16	25	42
Hywel Dda UHB	1	38	66	105
Powys THB	2	4	6	12
Not indicated	12	9	37	58
Grand Total	38	120	646	804

Public events were arranged throughout the consultation period and a schedule was published on the WHSSC website.

Attendees were asked to submit their individual responses and a record of themes identified has been provided. No themes were identified which have not been represented in the analysis of responses from the standard response methods.

A number of staff and stakeholder events were held through the consultation period. Attendees were asked to submit their individual responses and a record of themes identified has been provided. There were no themes identified which have not been represented in the analysis of responses from the usual response methods.

	<p>Objective 5: To ensure that the consultation process complies with legal requirements, Welsh Government guidance and duties.</p> <p>A consultation plan was developed, in collaboration with health board engagement leads, to support the consultation process.</p> <p>The consultation document, response form and covering letter were prepared by WHSSC and formally approved by the six affected health boards at board meetings in June 2018. The consultation document was also available in the Welsh language, an Easy Read format and as a BSL signed video.</p> <p>An Equality Impact Assessment ("EIA") was also completed and used to inform the consultation plan and the stakeholders that should be consulted. In order to assess the demographic profiles of respondents, the hard copy and online versions of the consultation document included a series of survey questions in multiple choice format</p> <p>The consultation was developed to meet the requirements of the framework for Welsh NHS bodies and Community Health Councils established in 'Guidance on Engagement and Consultation on Changes to Health Services' issued by Welsh Government in March 2011 and the principles in 'National Principles for Public Engagement in Wales' developed by Participation Cymru and endorsed by Welsh Government in 2011.</p> <p>In addition, the consultation was designed to satisfy the 'Sedley criteria' (often referred to as the 'Gunning principles') originally set out in 1985 and endorsed by the Supreme Court in <i>R (Moseley) v Haringey London Borough Council in 2014</i> and subsequent judicial developments in which guidance on the requirements of fair consultation was set out and which has also been taken into account.</p>
Lessons learnt	<p>What could have been done differently/ better?</p> <p>This was a new endeavour for WHSSC and it was a steep learning curve for organisational understanding of the complexities of delivering a regional engagement and consultation. The support and advice of the subject matter experts was sought at an early stage as was the views of the CHC's. It is recognised by WHSSC that the advice of engagement experts regarding the need for public consultation should have been accepted at an earlier stage. A greater understanding of the role of the CHC's would have avoided delay at the outset.</p>

The process delivered a regional consultation but delivery was undertaken at a local level and although the process included regular checks and updates the activity undertaken locally reflected local circumstances and therefore included inherent inconsistencies. A suggested approach would be to adopt a program management approach with a fully developed handling plan to account for and where possible remove any inconsistencies. Such an approach would ensure greater clarity on roles and responsibilities and facilitate robust governance in relation to reporting, escalation and communication across the programme.

Transparency was at the heart of the process up to the decision making stage at Health Boards. There is a recognition of some frustrations within CHCs with the ability to obtain, assess and comment on material before it is public.

Although every effort was made to identify an effective communication strategy within the overall consultation plan there were a few examples, where communication between stakeholders could have been improved:

- Communication management around the alignment of the publication of recommendations and decisions statements from different health boards could have been better aligned?
- Improving the communication between the local CHCs and their Health Boards for example by establishing a formal communication channel via the Directors of Planning at each Health Board
- Clarity of communication and explanation of the Gunning principles

What would you recommend to improve future programming or for other similar projects elsewhere

A theme that emerged from the Major Trauma consultation was around the need for improved collaborative working across NHS bodies. This has led to the establishment of a Cross Health Board Consultation working group which includes representation from WHSSC. The conduct of the engagement and consultation has always been mindful of the guidance and relevant legislation and case law but there is a gap in the guidance on collaborative which should be addressed.

NHS bodies should engage with the Consultation Institute and consider the commissioning of training for all staff to increase awareness of the law and guidance regarding engagement and consultation.

What mistakes should be avoided if the initiative were to be replicated?

	<p>The recommendation and decision making process was reflective of this being a regional process and it is recognised that there were frustrations with CHC's with regard to the availability of the supporting material before it was made public. Consideration should be made to detailing the flow of information and gaining commitments on confidentiality if shared prior to being in the public domain.</p> <p>The overall timeline of the activity was flexed early and without scope for extension due to the agreed decision making process deadlines significant pressure was placed on the analysis of the data. This pressure was exacerbated by a large number of late submissions. Although overcome by allocating additional resource future program management should include a strategy for mitigation for slippage in the timeline.</p>
Follow-up Actions	<p>As part of the Final Review, follow-up actions and areas for exploration were:</p> <ul style="list-style-type: none"> • WHSSC to contribute to the Cross Health Board Consultation Working Group • Regular meetings to be held between WHSSC and HB Engagement Leads • Regular meetings to be held between WHSSC and the CHC's • Improved communication between WHSSC and the HB DoPs • Agreement that to avoid the issue around information in the public domain the process is adopted that it can be shared in confidence to the CHC executive. • WHSSC to engage with all staff to increase awareness of engagement.

Appendix B : Arrangements for addressing the additional assurances requested by Health Boards

Health Board	Further Assurance Required	Ownership	How the issues are being addressed and actions taken
Hywel Dda UHB	To clarify arrangements for families of thoracic patients as to whether they would have access to family accommodation on the Morriston site.	Thoracic Surgery Implementation Project Board	Update from SBUHB: The existing accommodation for relatives provided at the bottom of the Morriston site will be available for families of thoracic patients, the level of demand required for the expanded thoracic service will be considered according to the agreed service model and if necessary additional accommodation will be included in the business case which will be developed by ABMU for the provision of the new Thoracic Unit.
Hywel Dda UHB	To give further consideration to the issues of transport as raised by people in the Hywel Dda area.	Thoracic Surgery Implementation Project Board	Further work will be undertaken with NEPT when the commissioning framework has been agreed. The commissioning framework will include an assessment of patient numbers and will form the basis on which the NEPT service can be planned. The commissioning framework will be completed by May of 2019.
Hywel Dda UHB	As it was noted that the response provided by WHSSC did not address concerns about parking, WHSSC to provide a response to the issue of	Thoracic Surgery Implementation Project Board	Update from SBUHB: The Health Board confirms that over recent months the parking issues at Morriston had greatly improved due to the demolition of empty accommodation and outdated

	parking raised by people in the Hywel Dda area.		buildings on the site. In addition work is underway to improve access to the Morriston site which will enable planning permission to be sought to further improve car parking on the site.
Hywel Dda UHB	It was noted that there was a lack of clarity on whether appropriate services in Hywel Dda were ready and established to provide onward care after local people had been discharged back to their own Health Board and as such a response is required as to how local services receiving patients discharged from Morriston will provide adequate care.	Thoracic Surgery Implementation Project Board	The implementation project board, led by SBUHB, is establishing a service model working group to develop the detail of how the service will be organised to deliver the service specification. This will include the pathway for discharge back to local services following admission for thoracic surgery.
Hywel Dda UHB	In addition, concerns were expressed around the pathway, with this process offering the opportunity to consider pathways and improve the patient journey. Reference was made to a risk of an over-focus on certain services, such as those relating to cancer, when there are others which are significant, such as benign respiratory disease.	Thoracic Surgery Implementation Project Board	The implementation project board, led by SBUHB, is establishing a working group specifically for benign conditions.
Swansea Bay UHB	The CHC has asked that ABMU Health Board provide more detail to assure the public in the ABM area that any further costs identified during implementation	WHSSC to SBUHB	Under the governance process for implementation of the single thoracic surgery centre, the business case will be developed through the implementation board, on which all involved Health Boards

	would be met by all involved health boards and not solely by ABMU.		<p>are represented, agreed by SBUHB Board and finally approved by the Joint Committee. The costs will be agreed as part of this scrutiny and approval process. The revenue costs of service delivery will be funded by the 6 Health Boards that refer into the service according to the risk share mechanism for specialised services.</p> <p>Any additional costs that will be incurred during the transition period (as the previous services are decommissioned and the new service commissioned) will be identified through the implementation project and funding agreed through the Joint Committee and allocated according to the risk share.</p>
Swansea Bay UHB	The CHC has asked the Health Board to clarify whether families of thoracic patients would have access to existing family accommodation on the Morriston site and to give further consideration to the issues of transport and accommodation raised by people in the ABM area;	SBUHB to provide to WHSSC	The existing accommodation for relatives provided at the bottom of the Morriston site will be available for families of thoracic patients, the level of demand required for the expanded thoracic service will be considered according to the agreed service model and if necessary additional accommodation will be included in the business case which will be developed by SBUHB for the provision of the new Thoracic Unit.

			<p>SBUHB already offers flexible visiting hours which enables families and visitors to attend anytime from 11am to 8pm, 7 days a week, which can improve access for them to see relatives/loved ones.</p> <p>Assistance with travelling costs for those patients who use their own or a family member's transport will be able to reclaim mileage if they are on any of the recognised benefits under the "help with health costs" scheme (including income support, universal credit, pension credit guarantee or if you live permanently in a care home where the Local Authority helps with your costs).</p>
Swansea Bay UHB	The CHC have asked that the Health Board provide a response to the issue of parking raised by people in the ABM area	SBUHB to provide to WHSSC	The Health Board confirms that over recent months the parking issues at Morriston had greatly improved due to the demolition of empty accommodation and outdated buildings on the site. In addition work is underway to improve access to the Morriston site which will enable planning permission to be sought to further improve car parking on the site.
Swansea Bay UHB	Co-dependencies of services: the CHC have asked the Health Board to give further consideration to the issues raised and provide assurance that any impact and necessary mitigation has been considered.	SBUHB to provide to WHSSC	The requirement for additional theatres, critical care capacity, pathology, radiology and other clinical services which will need additional capacity to underpin the new thoracic centre, and the costs associated with these, will be incorporated into the

			business case being developed by SBUHB and the costs therefore incorporated into the WHSSC IMTP so that the costs are shared across the involved Health Boards and not borne only by SBUHB.
Swansea Bay UHB	Staffing: The CHC considered that the response from WHSSC did not fully address concerns about the need for a strong multi-disciplinary team or respond to concerns that staff may not transfer from Cardiff. Therefore the CHC have asked that the Health Board give this further consideration.	SBUHB to provide to WHSSC	Careful staff consultation processes will be developed and undertaken jointly by SBUHB and CVUHB to ensure any issues with continuity and sustainability of staffing for the single unit are identified early and actions taken to mitigate appropriately. We will ensure that appropriate staffing options for minimising risks of loss of staffing are included in the business case as appropriate.
Cwm Taf Morgannwg UHB	The Health Board requested that that they receive a progress report from WHSCC in 6 months' time.	WHSSC to provide progress report	The report to Joint Committee in May 2019 will be forwarded to Health Boards for their May Board meetings.
Cardiff & Vale UHB	After careful consideration of all of the issues and listening to the representations made from both the Senior Clinical Consultant body and the Community Health Council the Board approved all of the recommendations with the caveat to ensure patient safety, the board would regularly be reviewing the detailed workforce model and medical rotas to provide 24/7 thoracic surgery cover for the Major Trauma	WHSSC to CVUHB	The current position with regard to the issue of thoracic surgical cover for the MTC is included in the Joint Committee report May 2019.

	Centre and if it was not assured within six months the Board would withdraw its approval.		
ABUHB	ABUHB confirmed no additional assurances were required by the Board.		
Powys THB	The Thoracic Surgery developments should not negatively impact on other services for Powys residents from Morriston Hospital; reassurances that outreach/outpatient services would be maintained at Nevill Hall and Glangwili [if the main adverse impact is around travel, and the main mitigation is to keep as much of the pathway as close to home as possible, then we need a level of reassurance that neighbouring service reconfigurations won't lead to these services moving from the nearest hospitals for our residents]	Thoracic Surgery Implementation Board	The implementation project, led by SBUHB, has held a clinical summit where the model was discussed, and is establishing a service model working group to develop the detail. This work will design a model to meet the service specification which requires that out-reach clinics form a key part of the service.

DRAFT: Major Trauma Centre: Management of emergency patients with thoracic injuries

Consultant workforce requirements

Situation

This paper sets out the combined view of the Cardiff and Vale and Swansea Bay University Health Board Medical Directors for the Consultant workforce requirements required to implement a sustainable Consultant workforce plan to support the management of emergency patients with acute thoracic injuries as part of the Major Trauma Network for South and West Wales and South Powys. Currently, thoracic surgical services are based at the University Hospital of Wales in Cardiff and at Morriston Hospital in Swansea.

Background

In March 2018, all six Health Boards approved the establishment of the trauma network, in line with the recommendations of earlier independent panel review and following a period of public consultation. This included:

- A major trauma network for South and West Wales and South Powys
- The adults' and childrens' major trauma centres should be on the same site.
- The major trauma centre should be at University Hospital of Wales, Cardiff.
- Morriston Hospital should become a large trauma unit and should have a lead role for the major trauma network.

In November 2018, the five south Wales Health Boards and Powys Health Board, considered the outcome of the public consultation and recommendations on the future of thoracic surgery in south Wales. All Health Boards confirmed, with some caveats and requests for further assurance, their approval of the recommendation for a single thoracic surgery centre at Morriston Hospital, Swansea.

The establishment of the Major Trauma Centre in Cardiff, and a tertiary Thoracic service in Swansea will require the availability of a consultant thoracic surgeon to be available to provide advice and to attend either centre in an emergency 24 hours a day, 365 days of the year. This represents a significant increase in the commitment to out-of-hours work from the current model.

Analysis

The current consultant workforce in thoracic surgery in Cardiff and Vale UHB (CAV) and Swansea Bay UHB (SB) are:

Cardiff and Vale	3 consultants
Swansea Bay	3 consultants (2 in post; 1 vacant post)

For the purposes of this paper it is assumed that, other than the additional volume of out-of-hours work, that the demand for thoracic surgical services remains at the current level. However, it should be noted that during the current planning discussions regarding the establishment of the tertiary thoracic service it has been highlighted that there is likely to be an additional volume of work (e.g. rib fixation) that is not part of current demand. From data presented at the recent first Thoracic Clinical Summit (15.3.2019) in Bridgend it is likely there will be 1200 cases per year and expected growth of 20% in the number of surgical cases.

The external review of the service, provided by the Royal College of Surgeons, considered that 5 surgeons would be sufficient to cover such a rota. However, this does not take into account:

- There is no existing on-call rota and therefore all out-of-hours workload will be in addition to current workload.
- There is a requirement to provide timely input across two geographically separate sites in order to provide safe and effective cover to the MTC as well as improve the outcomes in Thoracic Surgery.
- Taking annual leave and study leave into account, the prospective cover for 5 consultants equates to a 1 in 4 rota, which is not sufficiently robust to deal with sickness or unexpected absence.

The additional workload associated with out-of-hours cover is detailed below and takes into account:

- The Direct Clinical Care (DCC) sessions required to have a consultant thoracic surgeon present on the UHW site between 9am and 5pm Monday to Friday – as has been agreed.
- The additional workload of the on-call rota for out of hours (covering weekday evenings 5pm – overnight, and 24 hours at weekends), with a conservative estimate that this will involve approximately 2 hours/week of additional work.
- Estimated daily hours includes time taken for providing telephone advice, for review of postoperative patients, as well as the more significant annual workload of emergency management of MTC patients. This estimate includes the approximate 5-8 cases that following immediate resuscitative care require the emergency on-site attendance of a thoracic surgeon.

Table 1. Additional DCC sessions required

Daytime			
UHW presence	Sessions/week	Sessions/year	Sessions/week per 42 weeks
Monday-Friday	10	506	12.0

Out of hours			
7days/week; 365 days/year	Sessions/week	Sessions/year	Sessions/week per 42 weeks
Estimated 2h/day	3.7	194.1	4.62

An intensity banding supplement would also apply in recognition of the frequency of the rota.

This additional volume of DCC activity could only be accommodated through the appointment of 2 additional posts, with the addition of Supporting Professional Activity sessions for post-holders' professional development, as required by the Welsh Consultants' Contract:

Post 1	8 DCC; 2 SPA = 10 sessions
Post 2	8 DCC; 2 SPA = 10 sessions

It is not proposed that these new posts' clinical commitments are isolated to the additional activities identified above, but rather that the sessions are distributed as part of a wider group job plan amongst the new posts and all existing post-holder, to ensure equal distribution of workload supporting the MTC as well as tertiary activity. It is anticipated this would be accommodated with a 1 in 8 "hot" on-call covering the Thoracic Centre in Morriston Hospital and a separate quieter 1 in 8 on-call covering the Cardiff and Vale MTC at the University Hospital of Wales. This would mean an on call overall of 1 in 4 and means there would not be a situation where either centre is not physically covered by a Consultant Thoracic Surgeon.

The sessional requirements and job plans of the whole Consultant body would be subject to a review after 6 months operational working of the new Thoracic Surgical service.

Again data and discussion at the first Thoracic Clinical Summit indicated that each surgeon would require approximately 150 operations a year to maintain their clinical skills. With 8 surgeons, even before the expected increase in number of operations this is achieved with 1200 operations annually.

Recommendation

It is recommended that the appointment of two additional thoracic surgery consultants is required to ensure that appropriate expertise is available 24 hours/day 365 days/year to provide safe and sustainable support for the MTC in Cardiff and the tertiary thoracic service in Swansea.

Dr Graham Shortland

Executive Medical Director, Cardiff and Vale UHB

Dr Richard Evans

Executive Medical Director, Swansea Bay UHB

April 2019

Thoracic Surgery Single Site Consultant Workforce Model- Consultation 07.06.19

Context

The Joint Committee of Welsh Health Specialised Services Committee (a committee of all the health board chief executives and 3 independent members) considered in November 2018 the recommendations that thoracic surgery should move to a single site model and that single site should be located at Morriston Hospital, Swansea. The committee supported this recommendation but asked for a number of assurances regarding the future model and specifically asked for a workforce plan, within 6 months, which described how thoracic surgical cover would be provided to the Major Trauma Centre at UHW, Cardiff.

In May 2019 a proposal regarding the workforce model was submitted by the two provider (Swansea Bay and Cardiff and Vale University Health Board) medical directors to the Joint Committee however the committee deferred a decision and requested that Dr Sian Lewis (and the WHSS Team) bring a WHSSC workforce assessment back to the Joint Committee by the end of June 2019. They asked that this assessment take into consideration a number of matters and some uncertainties raised in the paper and during the meeting.

This paper summarises this initial assessment of the optimal consultant work force model. There are a number of assumptions in this modelling work and this paper is therefore being circulated for comments which will be incorporated into the final submission to the Joint Committee. In addition the WHSS team is establishing a panel of expert external advisors who will also provide feedback.

The timescale for this consultation process is extremely challenging; we apologise for this but we are working within the requirements of the Joint Committee. To help with this rapid turn-around it is important that your comments are returned on the attached template and reference the relevant line within the paper. Also it is important that you provide wherever possible independent evidence rather than opinion to substantiate your comments.

Background

The following assessment is based on;

- a number of points made in the RCS Invited Review 2016,
- the WHSSC Service Specification for Thoracic Surgery
- NHS England Service Specification for Thoracic Surgery
- The current activity levels of the two units plus 20% additional workload

The Thoracic Surgery Implementation Group is working to define the service model so this assessment is also based on a number of assumptions. These assumptions come from comparators with other thoracic surgery centres, presentations made by two consultants (MK and PK) at the recent thoracic clinical summits in March and May 2019.

The RCS Invited Review (2016) stated that;

1 "In line with units of a similar size it was considered that five consultant thoracic
2 surgeons were required to service a population of 2.4 million people safely. This
3 would provide adequate emergency on-call cover as well as other services to
4 ensure adequate patient throughput. RCS Invited Review 2016".

5 Additionally the "review team concluded that there were too many separate MDT
6 meetings per week and considered that it would be appropriate to merge
7 meetings. This would place fewer burdens on consultant surgeons attending
8 multiple MDT meetings".

9 The RCS also recommended that;

10 Five consultant thoracic surgeons should be employed to meet service demands.
11 Each of the consultants' job plans should include:

- 12 • one in five on-call duty which includes weekend cover
- 13 • At least one specified operating day
- 14 • Fair distribution of MDTs with adequate cross-over cover
- 15 • Attendance at out-patient clinic

16 It is acknowledged that at this point the location of the MTC had not been
17 determined.

18 The independent panel and the final recommendation from Joint Committee
19 including further mitigations required by Health Boards means that there are
20 other fixed points;

- 21 • A commitment to 6 consultant on the basis that this would allow 9.00am
22 to 5.00pm onsite cover at the UHW site and an additional 20% workload
23 (based on outturn + 20%).
- 24 • A commitment to the development of the skills of the trauma team to
25 manage immediate thoracic trauma.
- 26 • That there will be an on-call thoracic surgery rota which also provides
27 cover to the MTC, and will be in the form of remote advice to the trauma
28 team 24/7 plus attending the MTC in the rare event that their specialist
29 surgical intervention skills are required to support the trauma team;
- 30 • There will be a thoracic surgery presence on the University Hospital of
31 Wales site 5 days a week for advice and support for major trauma and
32 other clinical services as required.
- 33 • That we will obtain and act upon advice from the Wales Cancer Network to
34 improve the way our multi-disciplinary teams work, ensuring that
35 wherever possible care is delivered closer to home.

36 Further advice provided to WHSSC at the time of the consultation noted that the
37 Intercollegiate Surgical Curriculum Programme has recently been updated (16th
38 November 2017) to include the requirement that surgeons trained in trauma will
39 allow them to practice independently for injuries to the thorax.

40 The extant Thoracic Surgery Service Specification Version: 1.0 notes the
41 following key points

With regard to minimum volumes (these are based on the NHS England Service specification)

- The thoracic surgery unit should undertake a minimum of 150 primary lung resections per year.
- The thoracic surgery unit should have a minimum of 3 full time general thoracic surgeons.

Regarding emergency cover and on-call arrangements

- Providers are required to have 24/7 emergency cover by general thoracic surgical consultants with or without mixed-practice cardiothoracic surgical colleagues.
- The surgeons on the rota should be able to deal with the full range of thoracic surgical emergencies.
- Cross cover of rotas from consultants with a purely cardiac practice or from consultants from other specialities is unacceptable.
- A sustainable on call rota should not be more frequent than 1 in 4.

Assessment

Demand Analysis

This demand analysis is based on an estimated population of 2.2 million people.

The table below shows the activity outturn for all procedures over the last 3 years

Table 1 Thoracic Surgery Outturn by Centre

	SBUHB	CVUHB	Total
2016/17	421	615	1036
2017/18	474	646	1120
2018/19	422	672	1094

Source: Provider contract monitoring returns to WHSSC

This shows a fairly static position of approximately 1100 cases per year. For planning purposes this would mean approximately 1300 cases based on outturn plus 20%.

Table 2 shows the casemix for the two centres combined as reported to the Society for Cardiothoracic Surgery in 2017/18.

Table 2 Casemix for Morriston/UHW Combined 2017/18

Procedure	Number of Cases
Lung resections – primary malignant	458
Lung Resection – others	101
Mesothelioma Surgery	16
Pleural procedures	170
Chest wall/diaphragmatic	97
Mediastinal	57

Other	10
Endoscopic	62
Total	971

Table 3 Number of primary lung resections

Year and Source	SBUHB	CVUHB	Combined
2016/17 SCTS*	159	194	353
2017/18 SCTS*	162	279	441
2018/19 WHSSC	168	273	441**

*excludes exploratory procedures with no resection

** forecast from M11

Surgical resection is currently the only curative option for lung cancer, therefore long term survival rates are closely related the number of resections carried out at a centre. The table below shows the resection rate for patients across south Wales based on the hospital of referral. This shows a significant variance in lung resection rates from 27% to 13%. The best resection rate across the UK is reported from Papworth Hospital at 28%. The aim with a single centre is to consistently increase the resection rate to be amongst the best in the UK and to do this across the region.

Table 4 Lung Cancer Audit 2018 (2017 data)

	Resection rate	Total cases	Number resected
Bronglais General Hospital	15.40%	56	9
Prince Philip Hospital	18.40%	188	35
Withybush General Hospital	15.10%	97	15
Princess of Wales Hospital	27.00%	106	29
Morrison Hospital	22.90%	294	67
University Hospital Llandough	17.10%	290	50
The Royal Glamorgan Hospital	23.10%	152	35
Prince Charles Hospital Site	18.30%	133	24
Nevill Hall Hospital	13.10%	106	14
Royal Gwent Hospital	18.80%	268	50
South Wales	19.40%	1690	328
Wales	18.30%	2179	399

Proposed Activity Requirements

MDTs

At the recent clinical summit meetings the two clinical leads suggested the following MDT configuration based on six surgeons with two surgeons covering each MDT to ensure that there is always a surgical presence at the MDT and to improve consistency of decision making.

Lung Cancer MDT	New Cases/Year (NLCA) 2015)	Surgeon Responsible	Surgeon Cover
SBU HB Morriston MDT (Singleton, Morriston, Neath)	311	Surgeon 1	Surgeon 4
Hywel Dda MDT GGH (GGH, BGH, WGH, PPH)	311	Surgeon 2	Surgeon 5
CTM HB MDT POW	108	Surgeon 3	Surgeon 6
Prince Charles MDT	126	Surgeon 4	Surgeon 1
ABUHB NHH, Gwent	257	Surgeon 5	Surgeon 2
Royal Glamorgan & C&V MDT	407	Surgeon 6	Surgeon 3

With the advent of the new Cwm Taf Morgannwg Univeristy Health Board it could be feasible that PoW, Prince Charles and Royal Glamorgan join as one MDT but for planning purposes the arrangement suggested by the Clinical Summit have been used. It will however be important that any agreed final model reflects the input of the All Wales Cancer Network and the output of their peer review programme.

As suggested also by the two clinical leads, if six surgeons were in post this would provide each surgeon with the following new cases.

Lung cancer MDTs	Total New Cases (NLCA 2015)
Surgeon 1	311 + 126 = 437
Surgeon 2	311 + 257 = 568
Surgeon 3	108 + 407 = 515
Surgeon 4	126 + 311 = 437
Surgeon 5	257 + 311 = 568
Surgeon 6	407 + 108 = 515

Outpatient and Pre-assessment Clinics

The 2018/19 contract monitoring returns for the two centres for outpatient activity is as follows

Cardiff & the Vale University Health Board

New outpatients: 521

Follow Up: 1085

Swansea Bay (inc Bridgend)

New outpatients: 313

Follow Up: 616

Based on the information from other centres in England pre-assessment/outpatient clinics need to run daily and this is usually at the thoracic centre so in this case Morriston. Additionally the two clinical leads further proposed the need for clinics in the peripheral hospitals for cases identified at the MDT. The suggestion is therefore that in addition to the daily clinics in Morriston there are:

- two clinics/week in Cardiff
- one each in the other Health Board areas which could rotate around the hospitals within the Health Board. This would need to be confirmed once the implementation group have finalised their work on the service model.

Pre-habilitation

It is proposed that this occurs at all hospitals but is not consultant led.

Operating Lists

1 The RCS recommended that each surgeon should have at least one operating list
2 per week. Information from the surgeons at both UHW and Morriston suggest
3 that the most efficient way is to run a long list, essentially equivalent to 3
4 consultant session days. Advice from both centres also suggests that around 4
5 cases per long day is an appropriate number.

6
7 The planned activity is around 1300 cases/ year, although it is likely to be less
8 than this at the outset based on current figures. So for 4 cases per 3 session list
9 = $325 \text{ lists/year} = 6.25 \text{ lists/week}$.

10 11 **On call**

12 The RCS report suggested a one in five on-call duty which includes weekend
13 cover for five surgeons so it is proposed that this is a one in six for six surgeons
14 which with prospective cover would equate to around 1 in 5.

15 **Major Trauma Centre**

16 The concerns about cover for the major trauma are acknowledged and it is
17 understood that the "go live" date of April 2020 is a key driver for the urgency
18 required in agreeing the consultant workforce configuration.

19 Advice provided by the Major Trauma Network Clinical Lead suggests that a
20 thoracic surgeon would need to attend the MTC to deal with an emergency 3 to 8
21 times per year.

22 Advice from the two thoracic centres varies one centre stating that they are
23 rarely called in out of hours and the other suggesting that they are called 1 to 2
24 times per month.

25 Should there only be one on call rota covering the thoracic surgical centre and
26 the MTC the concern is clearly that the surgeon will be required in both places at
27 the same time. The analysis below is based on the NCEPOD Report from 2003
28 which carried out a comprehensive review of non-elective surgery. The analysis
29 is based on the figures quoted in that report which are for combined
30 cardiothoracic surgery. We have taken advice from the President of the Society
31 of Cardiothoracic Surgeons regarding the relevance of this analysis to current
32 clinical practice and whilst there have been some changes, including increasing
33 use of rib fixation, it was felt that there was unlikely to be a material difference
34 in the frequency of clinical emergencies. These figures, because they include
35 cardiac emergencies are therefore likely to overestimate of the thoracic surgery
36 emergency workload.

37 From this analysis, the probability of a thoracic surgery emergency and an MTC
38 emergency arising on the same day is 1 in every 429 days.

39 The probability of this occurrence in the same hour i.e. at exactly the same time
40 is 1 in every 6,857 days i.e. once every 18.8 years.

Calculation of Thoracic Surgery On Call Probability						
NCEPOD 2003 Non Elective Surgery in the NHS						
Percentage of Non-elective operating						
Cardiothoracic surgery	17.10%					
Operating Time of Day						
	Weekday 08:00 to 17:59	Weekday 18:00 to 23:59	Weekend 08:00 to 17:59	Weekend 18:00 to 23:59	Night 00:00 to 07:59	Total
Cardiothoracic (n)	120	21	13	2	9	165
Percentages	72.7%	12.7%	7.9%	1.2%	5.5%	100.0%
Total Percentage On call window	27.3%					
South Wales Thoracic Surgery total	1,100					
Non elective @17.1% based on cardiothoracic average NEL	188					
Estimated allocation to time of day	137	24	15	2	10	188
Total in on call window	51					
Probability per day of thoracic case on call	0.1397					
Major Trauma Thoracic Surgery Activity						
Weekend	8 per annum					
Weekday	2.3 per annum					
Weekday out of hours	5.7 per annum					
Total major trauma estimated for weekend and out of hours	3.8 per annum					
Probability per day of major trauma thoracic case on call	0.0167					
Cumulative probability of thoracic case on call and major trauma thoracic case same day	0.0023					
Estimated frequency of occurrence same day - 1 in every	429 days					
Estimated frequency of occurrence same hour (day * 16 hours) - 1 in every	6,857 days					
Assumptions						
1. Thoracic non elective rate equivalent to average across cardiothoracic surgery - in practice cardiac likely to be higher						
2. Assumes all cases performed by surgeon visiting on site and not by advice						
3. Both of these assumptions likely to overstate frequency of occurrence						

On this basis and given the commitment to the development of the skills of the trauma team to manage immediate thoracic trauma the likelihood of the surgeon being required to be in both centres at the same time during the night or on weekends ie when there is no surgeon on site at UHW is extremely low. It is therefore suggested that both the MTC and the thoracic surgical centre can be covered by one on call rota once the surgical centre is established.

Required Consultant Workload Total number of Sessions/week

The following table takes all the analysis above and provides a breakdown across the activities of the number of consultant sessions required per week.

Activity	Per Week	Total sessions Per week
Theatre sessions	6.25 X 3 session lists	18.75
Pre-assessment and Outpatient clinics	Morriston daily Cardiff 2/week Glangwili/PPH (alternate weeks) Gwent/NHH (alternate weeks)	10

	PoW/PCH/RGH (1 every 3 weeks)	
MDT	6 (not full sessions)	3
On call	Intensity Payment	Intensity Payment
Travel	5 estimate	5
Ward Rounds M-F	5	5
Admin	5	5
Total		46.75

Admin and SPAs will need to be added to the above depending upon the number of surgeons.

Specimen Job Plan – 10.5 sessions 7.5:3 split

Theatre 3.0

OPD/pre-assessment 1.0

MDT 0.5

Admin 1.0

Ward Round 1.0

Travel 1.0

SPA 3.0

Based on the above split then 6.2 consultants would be required.

On an 8.5 session DCC with 2 SPAs

Theatre 3.0

OPD 2.0

MDT 0.5

Admin 1.0

Ward Round 1.0

Travel 1.0

SPA 2.0

Based on the above then 5.5 consultants would be required.

We do not know the number of sessions included in the current establishment of thoracic surgeons but we do know that the Welsh average is over 10 and the average number of SPAs is less than 3.

Covering the MTC from April 2020

As stated the planned go live date for the MTC is April 2020. It is not expected that the thoracic surgical centre will be established for around 2 years as capital infrastructure is required.

There is a clear level of anxiety about how the thoracic work will be covered at the MTC from April 2020 especially given that the trauma teams and the resuscitative surgeons may not be experienced in working in an MTC. Additionally the majority of work for thoracic surgeons in an MTC is rib fixations. It is suggested that similar to other centres, rib fixations can be undertaken by

1 orthopaedic surgeons. However it is recognised that this will take some time to
2 become practice at the MTC and that thoracic surgeons are likely to be required
3 to undertake the rib fixations in the short term.

4 Given all this the recommendation is that an additional locum thoracic surgeon is
5 appointed at UHW for between 6 and 12 months in the first instance, to provide
6 additional support from April 2020 and that the two thoracic consultant teams
7 develop plans to work together. During this time where there are regular reviews
8 of the emergency activity levels.

9 The advantage of this recommendation is that the MTC is better supported and
10 that during the period that the locum is in place some of the assumptions in this
11 paper can be tested especially regarding the need for a thoracic surgeon to
12 attend the MTC in an emergency. It will also allow the thoracic surgery
13 implementation group to complete its work on the model and will then allow a
14 further discussion at Joint Committee on the long term model including
15 consultant workforce when the implementation business case is presented.

16 Cost of additional locum – this is estimated to be in the order of £150,000
17 including on-costs, travel, intensity allowance etc.

19 **Recommendation**

21 To note the analysis and that this would draw the conclusion that the number of
22 thoracic consultant surgeons required for the workload is around 5.5 to 6.2 wte
23 consultants required depending upon exact job plan and DCC/SPA split.

24 To note that the amount of operating time is the crucial driver and that for the
25 predicted activity (outturn plus 20%) 6.25 lists will be required every week. To
26 enable every surgeon to have one full operating list this means that around 6
27 surgeons will be required.

28 Given the low probability of the surgeon being required to attend the MTC and
29 the thoracic surgery centre at exactly the same time that there should be one
30 call rota.

31 In recognition of the concerns regarding support to the MTC when it opens in
32 April 2020 that a short term locum consultant is appointed in UHW. This will not
33 impact on the total recommended numbers of consultants but will enable
34 support for the MTC and to test and build confidence in the system whilst the
35 final service model is being determined. Also that during this time the two
36 thoracic centres develop plans to work together.

The Liverpool Thoracic Centre Model (presented at Clinical Summit May 2019)

Information from the Liverpool thoracic centre was presented at the Clinical Summit in May 2019. It was noted at this meeting that for a population of around 2.8 million people Liverpool have

5.5 wte thoracic surgeons working on a team based approach

They operate on a hub and spoke model which supports 10 peripheral hospitals

Weekly Clinics with attendance in person by thoracic surgeon.

- All new patients travel to LHCH.

Weekly Lung MDTs:

- 4 major MDTs with direct attendance & cross cover.
- Others by VC.

- **MDTs:** High Risk cases MDT, Lung cancer MDTs and Specialist MDTs.

Trauma support

- Trauma centre is 7 miles away.
 - Self-sufficient and independent.
- Chest trauma cases -
 - Phone Thoracic Consultants directly.
 - Thoracic Surgeons only contacted after local decision to open chest has been made.
 - Occasionally have to go to site.
 - Clinic every Thursday am. Patients seen by MS.
- Rib Fractures delt by Orthopaedic Surgeons who are now self-sufficient.

1 **Golden Jubilee Hospital Clydebank**

2 This centre covers a population of around 2.2m people. They are currently
3 advertising for a consultant thoracic surgeon to join their team.

4 They have 4 full time thoracic surgeons + 1 mixed practice. (their current advert
5 is for a vacancy in their full time establishment)

6 They cover 9 MDTs

7 1:4 on call with prospective cover & part of trauma team with MTC in Glasgow

8

DRAFT

1 **Addendum Following Consultation**

2 To note that surgery is not the only cure for lung cancer as there are radiotherapy techniques that
3 are also curative but recognising that surgery has the best 5 year survival rates.

4 Clarity that the proposal, subject to fully being agreed via the implementation group, is that each
5 MDT is supported by 2 surgeons.

6 The MDT numbers for Aneurin Bevan are not correct.

7 **Other Changes Recommended Following Consultation**

8 The locum consultant should be appointed for 12 months and not 6 to 12 months.

9

DRAFT

Thoracic Surgery Single Site Consultant Workforce Model

Consultation on draft Thoracic Surgery Single Site Consultant Workforce Model

Stakeholder comments table

14th June 2019

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
1.	Medical Director 1	2	21-23		The outturn + 20% is likely to be at the lower end of potential activity increase.	We agree, however it is difficult to predict when this will happen and currently activity is relatively stable. We will suggest a further assessment 6 months pre implementation and ongoing review as normal part of WHSSC processes.

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
2.	Medical Director 1	2	30-32		This advice and support could be provided virtually and without the physical presence of a thoracic surgeon.	This was agreed through consultation. However the interim model suggested would allow further evaluation of the demand and if needed reconsideration by boards in the future.
3.	Medical Director 1	4	14-15	Table 4	The figures across sites differ greatly reflecting both the case mix and the risk approach of individual surgeons. UK guidelines promote offering surgery to higher risk groups, so increasing resection rates. This stance needs to be encouraged in the single site model, properly supported by detailed patient discussion, full physiological assessment and with extensive pre-habilitation.	We agree. This is one of the opportunities of a new service and the presence of 2 surgeons in each MDT.
4.	Medical Director 1	7	1-10		Three session days are advantageous though would require careful job plan diary work to ensure adequate lower intensity clinical activities on preceding and following days. Three session days place extra pressures on theatre staff however and also potentially compromise time for training of junior staff.	The RCS review recommended this as the optimal model for efficiency. This can be revisited during implementation.

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
5.	Medical Director 1	7	15 et seq	Major Trauma Centre	The quoted and extrapolated figures reflect my experience in supporting major trauma. Additionally, the specific skills required in a thoracic surgical emergency context are straightforward and trauma surgeons can be instructed in these.	The external expert advisors supported your view.
6.	Medical Director 1	8	6-8		I would fully endorse this view.	Thank you
7.	Medical Director 1	10	4-17		I would fully endorse this view and for the reasons outlined	Thank you
8.	Medical Director 1	10	21-27		I would fully endorse the view that 6 thoracic surgeons would be the acceptable number to provide a comprehensive thoracic surgical service for the relevant population.	Thank you
9.	Consultant Respiratory Physician 1	2	30		Is this a realistically a good use of a consultants time, 9-5 delivering advice and "waiting" for something to happen. This needs more robust thinking as to how the clinician would function in UHW if required to be there.	This was agreed through consultation. However the interim model suggested would allow further evaluation of demand and if needed reconsideration by boards in the future.
10.	Consultant Respiratory Physician 1	4	6		Surgery isn't the only cure as there are radiotherapy techniques that have radical intent. However, it has the best 5 year survival rates	We agree and will correct this.

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
11.	Consultant Thoracic Surgeon 1	General			We are very excited to take part in this consultation and assist in shaping a single thoracic surgery centre of excellence for South Wales. In order to do that and provide Wales with an innovative, safe and sustainable single centre we would like to present our comments to the workforce model consultation.	Thank you
12.	Consultant Thoracic Surgeon 1	3	25		Although the estimated amount of activity is calculated to be 1300 per year, we estimate it to be at least 1500 cases, (so 30% of current activity as presented in the thoracic clinical summit), taking into consideration the predicted increase of activity due to lung cancer screening in Wales (10-20% Manchester experience), the 2019 NICE guidelines that will increase the cohort of the operable patients and the predicted increase of activity due to awareness campaign by public health Wales. We should also take into consideration the discussed and agreed need to increase surgery for benign disease (Estimated 100-150 new patients)	We agree, however it is difficult to predict when this will happen and currently activity is relatively stable. We will therefore suggest a further assessment 6 months pre implementation and ongoing review as normal part of WHSSC processes

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
13.	Consultant Thoracic Surgeon 1				In order to accommodate the above needs, we will need 2 theatre rooms available every day, working 8am - 5pm (as per England's specification) corresponding to 3 DCC because they include preoperative and postoperative management of the patients. A long 12 hours list is neither acceptable nor recommended as it impacts on all staff and their work-life balance and creates recruitment and retention issues. 12 hour thoracic list in Morriston is done only because of lack of theatre capacity and it's against any accepted practice. This could have a negative impact on patients' safety.	The RCS review recommended this was the optimal model. This can be revisited during implementation. The implementation group is identifying theatre requirements and current planning is based on two as described at the Clinical summit in March although this will need to be finalised. The exact operating times will need to be agreed with the surgeons at implementation to achieve the greatest efficiency balanced with workforce well-being considerations.

Appendix E

14.	Consultant Thoracic Surgeon 1				<p>The proposal of 6 theatre days per week is inadequate as it is below the present theatre availability. Presently in UHW, we have 4 theatre lists per week and we additionally covered 34 extra theatre lists and cross covered 28 lists (leave). That corresponds to 5 theatre lists per week. Despite this we still have long waiting lists and breachers. Morriston has 2 long lists per week and a regular waiting initiative list on Saturdays. This corresponds to 3 theatre lists per week. Overall between UHW and Morriston presently we have access to 8 theatre lists. According to our calculations of 1500 cases per year and 2,5 cases per list we would need 10-11 lists weekly.</p>	<p>The suggestion in the paper is that each theatre list is 3 consultant sessions ie 3 x 3.75 hours. This was based on current practice at one of the centres. Regardless of how lists are configured there is a need to deliver 1100 procedures currently, rising to 1300 in line with 20% increase that is being used for planning purposes. This may rise in the future as you suggest and we will constantly keep this under review as we would for any of our commissioned services. Our external advice suggests that for the number of primary lung resections that are currently being undertaken in south Wales and allowing for a 20% increase then 6 surgeons would give sufficient operating time. Their view was that increasing this number based on current and 20% projected increase would be at the margins of acceptable operating numbers per surgeon. We acknowledge that if lung cancer screening is introduced (estimated to be at least 3 years away) then the number of primary lung resections may increase and should this happen we will review the number of surgeons required.</p>
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Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
15.	Consultant Thoracic Surgeon 1				We believe that it's unsafe and against current guidelines (Major Trauma Centre specification, GIRFT report) and recommendations to provide cover from a 42 miles distance.	Our external advice (see separate appendix) says that GIRFT is opinion rather than evidence based guidance and the advice from professional bodies is more relevant. The advice from the SCTS is that given the rare need for a thoracic surgeon to attend the MTC in an emergency then it is not a good use of resource to appoint additional consultants simply to cover this rare event. The clinical Lead for Major Trauma Networks in England also supported this view. We recognise however that support to the MTC when it opens in April 2020 is of significant concern and that is why we are recommending the appointment of a locum thoracic surgeon at UHW from April 2020 to provide this support and to develop and test the system so that we have much greater clarity on the requirements and we recommend that the workforce model is re-assessed prior to the thoracic surgery centre opening.

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
16.	Consultant Thoracic Surgeon 1				The appointment of the 4 th consultant will be essential to facilitate 1 in 5 on call rota and maintain the high-quality patient care and outcomes during this transitional period. This would require investment in infrastructure as additional ward beds, outpatients' clinic, theatre equipment, secretarial support and two additional theatre lists would be essential. It should be advertised as a locum for 6-12 months initially with view to substantive post. This would make the post attractive and would make recruitment easier in view of shortage of thoracic surgeons in UK. This transitional phase with 4 consultants in UHW would allow us to prospectively evaluate the needs of the MTC and Thoracic services in general.	We agree that an interim appointment has many advantages. We are however unable to commit to the job description without agreement with the provider organisation.
17.	Consultant Thoracic Surgeon 1				The appointment of the 4 th consultant would be ideal if infrastructure can be provided. If not available, we respectfully propose that the two surgeons from nearby centres provide cover for 2 in 5 days of on call. This would help evaluate the feasibility of providing an on call service for the MTC from a distance.	We agree and have suggested that both options are developed.

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSCC response
18.	Consultant Thoracic Surgeon 1				As a centre of excellence we should cover all the specialized MDTs such as interstitial lung disease, mesothelioma, COPD, chest wall deformities, sarcoma, metastatic (G.I.) etc. There was also the recommendation that we have 2 surgeons per MDT which doesn't reflect on the document. The need for high risk MDT/second opinion was also emphasized in many occasions including our recent thoracic workshops. This should be weekly with attendance of all the consultants.	Apologies if the document was not clear, the intention is that there are 2 surgeons covering each MDT. The cover for specialised MDTs will need to be agreed as part of implementation. Additionally advice from the Welsh cancer Network suggests that the number of MDTs could be rationalised from that suggested in the paper although they welcome the model of 2 surgeons/MDT.
19.	Consultant Thoracic Surgeon 1				PAs are not calculated correctly in the WHSCC proposal, since they don't include on call supplement, correct number of MDTs ,theatre sessions and outpatient clinics, and the presence in UHW from 9-5. In the proposal from WHSCC, the activity is even lesser than the current one. Proposed revised level of activity for the single Thoracic surgery centre is provided below.	This raises questions as to how the current service can be delivered and does not bench mark with any other centre in the UK.

Appendix E

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response																																	
					<table><tr><th>Activity</th><th>Per Week</th><th>Total sessions per week</th></tr><tr><td>Theatre sessions</td><td>10 x 3 DCC(8am -5pm)</td><td>30</td></tr><tr><td>Pre assessment and outpatient clinics</td><td>-Morriston daily 6 per week -LLandough 1 per week UHW 1 per week -Gwent 1 per week -WEST SOUTH WALES MDT?</td><td>9 + west south wales</td></tr><tr><td>MDT</td><td>6 x 2 (2 surgeons per MDT) High risk MDT(6 X 0.5) 6 specialised MDT(monthly)</td><td>6 3 1.5</td></tr><tr><td>On call</td><td>1 in 6 (1-2 according to amount of work required)</td><td>6-12</td></tr><tr><td>Travel</td><td>5</td><td>5</td></tr><tr><td>Ward rounds</td><td>6</td><td>6</td></tr><tr><td>Admin</td><td>6</td><td>6</td></tr><tr><td>UHW 9-5 cover</td><td>10</td><td>10</td></tr><tr><td>Cross cover clinic and theatre</td><td>?</td><td>?</td></tr><tr><td>Total</td><td></td><td>83.5 – 89.5 ?+</td></tr></table>	Activity	Per Week	Total sessions per week	Theatre sessions	10 x 3 DCC(8am -5pm)	30	Pre assessment and outpatient clinics	-Morriston daily 6 per week -LLandough 1 per week UHW 1 per week -Gwent 1 per week -WEST SOUTH WALES MDT?	9 + west south wales	MDT	6 x 2 (2 surgeons per MDT) High risk MDT(6 X 0.5) 6 specialised MDT(monthly)	6 3 1.5	On call	1 in 6 (1-2 according to amount of work required)	6-12	Travel	5	5	Ward rounds	6	6	Admin	6	6	UHW 9-5 cover	10	10	Cross cover clinic and theatre	?	?	Total		83.5 – 89.5 ?+	
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Appendix E

CONFIDENTIAL Comments forms with attachments such as research articles, letters or leaflets were not accepted

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
20.	Consultant Thoracic Surgeon 1				15 sessions are required per week for UHW 9-5 cover without calculating cross-cover.	Questions have been raised during this consultation on the need for 5 day cover at UHW. However it is acknowledged that this was part of the original considerations by Boards. Cover at UHW is however not expected to be additional to out-patients etc. If surgeons are based at UHW it could reasonably be expected that they would be doing some type of activity – out-patients, preassessment, admin, MDTs etc.
21.	Consultant Thoracic Surgeon 1				In conclusion for a single centre to excel we will need at least 10-12 theatre lists per week and a service equivalent to 83-89 PAs at a consultant level. We should not embark on a centre of excellence with suboptimal provisions.	These calculations do not benchmark with any other centre in the UK.
22.	Trauma Network	1	38	Background	Needs to include the NHSE quality indicators and service specification for major trauma services.	Accept that the Trauma Network should be delivered based on recommended standards. Joint Committee at its meeting in March 2019 however confirmed that a phasing of standards was expected. The expert advice on the models and requirements in England is provided in appendix G.

Appendix E

CONFIDENTIAL Comments forms with attachments such as research articles, letters or leaflets were not accepted

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
23.	Trauma Network	2	24	Background	This is part of the trauma team and has a limited application. It is not a substitute for having a thoracic surgeon for performing an Emergency Thoracotomy in theatre.	We discussed this with external advisors including the Clinical Lead for Major Trauma in England and representatives from the SCTS. Their advice and comments are provided in Appendix G but to summarise their advice was that the need for a thoracic surgeon to attend the MTC in an emergency would be rare and as such recruiting additional surgeons to cover this eventuality would not be a good use of resource nor would the jobs be attractive and we would be unlikely to recruit to such posts.
24.	Trauma Network	2	36	Background	This is not the case. The presence of a trauma surgeon is not a replacement for the presence of a thoracic surgeon	See the comments above.
25.	Trauma Network	7	16	Major Trauma Centre	This may well be a driver, but WHSSC should recognise as the principle commissioning body for the MTN that South Wales is the <u>only</u> region in the UK, where funding has not been secured for a MTN. South Wales is the only outlier and this poses significant clinical, strategic, reputational and political risks.	The need for an MTN has been recognised by WHSSC.

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Comments forms with attachments such as research articles, letters or leaflets were not accepted

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
26.	Trauma Network	7	19	Major Trauma Centre	This needs further clarification and should be edited as follows – “estimates from providers in NHSE indicates 2-5 cases/year for Resuscitative Thoracotomy and 5-8 cases/year for Emergency Thoracotomy. In total 7-13 cases, which may potentially require intervention from a thoracic surgeon. This is more comparable with UHW data.	We will note based on your advice. The Clinical Lead for Major Trauma in England suggested that there would be likely to be a requirement to attend the MTC at UHW in an emergency around 4 times/year based on experience in his own trauma centre. However our recommendation is that an additional locum surgeon is appointed at UHW from April 2020 and this will allow the need to be tested and we recommend that the workforce model is re-assessed in the months prior to the thoracic surgical centre go live date.
27.	Trauma Network	7	22	Major Trauma Centre	The information contained in comment number 5 is more in keeping with the lower end of the obtained English data. Ultimately changes in patient flow with the development of the MTN will be accurately captured in year 1 (TARN dataset) and visible to WHSSC to give a much more informed picture. However, see caveat under comment number 8.	We propose that the interim model will allow formal assessment.

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Comments forms with attachments such as research articles, letters or leaflets were not accepted

Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
28.	Trauma Network	7	25	Major Trauma Centre	I am not convinced that you can base the analysis on data that is based 16-year-old data – the incidence of penetrating trauma has increased in that time. Again, changes in patient flow with the development of the MTN will be accurately captured in year 1 (TARN dataset) and visible to WHSSC to give a much more informed picture. However, see caveat under comment under 8 (<i>comment 29 in this table</i>).	The advice we have taken supports the analysis that this would be a rare event. However we support your view that this needs testing hence the recommendation regarding the appointment of an additional locum surgeon.

Appendix E

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Comments forms with attachments such as research articles, letters or leaflets were not accepted

29.	Trauma Network	10	4	Covering the MTC from April 2020	<p>The appointment of locum consultant for 6-12mths based at the MTC is welcome and will allow the MTC to go live next year from a thoracic cover perspective. The risks of not establishing the MTN next year are significant and cannot be justified based on the current impasse.</p> <p>However, the assessment needs to include some information on the chances of successful recruitment to a locum post over a substantive post. The paper states that it will be around 2 years until centralisation occurs, so a 2- year appointment would be sensible. Data on activity cannot be determined accurately over 1 year – variation exists year by year and therefore a longer period would be required to assess activity.</p> <p>In the event that this post is unfilled, the current impasse will continue. Recruitment into a substantive post will be more attractive and could invite the opportunity to appoint a lead surgeon to take forward the service change. Whilst this may exceed the total number of recommended consultants, it serves to bring a number of other advantages.</p>	<p>We have been informed that there is a potential locum candidate. The advice we have been given is that the amount of operating is the crucial factor in successful recruitment and if there is insufficient operating available this would have a detrimental effect on ability to recruit as the job would be unattractive,</p>
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Appendix E

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
30.	Consultant Medical Oncologist	4	6	Primary lung resections	It isn't true that "Surgical resection is currently the only curative option for lung cancer". Series show an 11% 10 year survival for chemoradiotherapy in inoperable tumours. It is accepted that the highest cure rates come from surgery.	We agree and will correct
31.	Consultant Medical Oncologist	5	12	MDTs	Could add that the lung cancer services are due to be peer reviewed in Q3 2019	Point noted thank you and explored with the Welsh Cancer Network. The peer review will be useful to inform the implementation process.
32.	Wales Cancer Network	3	24/25 /26	Demand Analysis	These figures do not consider the requirement of the Single Cancer Pathway in Wales and implementation of National Optimal Pathway for lung cancer. Surgical treatment will need to be performed within a maximum of 62 days from point of suspicion, ideally treating within 49 days. Evidence in recent studies indicate delaying surgery beyond 37 days from diagnosis leads to a worsening of long term overall survival (Yang et al 2016)	We agree, however it is difficult to predict when this will happen and currently activity is relatively stable. We will therefore suggest a further assessment 6 months pre implementation and ongoing review as normal part of WHSSC processes

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33.	Wales Cancer Network	3	24/25 /26	Demand Analysis	These figures do not factor the recent international evidence for low dose CT screening for lung cancer in a high risk population (targeted lung health check programme). NELSON (as well as other trials) presentation data suggests a 50% increase in surgical resection numbers following implementation of a target health check programme.	See above
34.	Wales Cancer Network	6	6-7	Table MDTs	While this table uses 2015 'new referral' numbers and Table 4 2018 uses 'total cases' numbers I presume these should be roughly the same. However, when looking at the table on this page the total added numbers do not correlate e.g. ABUHB =257 although Royal Gwent/Neville = 268 + 106	The referenced year in each of the two tables is different, hence the numbers are different.
35.	Medical Director 2	General			The field of lung cancer and requirements for the management of patients with lung cancer may change in the next few years for example if lung cancer screening is adopted in Wales and the approach to workforce model considerations and arrangements needs to allow some flexibility	We agree, however it is difficult to predict when this will happen and currently activity is relatively stable. We will therefore suggest a further assessment 6 months pre implementation and ongoing review as normal part of WHSSC processes

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36.	Medical Director 2	General			There is likely to be a different requirement for thoracic surgery input during the initial year or so of the MTC becoming operational (ie whilst orthopaedic surgeons are trained in rib fixation etc) compared to when the MTC is established.	We agree and that is why we propose an interim arrangement
37.	Medical Director 2	General			The actual activity of the proposed thoracic surgeon based at UHW in the daytime when the MTC is established would need to be specified clearly as there is a risk that activity could be minimal if it only involved input for patients with complex major trauma.	This was agreed through consultation. However the interim model suggested would allow further assessment and if needed reconsideration by boards in the future. See also response above.
38.	Medical Director 2	General			The establishment of a single site thoracic surgery centre is extremely important for our population and for South Wales, as is the establishment of the Trauma Network and the MTC. Both are long overdue for Wales, and there is likely to need to be a degree of compromise to ensure that progress on both programmes of work are not delayed.	We agree

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39.	Consultant Thoracic Surgeon 2	2	16 to 17	MTC	Agree that the location of the MTC had not been determined at that time. However, the RCS clearly stated that Thoracic Surgery does not need to be at the same site as the MTC. This was known to UHW, Cardiff at the time of their bid for the MTC. Did they give plans on how the UHW Health Board would arrange Thoracic surgery cover for the MTC if thoracic surgery were to move to Swansea?	This is outside the scope of this paper
40.	Consultant Thoracic Surgeon 2	2	21, 22,		Do not agree and will not support ...all 6 surgeons being involved with "onsite cover" for UHW site. For a fair equitable service across South Wales the surgeon covering the UHW lung MDT should be the surgeon available to cover UHW once a week as is the practice at Liverpool Heart and Chest Hospital (LHCH) for the MTC there.	Point noted. The exact job plan configuration would need to be agreed at the implementation stage. The working assumption however is that the thoracic surgical team will operate as 1 team and will cross cover to deliver the service model.

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
41.	Consultant Thoracic Surgeon 2	2	30, 31		<p>Do not agree and will not support ...surgeons providing a thoracic surgery "presence" at UHW 5 days a week for advice and support (but will back 5 days a week on call telephone support for advice).</p> <p>Comment: This is totally unfair on hospitals in other Health Boards. May be ok for a physician but for a surgeon is a complete waste of time. Time that will be better spent in theatre ensuring timely surgery for cancer and other patients.</p>	This was agreed through consultation. However the interim model suggested would allow further assessment and if needed reconsideration by boards in the future. Also see response above.

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
42.	Consultant Thoracic Surgeon 2	2	36 to 39		Strongly agree and fully support that trauma surgeons appointed at MTC Cardiff are trained and able to practice independently for injuries to the thorax. A positive step in making the MTC Cardiff an independent, self-reliant flag ship specialty and not dependant on help from elsewhere (for example, Swansea or Bristol). An "on site on call thoracic surgeon" may not necessarily be available immediately but a thoracic trained trauma surgeon will be immediately available. Appointing an interested thoracic surgeon who is also trained in trauma (Thoraco-Trauma Surgeon) as a member of the trauma team will help him/her support and train the team and colleagues. This may give an opportunity for any current thoracic surgeon not wishing to move to Swansea a chance to stay back at UHW Cardiff and be part of the Major Trauma Team.	Thank you

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43.	Consultant Thoracic Surgeon 2	3	11, 12		<p>(Instead of "the full range") Should read as, "Surgeons on the rota should be able to deal with "a" range of thoracic surgical emergencies, excluding oesophageal injuries, which will be dealt by upper GI surgeons, great vessel injuries, which will be dealt by cardiac surgeons, Tracheal neck injuries, which will be dealt by ENT surgeons and paediatric injuries, which will be dealt by the MTC at Bristol. Help from allied specialties, for example, ENT and cardiac surgery for thoracic tracheal and hilar injuries will be required as patients may have to be placed on cardio-pulmonary bypass to deal with these extremely rare situations. Paediatric cardiothoracic trauma will be dealt by MTC Bristol.</p> <p>COMMENT: It is highly important for the UHW Cardiff Health Board, which is demanding an on site Thoracic surgery cover, to seriously consider the fact that Thoracic surgeons currently working in South Wales do not meet this requirement of "...able to deal with a full range of thoracic surgical emergencies." They either have no experience or very little experience in dealing with such injuries in the past 10- 15 years. It is unsafe and unreasonable of the UHW Health Board Management to expect from thoracic surgeons in this disposition</p>	<p>Point noted. The expert advice suggested that there were a range of professionals who could and should support thoracic surgical emergencies dependent upon their nature.</p> <p>This was agreed through consultation. However the interim model suggested would allow further assessment and if needed reconsideration by boards in the future.</p>
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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
					to attend to and deal with major thoracic injuries in a completely alien theatre or emergency room environment and work with an unfamiliar trauma team staff safely. It is much better and a unique opportunity for the UHW HB Management team to embrace the proposition of training the MTC Trauma Surgeons to deal with such emergencies (ref page 2 line 37 and 38), and help develop an independent, self-reliant, highly skilled Trauma Team making the MTC at UHW a flag ship MTC for the UK. There will be a 24/7 thoracic on call telephone back-up support for advice from the Single Thoracic Centre at Swansea.	
44.	Consultant Thoracic Surgeon 2	3	13, 14		Training the Trauma surgeons or appointing "Thoraco-Trauma" surgeons by the MTC Cardiff as described above will help address this.	We agree

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
45.	Consultant Thoracic Surgeon 2	5	6,7	MDTs	Some MDTs will have to merge. Support of the chest physicians and the cancer network will be essential to achieve this, so that there are 6 major MDTs across South Wales. The table is a guidance and combinations can change to make the cover practical. However, it will be important to ensure that for each surgeon there is equity of number of new cases discussed at each MDT.	We agree and this point has been supported by the representative from the Cancer Network who suggested that the number of MDTs should be no more than 6 but could potentially be fewer.
46.	Consultant Thoracic Surgeon 2	6	25	Prehabilitation	COMMENT: To add that the prehab service will work with thoracic nurses, allied health practitioners, dieticians, Macmillan nurses, pain team etc to help the single centre provide a complete package of holistic care to patients along the entire patient pathway.	Point noted.

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
47.	Consultant Thoracic Surgeon 2	7	3, 4,5	Operating Lists	<p>Taking into consideration that the single centre will be a teaching centre and following LHCH model, the most efficient way to run theatres will be "a minimum of" one full day and one half day per surgeon with 3 cases per full day list (two long and one short) running from 8:00am to 6:30 pm (including post op care). An ideal model would be two theatre days per surgeon per week.</p> <p>EVIDENCE: Taking into consideration future impact of lung cancer screening and expected increase in number of lung resections, the centre will be expected to perform ~1300 cases per year. Dividing this by three cases equals 433.3 cases. Over 50 weeks per year this works out to 8.6 lists per week. Taking into account cancellations due to theatre staff sickness, bank holidays, audit days, Hospital Infections, etc., = 10 lists per week or 2 theatres running 5 days a week for elective and emergency work is what it will take to provide timely high standard of surgical care to patients and training to future surgeons and staff.</p>	The RCS review recommended this as the optimal model for efficiency. This can be revisited during implementation. There are clearly a range of views (see comments above) and the exact configuration will need to be agreed as part of implementation taking into consideration optimal efficiency and staff well-being.

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
48.	Consultant Thoracic Surgeon 2	7	15-40	MTC	Brilliant piece of work – shows the reality of the situation! Shows that having a surgeon on site 5 days a week at UHW provides miniscule patient care if any, and is a complete waste of money and time.	Point noted.
49.	Consultant Thoracic Surgeon 2	8	13	Required Consultant Workload-Theatre sessions	Theatre sessions per week 6.5 is not adequate. Minimum 8.6 x4 sessions per week EVIDENCE: As demonstrated above under "Operating Lists"	See response above.

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50.	Consultant Thoracic Surgeon 2	9	5-12	Job Plan	<p>...7.5:3 split then "6.2 consultants would be required."</p> <p>EVIDENCE/COMMENT: theatre sessions per surgeon required = 4 and NOT 3.0 as described under "Operating Lists."</p> <p>Also job plan in SBUHB Wales is 7:3 with 3 SPAs for each consultant. Unlike NHS England where each session is 4 hours long, each session in NHS Wales is 3 and a half. So cannot compare work covered by NHS England consultants with NHS Wales's consultants. The RCS and NHS England thoracic surgeons should be always made aware of this when obtaining any consultation regarding job plans, theatre lists etc from them.</p>	Points noted however the advice we have received is that 6 surgeons is sufficient to cover the anticipated thoracic surgical workload. Comparison with other centres also support 6 surgeons as being sufficient.

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
51.	Consultant Thoracic Surgeon 2	9	8	MDT	Disagree with MDT 0.5 EVIDENCE: DCC does not take into account other specialist MDTs that will need cover. For example, Sarcoma MDT; Interstitial Lung Disease MDT; Mesothelioma MDT; Colo-rectal MDTs per Health Board; Emphysema-LVR MDT; Radiology MDT; Base hospital Specialist MDT.	Point noted. This was based on the advice we received from other centres. This can be reviewed.
52.	Consultant Thoracic Surgeon 2	9	14		COMMENT: Based on the above split then a minimum of 7.3 consultants would be required. Eliminating UHW MTC cover every week (which is a complete waste of good money, time and does not make any sense whatsoever) will bring the number of consultants required to ~6 consultants.	Point noted.

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53.	Consultant Thoracic Surgeon 2	10	19, 22	Recommendations	<p>Disagree with, " ..workload is around 5.5 to 6.2." Should read, " minimum 6.5 to 7.5."</p> <p>EVIDENCE: As described above.</p> <p>COMMENTS- RECOMMENDATIONS: Each consultant covers two Lung cancer MDTs (visiting the main peripheral MDT and cross covering the second with V/C link); two clinics (visiting one peripheral clinic of the main MDT and servicing the second base hospital clinic for other MDTs and emergency work arising from on-call); minimum one full day and one half day theatre (ideally two lists per week); each surgeon covers one or two specialist MDTs; and 1:5 on call.</p> <p>Note: In the process of visiting the peripheral MDT and its clinic the visiting thoracic surgeon will face requests for advice and opinion from chest physicians and others and many times see inpatients, A&E trauma and other patients. This will take up DCC time. This has not been considered.</p> <p>EVIDENCE: First-hand experience when working for Birmingham Heartlands Hospital, Southampton and the Royal Brompton Hospital. Visiting peripheral MDTs many times involved seeing patients in the ward, ED for opinion and management.</p>	Point noted and see response above. Benchmarks from other centres and the advice we have received suggests that 6 surgeons is sufficient. This can be tested and re-assessed however prior to implementation.
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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
54.	Consultant Thoracic Surgeon 2	9	19	OPD	All surgeons will NOT provide UHW onsite cover. This should be provided by the surgeon covering the UHW Lung MDT and its clinic once a week as is done by Mr M Shackcloth once a week at Liverpool Heart and Chest Hospital for the MTC there. It is mandatory that patients from all of South Wales Health Boards covered by the Single Site Thoracic Service at SBUH receive a fair and equitable service. UHW Cardiff should not get any preferential, special treatment – No post code lottery care!	Please see response above.
55.	Consultant Thoracic Surgeon 2	9	40,41	MTC work	Totally agree. This can and should be dealt by Trauma and Orthopaedics as is done at LHCH.	Thank you
56.	Consultant Thoracic Surgeon 2	FINAL COMMENT			Thank you for your hard work.	Thank you
57.	Health Board CEO 1	1	8	Context	Each of the Welsh Health Boards considered the WHSSC recommendation and agreed this subject to a number of conditions being met.	Point noted.

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58.	Health Board CEO 1	1	14		It would be useful to make clear that the two medical directors provided the paper as requested by WHSS (letter dated 28 th December 2018 from Sian Lewis to Dr Shortland and Dr Evans).	Point noted and is reflected in the conclusions in the Joint Committee paper.
59.	Health Board CEO 1	1	19		The matters and uncertainties referred to should be included.	They are included in the Joint Committee paper
60.	Health Board CEO 1	1	24 25		The establishment of an Expert Panel does seem at variance with the timing of the Consultation document.	We were constrained by the very tight timescales
61.	Health Board CEO 1	1	37-38		There should be a note that neither of these documents include support required for an MTC	Both the English and Welsh Service Specifications went to widespread stakeholder consultation. This was not raised in our consultation as an issue. It is only since the recommendation to locate at Morriston this has been raised.
62.	Health Board CEO 1	1	41		It would be helpful if the assumptions are made clear within the document	Apologies if this is not clear.
63.	Health Board CEO 1	2	16	Background	It is important that the opinions of the RCS Invited Review are considered in the context that they were made prior to the decision to locate the MTC in a different Health Board to the site of the Thoracic Centralisation.	The RCS were aware of the work around the location of the MTC as were the Independent Panel

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64.	Health Board CEO 1	2	39	Background	We have been unable to find any reference within the Intercollegiate Surgical Curriculum Programme that describes surgeons being trained to "practice independently for injuries to the thorax". The curriculum describes training to include a subset of thoracic surgical skills, this does not equate to a mandate for independent practice.	https://www.iscp.ac.uk/static/public/Trauma_Surgery_TIG_Syllabus_2018.pdf
65.	Health Board CEO 1	7	9	Operating lists	The calculation of 6.25 lists per week seems overly optimistic. C&V currently run 4 lists per week delivering 672 cases per annum. On a simplistic basis, the forecast activity of 1300 cases would suggest that circa 8 operating lists would be required per week.	See response above. The calculations were done on a long day and 4 cases per 3 sessions ie 11.15 hours. The operating hours at the two centres are different currently and the sessions are currently being calculated differently at both sites.
66.	Health Board CEO 1	3	7, 13-14 7		This guidance regarding emergency cover needs to be referenced from the source Cardiothoracic Surgery GIRFT Programme National Specialty Report 2018. Please can it be clarified that the specification does not deal with thoracic cover to an MTC	Point noted however please see response above regarding the status of the GIRFT report.

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67.	Health Board CEO 1	7		Major Trauma Centre	There is no reference in this section to the NHSE standards for Major Trauma that have been agreed as the standards for commissioning in the Wales Trauma Network. The standards clearly document the need for a Cardiothoracic surgeon to be available within 30mins to attend a trauma patient and this is not reflected anywhere in the paper.	Point noted however the paper refers to cardiothoracic surgeons and the issue here relates to thoracic surgeons which needs to be emphasised. Please also see appendix G which gives detail on the advice we have received regarding thoracic surgeons need to attend the MTC in an emergency.
68.	Health Board CEO 1	7	19	Major Trauma Centre	Figures supplied by the existing thoracic Surgeons in C&V suggest this is an underestimate and the more likely volume is 5-11 p.a.	The development of an interim model will allow this to be fully assessed

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69.	Health Board CEO 1	7	22	Major Trauma Centre	<p>It would have been helpful if the centres providing these two varying opinions were clarified. Indeed it is most common in Cardiff and Vale that currently Thoracic trauma is most often managed by our Cardiac surgeons. This is not a sustainable position going forward as new and recent Cardiac Surgeons being appointed are not skilled in thoracic trauma.</p> <p>The GIRFT report specifically recommends ending the practice of using dedicated cardiac surgeons to provide emergency thoracic cover.</p> <p>Furthermore the SAC and SCTS UK Cardiothoracic Surgery Workforce Report 2019 describes increasing practice of splitting the specialty into cardiac and thoracic surgery</p>	Please see appendix G which gives further advice from the SCTS and the National Clinical Director for Trauma for England.
70.	Health Board CEO 1	8	3	Major Trauma Centre	<p>See comment 3 above</p> <p>The coverage of the MTC by a single rota from the surgical centre, when established, does not provide thoracic surgical cover consistent with the standards of a MTC and best practice.</p>	Please see response above and the further advice in appendix G

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71.	Health Board CEO 1	9	39	Covering the MTC from April 2020	<p>The MTC has described the development of a tier of resuscitative surgeons within the existing workforce to cover the general surgical element of major trauma operating. We have not proposed that these surgeons are on an on-call rota to cover thoracic surgery as this would directly contradict the recommendations of the Cardiothoracic Surgery GIRFT Programme National Specialty Report 2018?</p> <p>The trauma team already have the skill to perform resuscitative thoracotomy (open the chest and perform a limited range of interventions). It is the arrangements beyond this that are of concern. It is not in the remit of the trauma team to go beyond these initial limited interventions and provide definitive thoracic surgery.</p>	Please see response above.

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72.	Health Board CEO 1	11	All	The Liverpool model	Based on the data presented at the Summit in May we have concerns about generalising the Liverpool experience to the WTN. The activity levels 2011-16 in UHW were significantly higher than Liverpool and it is only 7 miles away from its MTC. The description of trauma support to the MTC lacks meaningful detail.	Please see response above
73.	Health Board CEO 2	2	16-17	Background	The statement that "the location of the MTC had not been determined" should have been followed by a clarification that this materially affects the consultant workforce plans, particularly in regard to providing cover for 2 separate sites.	The advice we have been given is that the location of the MTC should not affect the consultant numbers.
74.	Health Board CEO 2	7	1-9	Operating lists	Current operating lists on each site average approximately 3 cases per list, which would equate to the need for 8-9 lists per week when job plans are annualised. The calculations of workload for surgery do not factor-in pre-operative and post-operative care.	The RCS review recommended this as the optimal model for efficiency. This can be revisited during implementation.

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75.	Health Board CEO 2	7	16-40	Major Trauma Centre	The calculation of work associated with the requirement to cover out-of-hours 7 days/week 365 days/year fails to adequately recognise the burden of work at evenings and weekends: Firstly, the establishment of a single thoracic surgical centre on one site will substantially increase the probability of post-operative complications from elective cases which would require consultant input during evenings and weekends. Secondly, the stated infrequency of phone calls or call-outs in the out-of-hours period is immaterial in relation to the essential requirement – which is to be available immediately when requested. For the person who is on-call on any given day, the expectation is that they will be able to attend either unit in the event of an emergency and must therefore make adequate provision in their home/family lives in order to travel at any hour to the relevant site. This is a significant burden and not recognised adequately in the proposal.	The advice we have received is that the burden of out of hours work is low. We have also been advised that operating 2 rotas is neither desirable or required and would be difficult to recruit to.

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76.	Health Board CEO 2	General		<p>It is disappointing that the paper underestimates the volume of work and the challenge of providing consultant cover for the establishment of two high-profile and geographically separate services. We do not consider that 6 consultants would be able to provide this sustainably. The paper prepared by the Medical Directors, which might usefully have been included as an appendix in order to compare and contrast the different approaches, recommended a total of 8 consultants and made adequate provision for out-of-hours cover. We believe that a total of 8 consultants remains the most pragmatic solution to establish the service safely.</p> <p>The paper noted the requirement for 8 surgeons to adequately cover the MTC:</p> <p>"that the sessions are distributed as part of a wider group job plan amongst the new posts and all existing post-holder, to ensure equal distribution of workload supporting the MTC as well as tertiary activity. It is anticipated this would be accommodated with a 1 in 8 "hot" on-call covering the Thoracic Centre in Morriston Hospital and a separate quieter 1 in 8 on-call covering the Cardiff and Vale MTC</p>	<p>We came to our conclusion regarding the optimal number of consultants based not only on mathematical modelling of the clinical activity but benchmarking with a range of providers across the UK. In addition we subsequently tested this model with the President of the SCTS and an expert panel of thoracic surgeons who are members of the SCTS who also support the conclusion.</p>
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					<p>at the University Hospital of Wales. This would mean an on call overall of 1 in 4 and means there would not be a situation where either centre is not physically covered by a Consultant Thoracic Surgeon"</p> <p>The proposal is based on a tight mathematical calculation of sessions but leaves very little room for the eventuality that the workload is higher than anticipated and/or sessions cannot be practically worked as described. The proposal lacks a pragmatic perspective of the wider picture: that this is a shortage specialty; that it is more difficult to recruit to Wales; and that the current workforce is fragile. The existing Thoracic surgeons are currently highly engaged in the process and are actively contributing to the Thoracic workshops – this could easily be lost and would be difficult to retrieve.</p>	
77.	Consultant Cardiothoracic Surgeon	General			Largely very supportive of the proposals but with the following comments:	Thank you

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78.	Consultant Cardiothoracic Surgeon				The main issue is the basic activity plan on which the modelling is based i.e. 4 case per theatre list is unrealistic. The most efficient of list in either of the HB delivers just over 3 case prelist on an extended days working 8-630 theatre and quite often we struggle to get to 2.5 case per list – developing these calculation leads to consultant workforce between 6.5-7.5 surgeons.	The RCS review recommended this as the optimal model for efficiency. This can be revisited during implementation.
79.	Consultant Cardiothoracic Surgeon				The annual activity on the SCTS report would suggest annualised case throughput per surgeon of somewhere between 150+/-50 cases depending on the case mix developing this calculation would suggest that 8 surgeons would be needed especially if the MTS is to be supported between 9-5	This does not benchmark with any other UK centre and is not consistent with the advice we have been given. Please see responses above.
80.	Consultant Cardiothoracic Surgeon				Are we modelling on 42, 50 week per year of activity?	52 weeks per year with prospective cover which benchmarks with other UK centres.
81.	Consultant Cardiothoracic Surgeon				The need to upskill trauma surgeons at the MTC needs to be supported by the Consultant Thoracic Workforce	We agree and have therefore suggested an interim arrangement with an additional thoracic surgeon located at the MTC from April 2020.

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82.	Consultant Cardiothoracic Surgeon				Equity of access to surgical treatment for chest wall injury across the trauma network in south wales can best be delivered by chest trauma MDT bases approach where all significant chest wall injury cases are reviewed.	We suggest this should be looked at via implementation.
83.	Medical Director 3	1	39	Background	Also need to take into account the potential introduction of a targeted lung cancer screening programme in Wales - increase in number of patients with early stage disease treated by surgery	We have discussed this with the representative from the Cancer Network. Lung cancer screening is unlikely to be introduced for another 3 years and as we do with all other commissioned services, we will review any activity changes regularly.
84.	Medical Director 3	2	22	Background	Only 2 OP clinics per week proposed on this site, so not sure what the consultants are going to do with the rest of their time?	This point has been noted.
85.	Medical Director 3	4	6	Demand Analysis	Cure can also be obtained from treatment with radical radiotherapy	Point noted.
86.	Medical Director 3	5	6 (Table)	MDTs	411 patients within ABUHB in 2015	Point noted. We will amend the figures.
87.	Medical Director 3	6	1 (Table)	MDTs	Requires recalculation to 722 - significantly more than any other pair of surgeons, which may place ABUHB at a disadvantage	Point noted. Information was based on that presented at the March clinical summit. The distribution between the surgeons will need to be amended as part of the implementation process.

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Comment number	Name of stakeholder organisation / individual	Page No.	Line No.	Section	Comments	WHSSC response
88.	Medical Director 3	6	23	MDTs	Anticipate no change to weekly surgical clinic at RGH	Point noted.
89.	Medical Director 3	8	13	Required Consultant Workload Total number of Sessions /week	Why daily at Morriston if patients are to be seen closer to home - could there not be a pre-assessment service in Cardiff?	Accept this point and this would be the aspiration but we are advised will depend upon the availability of anaesthetists.
90.	Medical Director 3	10	5	Covering the MTC from April 2020	Clarification is required as to whether this is a 4th surgeon at UHW	Yes that is the recommendation to support the concerns being expressed regarding the MTC.
91.	Medical Director 3	10	27	Recommendation	Does this take into account speed of access? The National Optimal Lung Cancer Pathway requires surgery with 21 days of decision to treat.	In discussion with the representative from the Cancer Network this suggested number of surgeons and anticipated activity does take this into account.

Appendix E

CONFIDENTIAL

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Comments forms with attachments such as research articles, letters or leaflets were not accepted

Thoracic Surgery Consultant Work-force Model Expert Advice.

Teleconference 18.06.19

Attending:

Chris Moran, NHS England National Clinical Director

Rajesh Shah, Clinical Lead for Thoracic Surgery Manchester NHS Foundation Trust, Chair of the Specialty Advisory Committee on Training and co-opted member of the Society of Cardiothoracic Surgeons (SCTS) Executive Committee.

Juliet King, Thoracic Surgeon, Guys & St Thomas NHS Foundation Trust, member of the SCTS Thoracic Committee

Steve Woolley, Thoracic Surgeon, Liverpool Heart & Chest Hospital, Co-chair of Thoracic Committee, SCTS and co-opted member of SCTS Executive Committee

Sian Lewis, Managing Director, WHSSC

Karen Preece, Director of Planning, WHSSC

Background:

Members of the panel were each provided with the consultation document in advance of the meeting and further background information was provided by Karen Preece at the start.

Below is a summary of the discussion organised into themes rather than a chronological summary of the discussion.

1. Clarity on the interface of thoracic surgeons in the immediate management of trauma patients:

There was unanimous agreement amongst the thoracic surgeons present that the Getting it Right First Time (GIRFT) review 2018 recommendation that thoracic trauma should only be covered by thoracic surgeons and not by cardiac surgeons reflected an opinion and did not have an underlying evidence base. They expressed the view that the professional perspective of the SCTS which is that surgeons on the Trauma Team should have training and the competence to perform resuscitative thoracotomy in ED or the operating theatre and that both cardiac and thoracic surgeons are competent to stop bleeding within the thorax, was more relevant.

There are just over one hundred thoracic surgeons in the UK. There are 22 Major Trauma Centres for adults in England, 1 in Northern Ireland and proposals for 3 in Scotland and 1 in Wales. It is highly unlikely that 100 surgeons will be able to provide comprehensive thoracic trauma care for 27 MTCs in the UK, either in the short or medium term. Thus, suggested by GIRFT cannot be delivered. The position of the SCTS is therefore that a pragmatic approach should be taken to providing cover by trained cardiac and thoracic surgeons.

The **Chair of the SAC** noted that the current training programme means that both cardiac and thoracic trainees have the competency to manage emergency thoracic trauma and all existing consultants should have this competency. If they do not then they should be offered the opportunity of further training.

He suggested there were 2 models of care for emergency thoracic surgery, first resuscitative trauma surgeons, secondly, on-site cardiac or thoracic surgeons if present. He emphasised again both cardiac and thoracic surgeons should be competent and stated that dual cover was not a good use of resources. His view was that thoracic trauma requiring immediate surgical intervention was rare and that this was best managed by resuscitative trauma surgeons with input from onsite cardiac or thoracic surgeons for the very rare event when additional support is needed. He noted there is a wide variation across the UK in models of cover and highlighted that Brighton was a MTC with no thoracic surgeons and only cardiac surgeons. He emphasised there was no single right answer and suggested we request sight of the draft guidance from the SCTS on the management of thoracic trauma. (***Paper requested; not yet available***)

The **National Clinical Director (NCD) for Trauma in England** explained that the commissioning standard in England was that MTCs have the capability within the Trauma Team to undertake resuscitative thoracotomy and that cardiac and thoracic surgeons were not part of the Trauma Team (available within 5 minutes) but should be available within 30 minutes to attend an emergency case. There are a number of working models in England with some MTCs having both cardiac and thoracic surgery on site and others having cover from a separate hospital site. The requirement for resuscitative thoracotomy is rare in MTCs that mainly deal with blunt trauma (as is the case in south Wales) and he estimates four times per year for the south Wales population.

The Co-chair of the SCTS Thoracic Committee noted that the one of the centres in the UK with the most experience of penetrating trauma injuries was Kings College Hospital in London and that in this centre support was provided by cardiac surgeons. This model works well there as they have no on site thoracic cover.

The member of the SCTS thoracic committee noted that the way in which cardiothoracic trauma is covered in the UK is variable, and likely to change further as cardiac and thoracic services become independent of each other. However in setting up the new South Wales service it would be important to have clear local guidance and rostering as to who is contacted in the event of major thoracic trauma where specialist intervention may be required. She believed that this would not necessitate a thoracic surgeon being on site at the MTC.

2. Clarity on the interface of trauma surgeons in managing trauma patients with other specialties:

Rib fracture fixation is rarely required as an emergency procedure within a few hours of injury but MTCs need the capability to provide this operation within 48

hours of the decision to operate. It must be performed by surgeons competent in this technique. Ideally, the service is provided jointly by thoracic and orthopaedic surgeons but this service may be provided by thoracic surgeons alone or by orthopaedic surgeons as long as thoracic surgical advice and back-up is available. All three models are in service in the UK with successful outcomes. Given the service requirement and geographical separation, the provision of rib fracture surgery by trained orthopaedic surgeons with back-up from the thoracic surgeons may be the best service model for South Wales.

The member of the SCTS thoracic committee suggested that providing an on-site thoracic surgeon at the opening of the MTC offered a fantastic opportunity for training and development of trauma and orthopaedic teams. She emphasised the importance of support for poly-trauma patients and that regular trauma ward rounds from thoracic surgeons would be important when services were centralised at Swansea. She felt this could be undertaken to coincide with clinics being held at UHW. It would be very important to ensure that onsite out of hours cover is provided at Swansea and that robust rostering should be made explicit in job plans.

The **NCD Trauma in for England** said that it is a pre-requisite in England that trauma teams have the capability for resuscitative thoracotomy and thoracic surgeons have a role to support this training.

3. Expert advice on the level of activity required to maintain a consultant surgeons skills:

The SAC Chair stated that thoracic surgeons need at least one full day operating time and that the evidence is that the greater number of operations the surgeons undertake, the better the outcomes. He felt that 8 surgeons would mean that the operating time for individual surgeons would be too low. In addition it would not represent a good use of resources. He suggested it might be a problem to recruit into such a post.

The member of the SCTS thoracic committee explained that a thoracic surgeon needs to undertake at least 50 primary lung resections per year and in her view 8 surgeons would mean this target may be difficult to meet. This view was supported by the Co-Chair of the SCTS Thoracic Committee. Although planning predicts a 20% increase in activity it is not clear at this stage whether this will mean a significant increase in the primary lung resections.

4. Development of indicative job plans for consultant thoracic surgeons

The member of the SCTS thoracic committee noted that 6 surgeons represented a "good number" and would allow sufficient time for Supporting Professional Activity sessions (SPAs).

The **Chair of the SAC** confirmed that in his centre there were 6 thoracic surgeons for a population of around 3.2 million.

There was agreement by **all thoracic surgeons** present that on current activity 6 surgeons represented the right number however there should be a further assessment if activity changes for example due to lung cancer screening.

There was discussion around the likely volume of out of hours work at the future single centre. The consensus was that this depended on adequate theatre capacity and if this was in place then semi-elective surgery would take place within working hours and there would be relatively little out of hours work. The **Chair of the SAC** advised that operating two rotas was unnecessary and not a good use of time, emphasising that well trained trauma surgeons or cardiac surgeons were competent in stopping bleeding.

Summary:

Chris Moran NCD for Trauma NHS England noted the discussion had been very helpful for him as MT Lead and summarised as follows:

1. The professional advice is that 6 thoracic surgeons is the right number
2. Trauma Teams must have the capability to perform resus thoracotomy
3. Cardiac surgeons at the MTC need to provide emergency assistance to stem massive thoracic haemorrhage
4. A rib fracture fixation service in Cardiff needs to be based in orthopaedics with back-up from thoracic surgery
5. The thoracic surgeons need to take ownership of complex thoracic trauma and this will require good communication and regular ward rounds in the MTC (probably best coincided with the days that thoracic outreach clinics are scheduled at the MTC).

(18.06.19)



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Pwyllgor Gwasanaethau Iechyd
Arbenigol Cymru (PGIAC)
Welsh Health Specialised
Services Committee (WHSSC)

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The Chair and the Board Secretary:

Anuerin Bevan UHB
Cardiff & Vale UHB
Cwm Taf Morgannwg UHB
Hywel Dda UHB
Powys THB
Swansea Bay UHB

Dear Colleague

Re: Adult Thoracic Surgery for South Wales

I am writing to provide an update on developments at yesterday's WHSSC Joint Committee meeting.

You will be aware that we considered adult thoracic surgery for south Wales at meetings in May and June 2019, and were trying to bring this matter to a satisfactory conclusion at yesterday's meeting. To achieve this we prepared a consolidated paper that set out the background and made various recommendations reflecting input from Welsh Government and health boards. We anticipated that the same paper would be forwarded to you for consideration at your next Board meeting with an endorsement on behalf of the Joint Committee.

I am very pleased to report that the Joint Committee unanimously approved all of the recommendations set out in the paper at its meeting yesterday. On that basis, I am now asking your Board to confirm its unconditional approval for a single adult Thoracic Surgery Centre based at Morriston Hospital, Swansea.

I am attaching the Joint Committee paper and appendices for you to circulate to your Board which, together with this letter, should provide your directors with assurance that the relevant caveats have been addressed.

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Managing Director of Specialised and Tertiary Services Commissioning/Rheolwr
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Yours sincerely



Professor Vivienne Harpwood
Chair

cc Andrew Goodall, Chief Executive, NHS Wales
Simon Dean, Deputy Chief Executive, NHS Wales

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