Oh to be a cancer patient, now that April’s here! In their health manifestos, Labour and the Conservatives appear desperate for the votes of those unfortunate enough to be diagnosed with cancer—Labour offers “a binding guarantee” of test results within a week, along with the right to one to one nursing and to palliative care at home, and the Conservatives promise access to the latest drugs, saying they will encourage trials of new treatments and support screening programmes.

The Liberal Democrats, by contrast, do not even mention the word cancer in their manifesto. Unlike the other parties, they focus on structural reform, promising the abolition of strategic health authorities (SHAs) and the creation of elected health boards to control local services.

If the three major parties do agree about anything, it is that there are plenty of costs to be cut. The Labour Party promises to save hundreds of millions scaling down the IT system it invented, and delivering £20 billion of savings “in the frontline NHS.” The Conservatives promise to cut administration costs by a third and to cap pay so that no worker earns more than 20 times the lowest paid. The Lib Dems, as well as abolishing SHAs, would halve the size of the Department of Health, cut spending by health quangos by a third, and cap chief executive pay so that nobody earns more than the prime minister.

While promises have been ten a penny in the run-up to the election, the manifestos find the two main parties in more cautious mood. Labour is short of new ideas, while the Conservatives have abandoned some of theirs, including the guarantee not to close any hospitals—this now applies only to accident and emergency and maternity units, not entire hospitals. The Lib Dems, however, are bolder.

Writing the manifesto, however, does seem to have reawakened Labour’s interest in NHS reform. Patients will have the right to choose to be treated by any provider meeting NHS standards, while all hospitals will become foundation trusts, with the right to expand into primary and community care and increase their private services (“where these are consistent with NHS values and provided they generate surpluses that are invested directly into the NHS”). All these were once opposed by Gordon Brown.

More costs
Labour promises to stick with the existing structure of SHAs and primary care trusts during the next parliament, and not to tamper with the hospital payment system. Its guarantee of health checks for everyone aged between 40 and 74 is not new, but remains ill defined in spite of the manifesto’s claim that it will prevent up to 10 000 heart attacks and strokes each year.

Some of Labour’s promises do carry extra costs. One to one dedicated nursing for cancer and the guarantee of palliative care at home will not come free. Nor will the promise of a named midwife for every expectant mother, and the right to a home birth wherever it is safe . . . or the guarantee that every cancer patient will see a specialist within two weeks of referral and get test results in another week, a package that
Labour says (again without evidence) will help save “tens of thousands of lives” over the next decade. Another cost creator is the promise of 8000 psychological therapists over the course of the next parliament to deliver care to all who need it.

**GP access**
The health checks and cancer guarantees are not new: Gordon Brown promised the first in January 2008, and the second in his speech to last year’s party conference. Full coverage of the health checks is planned for 2012-13, while the cancer pledges will be phased in from 2011-12, should Labour form the next government. The plan to scrap GP boundaries was announced in September 2009. But there is no mention in the manifestos of the promise to abolish car parking charges in hospitals, made by health secretary Andy Burnham at the Labour Party Conference in 2009.

Labour’s manifesto is light on public health, though it promises to maintain the ban on smoking in public places. It adds sunbeds to alcohol and tobacco as the scourges from which children’s health must be protected, and commends the Change 4 Life programme. It promises to “change our society’s attitudes to mental illness” without saying what exactly is wrong with them.

Unlike Labour, the Conservatives have no recent record to defend. They agree with Labour that all hospitals should become foundation trusts and that patients should have to right to be treated wherever they choose. They offer the guarantee of a GP available to everybody 12 hours a day, seven days a week, a promise only made possible by the Labour programme to create GP led health centres in every primary care trust. (Note: the Conservatives do not promise seven-day-a-week access to “your” GP.)

The main focus of the Conservatives is on replacing targets with greater information for patients, particularly on health outcomes, in the belief that this will drive up standards of care. They plan to liberate the NHS from central control by setting up an independent NHS Board, and turning the Department of Health into a Department of Public Health. Local authorities will be allocated separate public health funding, weighted so that more money goes to areas with poorer health outcomes, and paid for in such a way that the more successful councils will get more money. If elected, the Conservatives will extend practice based commissioning so that GPs have actual rather than notional budgets—fund holding by any other name—and link GPs’ pay to the results they achieve.

In one of the few explicit financial commitments in any of the manifestos, the Conservatives promise £10 million a year to support children’s hospices and a new funding system for all hospices and palliative care. Their plan to fund cancer drugs makes no mention of vetting for cost effectiveness by the National Institute for Health and Clinical Excellence (NICE) and is to be funded from the savings made by not implementing Labour’s plans to increase national insurance contributions. But that, objected John Appleby of the King’s Fund, is false accounting: you cannot count as savings something that has yet to be spent.

The Liberal Democrats share the distaste for targets and, like both the other parties, want to scrap GP practice boundaries and allow patients to choose any GP, regardless of where they live. They will ensure, they say, that local GPs are made responsible for out of hours services, and give those GPs who take patients from the most deprived areas a financial reward. It would become illegal to work as a doctor in the UK under a Lib Dem Government without passing robust language tests, though how this squares with EU law is not clear.

**Failed promises?**
But the Lib Dems’ most radical proposal is to transform the shape of the NHS by abolishing SHAs and establishing elected health boards. The power of these boards remains unclear. The manifesto says that “over time, Local Health Boards should be able to take on greater responsibilities for revenue and resources,” implying that to start with they would coexist with primary care trusts.

A few promises in the Conservative draft health manifesto have failed to make it into the final document. The plan to provide 45 000 single rooms in NHS hospitals has become a promise to increase single rooms “as resources allow,” there are no undertakings to provide 4 200 more health visitors and maternity nurses. And the commitment to value based pricing for drugs has become an undertaking to reform the way drug companies are paid for NHS medicines.

On social care, the issue that caused the greatest row in the run-up to the election, Labour promises a commission to determine the right way to finance it, and reform after 2015, when the proposals “have been out to the public at a general election.” The Conservatives say that they will finance care by a one-off voluntary payment of £8000, and the Lib Dems, like Labour, suggest a commission to develop plans. This should report within a year, the Lib Dems say, and meanwhile they would use the money from Labour’s care bill to provide respite care for one million carers.

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See **FEATURE**, p 894

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**Join doc2doc’s election debate**

The doc2doc election page is rife with heated debate on the health issues of the general election. As well as a discussion of the BNP’s health manifesto, a King’s Fund election game about the three main parties’ health policies, and a blog post on how to question would be MPs about their science policies, there is plenty of discussion on the emotive subject of access to general practitioners.

**peteb:** I think neither of the two main political parties will be good for the NHS, but at least the Conservatives are being relatively honest about their desire to run a private service alongside it.

**sykesteve:** The Tories’ idea on GPs being available 12 hours a day, 7 days a week is, frankly, bonkers! How do they propose to do this unless they have a cunning plan to either double the number of GPs or ask existing GPs to work up to 84 hours a week?

It’s preposterous. If they expect us to do shifts then, in general, we may be open 12 hours a day, 7 days a week but our services will be significantly reduced when we are open.

**DrS:** I’m afraid as a hospital doctor working 9-5 (sometimes 8-6) with a one hour drive from home I strongly support some weekend/evening GP opening hours.

**Ed Davies:** I thought the health part of the leaders’ election debate was really rather disappointing. In fact, enormously so. In fact, it was a total joke. Considering it’s the second biggest issue for voters you’d think they had a clue what they were talking about. The real humdinger was Gordon Brown having a go at David Cameron on GP access saying how Labour would widen it at evenings and weekends. Now I can understand Mr Brown not knowing the Tory manifesto but Mr Cameron might have had the wherewithal to respond that page 47 of his own manifesto includes the explicit promise that “every patient can access a GP in their area between 8am and 8pm, seven days a week.”

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**Have your say at**

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**UK ELECTION**

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We asked a range of contributors what they think the key election issues are for the NHS and their personal hopes for the future under the next government.

Martin Marshall, clinical director and director of research and development, Health Foundation

My simple message for the next government is to be clear about your role and stick to it. Your job is to convey a clear and consistent vision of what the health service needs to look like in the future. This is a vision that is centred on a commitment to continuous improvement in population health and in the quality and safety of patient care; that promotes a new dynamic between patients and health professionals; that encourages innovative technologies to enable better communication, improved diagnosis and treatment, and more effective use of limited resources; and that challenges traditional structures and working practices.

Don’t tinker, and don’t pretend that you can control from the centre. Much has been achieved in the past decade, but we are still a long way from ensuring a self improving system that can guarantee a high quality experience and excellent outcomes. This can be delivered only by those who work in the service. Setbacks are experience and excellent outcomes.

Jacky Davis, co-chair, NHS Consultants Association

While the mantra “free at the point of need” remains sacrosanct, the drive to have NHS care delivered by competing private sector companies is increasing. This important change—which will profoundly alter the nature of the NHS—has received little critical scrutiny from the media. The Conservatives and Liberal Democrats are overtly in favour of “any willing provider” of NHS services. Labour looks confused, having been prevented by the Cooperation and Competition Panel, which it created, from making the NHS the preferred provider.

Politicians have abandoned critical thought in their rush to embrace the free market—and the recent global failure of the market has not dampened their enthusiasm. There is no evidence to support the claim that the commercial sector does it better and cheaper.

The NHS that all the major parties claim to protect will be a logo attached to any willing provider, with all the increased costs, fragmentation, and loss of accountability that we are already seeing. Those who want otherwise have been effectively disenfranchised.

Ann McPherson, medical director, DIPEX Health Experiences Research Group, University of Oxford

The past 13 years have seen unprecedented investment in the NHS after 20 years of drought by previous Conservative governments. I want to see the NHS continue to be properly funded in line with our European neighbours but without privatisation, which will inevitably be a far more expensive alternative. Two other important issues are on-call cover for primary care and availability of cancer drugs.

Managers, although necessary, should be kept to the minimum needed for efficiency and to prevent wastage. All doctors working in the UK, including those on call, should be trained and proficient in medicine and English to the same high standard that is expected of those trained within the UK.

We should practise evidence based high quality medicine. The National Institute for Health and Clinical Excellence (NICE) has come under fire in recent times, but I want to see it continuing to develop guidelines for treatments. It needs to be able to respond more quickly to new drugs as they come on the market, including cancer drugs. People’s experiences of illness also need to be included as part of this evidence.

I would also like assisted dying to be legalised. It should become part of palliative care alternatives and should be a respected patient choice available to those who wish or request it.

Allyson Pollock, professor of international public health policy, Edinburgh University

The current talk of social insurance and long term care insurance is all a cover for the introduction of private insurers, the late comers in the feast to divide up the NHS spoils. As sure as night follows day, the government and the private sector will find that public funds are not enough and new sources of income will have to be found and new concessions for insurance and patient charges awarded by government.

At a time when inequalities are growing the only policy that can work is a return to redistribution. But redistribution is not solved simply by raising income tax; rather it has to be designed into the systems of welfare and delivery to ensure efficiency and equity. And that requires careful attention to the mechanisms of risk pooling and social solidarity. It requires planning and resource allocation on the basis of geographical populations, the elimination of transaction costs such as marketing billing and invoicing, and service integration instead of fragmentation and competition.

Angela Coulter, chief executive, Picker Institute Europe

 Voters must decide which party they can trust to maintain and improve standards after the election when funding for health care will be tighter than it has been in over a decade.

We need policies that will take us further towards the fully engaged model set out by the Wanless reports. These underscored the potential to curb rising costs by managing demand more effectively. That must involve greater emphasis on prevention and early intervention; a willingness to disinvest from ineffective treatments, procedures, and institutions; and more effort to engage patients in their care.

Department of Health documents are littered with references to patient and public engagement, but progress has been disappointingly slow. According to the Care Quality Commission’s national patient surveys, nearly half of inpatients and a third of primary care patients want more say in selecting treatments, and very few people with long term conditions receive effective support for self management. Patients are still treated as passive recipients of care, and this paternalism creates dependency, undermines self reliance, and fuels demand for unnecessary and sometimes harmful treatments.

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service redesign offers the opportunity to reduce activities, control costs, and deliver more care closer to the patient. However, it will also entail closures in some places. Achieving this in the face of local opposition will require an entirely different approach, based on collaboration and visible clinical leadership. The internal market and associated transactional costs, which have done so much to discredit earlier NHS reforms, must also not be allowed to obstruct clinically driven service reconfiguration.

Finally, whoever ends up in the chair at Richmond House will need to be firm in their defence of the NHS against competing government departments. Funding for undergraduate and postgraduate medical training places, audit programmes, and biomedical research could all suffer in the rush to announce savings.

Nigel Edwards, director of policy, NHS Confederation
The key election issue in health is how the NHS can weather the difficult financial environment while maintaining quality. Because of the complexity and contentious nature of this question it doesn’t figure much in the manifestos.

My hope is that the NHS can deliver sufficient change to create financial headroom and substantial improvements in quality to avoid what could be a serious crisis within a few years. Most of this change can be made only by front line staff and local organisations. Government can help by removing obstacles and ensuring that policies support change rather than getting in the way. They can tackle the problems with social care funding and provide support for change, including difficult decisions about priorities or the future of some hospitals and other services. They will also need to exercise restraint in the development of new policy priorities and initiatives.

The way that many services work will therefore need to be fundamentally redesigned—removing complexity, reducing variation, and thinking beyond traditional organisational boundaries. This needs to go beyond easy and often misleading slogans about shifting care into new settings or reducing bureaucracy. Many of these changes will have to be focused not on individual organisations but on the whole system, and above all they need to be designed and led by clinicians.

Iona Heath, general practitioner, London
From the beginning, the very best of medical practice has been built on curiosity, imagination, idealism, vocation, and commitment. All of these are now constrained by policy which, by means of reductive measurements and crude incentives, is attempting to micromanage the interactions between patients and clinicians. The destabilisation of general practice, which began under Mrs Thatcher has already proved extremely costly. In times of severe financial shortage, we urgently need to repair general practice on the clear understanding of the cost effectiveness of holding risk and uncertainty at the level of primary care and referring on for investigations and treatment only when there is a clear likelihood of benefit. Gatekeeping is a much maligned and poorly understood function of primary care, but it has been the foundation of the cost effectiveness of the NHS since its inception.

What is needed is a policy context that maximises the time that clinical professionals have available to spend in direct patient care; provides an environment within which trusting human relationships can develop and flourish; minimises perverse incentives; avoids the wholesale medicalisation of populations by situating preventive interventions at the level of the society rather than the individual; avoids duplication of effort and expenditure; is prepared to scrutinise the potential futility of interventions towards the end of life, especially in extreme old age; enables primary and secondary care professionals to pool their complementary expertise in the care of patients; and, overall, provides a better balance between the transactional and relational aspects of care. If any party is offering this, just let me know and my vote is yours.

Ian Gilmore, president, Royal College of Physicians
In one respect the outcome of the general election is now beside the point. Whichever party wins, the NHS will have less money relative to rising costs and working practices will have to change.

The real question is how any of the parties will pursue what they both agree to be the main goal—a more productive NHS grounded in a culture of continuous improvement. Greater clinical engagement, a commitment to improving public health, and more space to innovate are certainly welcome motifs. Yet frustratingly, such information as we have on the parties’ plans is still mostly at the level of principles while from across the country concerns are surfacing of panicked cuts that belie the politicians’ reassuring words.
The Conservatives will not change that, statist as they have become. Changes may appear radical, but their effects will be superficial. The NHS is like an established church, with rigid doctrines, a well-rehearsed liturgy, an army of priests and altar boys and cathedrals in the form of hospitals, paid for under private finance initiatives. It begs for a Martin Luther to nail his 95 theses to the door. It hasn’t found one yet.

Richard Smith, director, UnitedHealth Chronic Disease Initiative

I’m spending more than three of the four weeks of the election campaign outside Britain—in Mexico, India, and Bangladesh. Viewed from these countries, the problems of the NHS look trivial: it’s generously funded, covers everybody, and has strong primary care. What more could anybody ask?

But people do ask for more, and politicians seem obliged to offer more. Nigel Crisp, former chief executive of the NHS, argues in his book Turning the World Upside Down that professional, academic, and commercial forces combine to argue that more is better in health care. But it isn’t. Alain Enthoven, the American health economist, long ago talked of “flat of the curve health care,” where further inputs produced no more benefit, and a point beyond where further inputs mean less benefit and more harm. We may be at that point.

But the poor world is certainly not, and I’d like to see a major shift of resources from rich to poor—rather as happened within Britain when people could no longer tolerate the extreme inequity between rich and poor and income tax was introduced.

I’d also like to see a very serious commitment to tackling climate change. It and poverty render all other problems secondary, but we seem to be going backwards with both.

Kinesh Patel, junior doctor, London

Does this election matter for the NHS? We would all like to think so. But the reality is that whoever gets elected we’re all in for a tough time. Cuts used to be a dirty word when it came to health service, but now the parties are competing over who can offer the most swingeing spending reductions. Everyone is offering more of the same. Unfortunately, no one could accuse any of the parties of being radical.

Granted, the past 13 years have seen improvements in health care. But any fool could have delivered that while presiding over huge increases in spending. The difficulty is, of course, delivering improvements without spending more.

The problem with this, however, is that governments of all persuasions have been trying to make efficiency savings for 50 years, with modest success. Sure, there has been tinkering here and there and many initiatives launched. Interestingly, all the reforms have been aimed at supply side efficiency. The big elephant in the room is the demand for health care. What would be truly radical would be to talk about reducing the inexorable demands of health care by introducing a modicum of personal responsibility for health. Let’s see if anyone is brave enough to face up to that challenge.

Anne Marie Rafferty, head of school, Florence Nightingale School of Nursing and Midwifery, King’s College London

The key challenge for the NHS is building on the track record of success on access and speed and moving towards quick, convenient, and high quality care. A “care-quake” looms with an ageing population of baby boomers combined with an ageing healthcare workforce.

The country faces a care squeeze as much as an economic squeeze, and we have to innovate our way out of it. This demands creativity, ingenuity, and innovation on a scale we have never seen before. The care continuum is as much about scaling up the capacity of citizens to care for themselves as retooling the healthcare workforce, redeveloping and redeploying it into new roles in integrated care and polysystems.

Keeping older people out of hospital and looking after them well at home presents some of the most complex clinical and organisational challenges of our times. Political will is the first step; forensic focus and investment need to follow.

David Taggart, president, Society for Cardiothoracic Surgery of Great Britain and Ireland

Constraint in the ratio of spending on management to frontline services is mandatory.

The surgical specialties in particular are also concerned about the feasibility of adequately training young surgeons in operative and clinical skills within the confines of the new European Working Time Directive. Furthermore surgical specialties, such as cardiac surgery, that have provided robust national outcome data should have this rewarded through tariffs, which would encourage trusts to collect data on all outcomes and thus drive up standards.

From a personal perspective I would like to see the NHS managed by a professional body independent of political parties that can take a long term strategic view. I also think that each clinical specialty should have a chief of service who is responsible for both the clinical outcome and financial probity of a unit, as happens in most other countries. And finally, surgeons should spend more time in the operating room. It is not cost effective to have highly trained surgeons spending only one or two days a week in the operating room (analogous to British Airways using pilots to staff check-in desks rather than fly).

John Appleby, chief economist, King’s Fund

There is perhaps an unnoticed dividing line between the two main parties on future NHS funding that needs some clarification from both Labour and the Conservatives. Alastair Darling has stated that for 2011-2 to 2012-3, 95% of NHS funding will have a cash rise equal to inflation. The implication for the overall budget is that it will be cut in real terms from between a very small amount up to 5% over two years. The Conservatives pledge that they will give the NHS a real rise—but have not said how much, even approximately, nor what must be given up elsewhere to provide the money.

Whatever the result of the general election the NHS will have to plan (as it is doing) for a radical overhaul of the way it provides care in order to get more from every health care pound. The politics, let alone the practicalities, of NHS service reorganisation are fraught. Politicians need to be supportive of attempts by the NHS to improve productivity—even when the going gets tough and local services in their constituencies face change. Tighter budgets will inevitably prompt calls from some quarters for alternative ways to fund health care. As
in the past, these should be resisted. Universal services paid for collectively according to income secure the widest possible funding base and public commitment and adhere to the public’s desire for equity in health care.

Jennifer Dixon, director, Nuffield Trust
The general election period will be full of political knockabout relating to who will protect funding levels into the future, who won’t close local hospitals, who will keep waits for patients down, and who will cut red tape and bureaucracy the most. It will be tedious; expect little serious discussion or much clarity in policy.

Under the next government, the huge challenge will be addressing the potential gap between demand for care and funding—officially £15-20bn over 2011-4 on a £110bn annual budget—in a way that delivers better quality care. Cuts and making efficiencies as done in the past won’t be enough. There needs to be a fundamental reorientation of NHS funded care to prevent ill health and reduce avoidable hospital admissions, particularly for people with chronic conditions. For this group unplanned hospital admission should be viewed as failure of care.

I would like to see proactive integrated care developing across primary and hospital care providers and between NHS and social care, all with the firm aim of helping people stay well and reducing avoidable costs. The ingredients for success will be putting patients’ interests first; encouraging provider networks rather than commissioners to take on the financial risk (and benefits) of a hard budget on behalf of their registered population; good patient information across the network on costs, quality, and use that is peer reviewed; physicians who are committed to improving quality and reducing cost and tackling poorly performing colleagues taking lead responsibility; well aligned financial and non-financial incentives within the network towards quality; a shared system of governance that is clinically led; and time and space.

Chris Ham, chief executive, King’s Fund
The key election issues for the NHS centre on how it can build on the real progress made since 1997 in the next stage of reform. With funding certain to be much more constrained than in the past, there will be major challenges in holding on to the gains of recent years, such as shorter waiting times, let alone implementing newer promises. The emphasis will have to shift from providing more of the same to doing things differently.

Innovation will be at a premium and the next government will have to be ready to support radical changes in how services are delivered. This includes planning for a future in which less reliance is placed on acute hospitals and more investment is made in primary care and community health services. New models of care will have to be developed by both the independent sector and the NHS to make care closer to home a reality.

My hope is that the next government learns three lessons from the recent past in taking forward reform. Firstly, improving the performance of the NHS is complex and there are no magic bullet solutions. Politicians need to use a judicious mix of targets, regulation, and competition if they are to move performance from good to great.

Secondly, many of the biggest challenges in the NHS require organisations to work together in local systems of care. Examples include reducing inappropriate use of hospital beds and improving the coordination of care for people with complex needs. Cooperation not competition holds the key to tackling these challenges.

Thirdly, increasing efficiency depends on moving all organisations up to the standards achieved by the best. This means equipping doctors, nurses, and others with the skills and information they need to reduce variations in clinical practice. The next government needs to unleash the energy and commitment of front line staff to improve care in a way that has never been achieved before.

Max Pemberton, doctor and Telegraph columnist
If anything is to be left of the NHS for future generations, the next government must do everything possible to put health care back into the hands of commissioners as the insidious and piecemeal nature of the problem means that the pendulum has swung too far in the other direction. The only way to slow this process is to keep politicians out of the way of front line care delivery.

The introduction of a “mixed economy of care” is the greatest assault on the NHS since its inception and represents a lamentable shift in the way health care is funded. PFI is not a partnership between the public and the private sectors but a set of contractual relationships, the result of which is the insidious and piecemeal transfer of ownership of national resources into the hands of corporate conglomerates. Profits are invariably placed before patients, accountability is lost, and costs spiral. It cannot be allowed to continue.

For psychiatry in particular, the next government needs to think carefully about the current crisis facing the profession. At present, over 85% of trainees entering the profession are from overseas, and posts are increasingly difficult to fill. Serious questions need to be asked as to why UK medical graduates are turning away from psychiatry. De-professionalisation has resulted in a weakening and destabilising of the role of doctors within mental health and subsequent poor morale.

Neil Graham, medical student, University College London
What is certain in the next parliamentary term? First of all, despite their protestations, the baby boomers will become increasingly grey haired. Secondly, the demand for expensive, new drugs in the NHS will continue to grow.

The result is that the cost of care can be expected to rise more rapidly than inflation, leaving far behind the sums offered for health by any of the main parties. The discussion on health reform has so far been remarkably limited, given the size of the task ahead.

At its heart is the need to take care from hospitals into the community, in order to focus on preventive medicine. Such a change will be unpopular (nobody likes having to travel further to hospital), but to offer existing services at a substandard level would be far worse.

Bold changes in some areas will allow other strengths of the current system to be continued. Losing that would be far worse.

How can all this take place without putting patient safety on the line? Universal goals should let us build a baseline of quality, quantity, and efficiency of care, as well as guaranteeing standards of education and training. These need to be grounded in good evidence and transparently arrived at.

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