

Joint Health Overview and Scrutiny Committee (JHOSC) on Lambeth Hospital Redevelopment

Thursday 28 May 2020

6.00 pm

Online/ Virtual Online/Virtual. Members of the public are welcome to attend the meeting. Please contact

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Supplemental Agenda

List of Contents

Item No.	Title	Page No.
7.	Terms of Reference - update Updated Terms of Reference are enclosed, to note. The second version contains some minor amends. Lambeth Council Overview and Scrutiny Commission received an update on 19 May and Southwark Overview and Scrutiny Committee are due to approve these on 2nd June 2020.	1 - 4
8.	Update on Consultation Healthwatch have been invited to comment. Southwark Healthwatch have provided the attached briefing.	5 - 6

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Date: 26 May 2020

Joint Health Overview and Scrutiny Committee

Reconfiguration of Lambeth Hospital Mental Health In-patient Services

Terms of reference

The Joint Health Overview and Scrutiny Committee (JHOSC) is constituted in accordance with the Local Authority Public Health, Health & Wellbeing Boards and Health Scrutiny Regulations 2013 (the “Regulations”) and Department of Health Guidance to respond to a substantial reconfiguration proposal covering more than one local authority area.

The JHOSC will scrutinise the proposal from [Lambeth-NHS South East London](#) Clinical Commissioning Group and their provider South London and Maudsley Hospital NHS Foundation Trust (SLaM), to reconfigure mental health inpatient services for Lambeth, by transferring in-patient services (one psychiatric intensive care unit (PICU) and four acute wards) currently located in Lambeth Hospital to a new facility on the Maudsley Hospital site.

Alongside this main reconfiguration proposal the JHOSC will also consider a number of other related services that will either move from the Lambeth Hospital site or move into the same facility on the Maudsley Hospital site. These include Neuropsychiatry and Eating disorders services currently residing at the Royal Bethlem Hospital and Ward in the Community and the Tony Hillis Unit which currently reside at the Lambeth Hospital.

The JHOSC will consider the impact of proposed future service provision on the boroughs of Southwark and Lambeth and seek assurance that the proposed changes will be in the best interests of the local health service.

The relevant commissioners for this proposal are Lambeth and Southwark Clinical Commissioning Groups (CCGs) and the social care commissioners from both local authorities.

Context

The Lambeth Living Well Network Alliance are undertaking a broad scheme of service changes that will support the development of community services within Lambeth and support the transition away from acute to community based care.

This process is already underway with development of new and refurbished Living Well Centres in their late stages of approval.

Together with commissioners SLaM are therefore now exploring two options for the long-term future of acute inpatient services which currently reside on the Lambeth Hospital site:

- Option 1: Stay as we are (do nothing).
- Option 2: Transfer acute in-patient services to a new facility on the Maudsley Hospital site.

These options for consultation result from the evaluation of a long list of options including re-provision of the beds on the Lambeth Hospital site but represent those that are identified as being appropriate and achievable.

Should the preferred option be taken forwards it is intended that, to make best use of the new facility, two specialist wards (Neuropsychiatry and Eating Disorders) will transfer from the Royal Bethlem Hospital to the new facility on the Maudsley Hospital Site. The Tony Hillis Rehabilitation ward would also transfer from the Lambeth Hospital site into the new facility on the Maudsley Hospital site. Finally the multi-borough ward in the community would move from the Lambeth Hospital site to the Royal Bethlem Hospital which would free up the Lambeth Hospital site for other uses.

The Joint Committee's terms of reference are:

1. Subject to paragraph 2 below, to undertake all the functions of a statutory Joint Health Overview and Scrutiny Committee in accordance with the Regulations and Department of Health Guidance in relation to the proposal to reconfigure mental health inpatient services for Lambeth, which are currently located at Lambeth Hospital. This includes, but is not limited to the following:
 - (a) To consider and respond to the proposals from SLaM to reconfigure mental health inpatient services for Lambeth by transferring in-patient services currently located in Lambeth Hospital to a new facility on the Maudsley Hospital site;
 - (b) To scrutinise the commissioners of the SLaM proposal and to seek assurance that the proposals for alternative service delivery are supported and that partnership arrangements between health & social care and across the boroughs are adequate;
 - (c) ~~(c)~~ To scrutinise any consultation process; and in doing so-
 - (d) To consider the related service changes which are outside of the main public consultation.
2. The terms of reference do not include the power to make a report to the Secretary of State (under regulation 23(9) of the Regulations) in relation to the proposal from Commissioners and SLaM, for Lambeth and Southwark Councils. However, any individual authority may make a specific delegation to the JHOSC in relation to their own power to make such a report on their behalf. The JHOSC will undertake to go through all the necessary steps needed to enable either collective or individual councils to exercise their power to refer to the Secretary of State

Membership

Membership of the Joint Committee will be three nominated Members from each of the following local authorities:

- London Borough of Lambeth;

- London Borough of Southwark.

Members of the Joint Committee must not be an Executive Member of their authority.

Procedures

Chair and Vice-Chair

1. The Joint Committee will appoint a Chair and Vice-Chair at its first meeting. The Chair and Vice-Chair should be members of different participating authorities.

Substitutions

2. Substitutes may attend Joint Committee meetings in lieu of nominated members. Continuity of attendance throughout the review is strongly encouraged, however.
3. It will be the responsibility of individual committee members and their local authorities to arrange substitutions and to ensure that the lead authority is informed of any changes prior to the meeting.
4. Where a substitute is attending the meeting, it will be the responsibility of the nominated member to brief them in advance of the meeting

Quorum

5. The quorum of the meeting of the Joint Committee will be 3 members; with at least one member from each borough present.

Voting

6. It is hoped that the Joint Committee will be able to reach its decisions by consensus. However, in the event that a vote is required each member present will have one vote. In the event of there being an equality of votes, the Chair of the meeting will have the casting vote.

Reporting

7. On completion of the scrutiny review by the Joint Committee, it shall produce a single final report, or set of recommendations, reflecting the views of both of the local authorities involved.
8. The JHOSC may ask Commissioners and / or SLaM to respond to the report recommendations within 28 days, or over a longer period.

Meetings

9. Meetings of the Joint Committee will normally be held in public and will take place at venues within South London. The normal access to information provisions applying to meetings of the Overview and Scrutiny committees will apply. However, there

may be occasions on which the Joint Committee may need to make visits outside of the formal Committee meeting setting.

10. Meetings shall last for up to two hours from the time the meeting is due to commence. The Joint Committee may resolve, by a simple majority before the expiry of two hours from the start of the meeting, to continue the meeting for a maximum further period of up to 30 minutes.

Local Overview and Scrutiny Committees

10. The Joint Committee will encourage its Members to inform their local overview and scrutiny committees of the work of the Joint Committee.
11. The Joint Committee will invite its Members to represent to the Joint Committee the views of their local overview and scrutiny committees on the Lambeth Hospital redevelopment proposal and the Joint Committee's work.

Communication

12. The Joint Committee will establish clear lines of communication between itself, the CCG, SLaM and local authorities. Lambeth Council shall be the lead authority and all formal correspondence between the Joint Committee, local authorities and the NHS on this matter will be administered by (*Christian Scade , Lambeth Council*) or (*other*) until such officer is appointed.

Representations

13. The Joint Committee will identify and invite witnesses to address the committee, invite comments from interested parties and take into account information from all the local Healthwatch organisations. It may undertake further consultation with a range of stakeholders.

Support

14. Administrative and research support will be provided by the scrutiny teams of the two boroughs working together.

Assumptions

15. The Joint Committee will be based on the following assumptions:
 - (a) That the Joint Health Scrutiny Committee is constituted to respond to **Lambeth NHS South East London** CCG and SLaM on the reconfiguration of mental health inpatient services for Lambeth proposal.
 - (b) The CCG and SLaM will permit the Joint Health Scrutiny Committee access to the outcome of any public consultation.



Further comments on proposed move of wards from Lambeth Hospital to Maudsley site: comments provided on 21 May ahead of JHOSC, May 2020

Healthwatch Southwark are primarily keen to hear more detail about the patient engagement which has taken place in the difficult circumstances of the coronavirus pandemic. We appreciate the efforts as described by the engagement teams – indeed we face similar constraints. However, we urge strong attention to the reach of the consultation and then genuine consideration of whether a decision should be delayed until face-to-face engagement is possible. Of course this would need to be balanced with the urgency of improving services.

We would like to hear in particular how many Southwark residents have shared their views via both online and offline methods, and which voluntary sector organisations have been involved during the process. Some of the consultation documents may initially appear irrelevant to Southwark residents due to the messaging around ‘improving inpatient mental health services for Lambeth.’ We note that engagement took place before the formal consultation too, but this may have targeted primarily Lambeth residents. There are also potential equalities implications when engagement is primarily online, although we commend the involvement of Lambeth Black Thrive.

Healthwatch Southwark have not undertaken independent engagement on this topic due to risk of duplication, and lack of capacity for work outside our priority areas even before the pandemic. We have promoted the consultation on our ebulletin and website, and a staff member attended a very informative presentation about plans given to the online Mental Health Carers’ Forum.

Based on our own understanding of local issues and the likely concerns of residents, including very brief discussion at a mental health event shortly before lockdown, we would like to raise some points for discussion, from an entirely Southwark-focused perspective. Please note that some were raised in our submission to the previous JHOSC and were to receive a response from Lambeth CCG/SLaM. We received information from SLaM about out-of-area Southwark patients and had a very useful discussion with SLaM partners at a recent liaison meeting, but have not yet heard more detail on some topics.

Bed provision

Benefits for Southwark residents of the proposed changes might include no longer having a small number of patients in hospital in Lambeth when no Southwark beds are available. We are told this applied to 33 Southwark patients between March 2019 and January 2020. These patients could now be treated closer to home, and in better facilities, closer to King’s College Hospital. (We note that no additional pressure on KCH services is expected). We do not know whether Southwark patients are currently treated in the Bethlem eating disorder and neuropsychiatry wards which will also be relocated to Douglas Bennett House.

Maudsley site regeneration and pressures

A key potential concern from a Southwark perspective is that future use of the Maudsley site for the benefit of Southwark patients will be constrained by the development. Whilst Douglas Bennett House is currently not in a fit state for use, we have concerns about the long-term implications,

despite a general direction of travel towards outpatient treatment. Further land at the site will be taken up by the proposed national specialist centre for children and young people.

There may also be additional pressure on visitor/catering facilities and car parking for staff and visitors at the Maudsley, given the additional 107 beds – recognising that a small number of these will be used for Southwark patients.

We agree that regeneration and ‘greening’ of the Maudsley site is overdue. If funds from the sale of the Lambeth site would contribute to this, this is positive. However, we note that the sale of the site is estimated to be worth £38.2m whereas re-provision of the wards will cost £55m – a funding gap of nearly £17m. We request further detail on how this gap will be met and whether it could detract from other improvements across the Trust. We also suggest careful review of the figures in light of the coronavirus pandemic and resulting economic changes.

Workforce

Another key pressure on the local NHS is workforce. From a Southwark perspective, the proposed changes might help alleviate this challenge if the Lambeth site can be used in part for staff accommodation – we strongly encourage further investigation of this possibility.

However, we note that the proposals highlight ‘access on one site to a larger pool of staff reducing the use of bank and agency staff’ and wonder if this could have an unintended consequence of lower staffing overall in places, impacting on Southwark patients too. We would like to know how this can be assured against.

Overall principles

We are aware of local public concern about sale of NHS assets. It is regrettable that in the context of widespread resource constraints across the NHS, SLaM is able to provide high-standard accommodation only through the sale of land.