

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

Tuesday 30 June 2020
6.00 pm

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Supplemental Agenda

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Date: 24 June 2020

Improving Inpatient Mental Health Services for Lambeth

JHOSC Session 4: Consultation Feedback and Recommendations



An architectural rendering of a modern, multi-story building with a light-colored stone or brick facade and large glass windows. The building is situated on a hillside, and a wide, paved walkway leads up to it. Several people are walking along the path, and there are trees and landscaping elements. The scene is overlaid with a semi-transparent grey filter.

Purpose

What we are going to cover

1) Scope of the Consultation

A brief refresher of the scope of the public consultation

2) Feedback Report and Key Metrics

Key metrics arising from the independent analysis of the consultation feedback

3) Key Feedback Themes and Recommendations

The main themes that were raised within the consultation, our assessment of those areas and recommendations where appropriate

4) The Decision Making Process

An overview of the decision making process and recommendations for the Lambeth Together Strategic Board

5) Further Considerations Arising from the Consultation

Key issues raised that are outside of the direct scope of the public consultation but of importance to be followed through

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An architectural rendering of a modern building complex. The main building is a multi-story structure with a light-colored, textured facade and a grid of windows. To the left, there is a curved wall with vertical slats. In the foreground, a paved courtyard area features several people walking, a tree, and a small bench. The overall scene is presented in a semi-transparent, faded style.

Section 1: Consultation Scope

Scope of the Consultation

- **The public consultation**

The public consultation which ran from March 4th 2020 to May 31st looked at the future of adult acute inpatient wards and a psychiatric intensive care unit currently located at the Lambeth Hospital and proposed two options.

- **Option 1:** Remain as we are (do nothing)
- **Option 2:** [Preferred] Relocate four acute wards and the Psychiatric Intensive Care Unit (PICU) to the Maudsley site

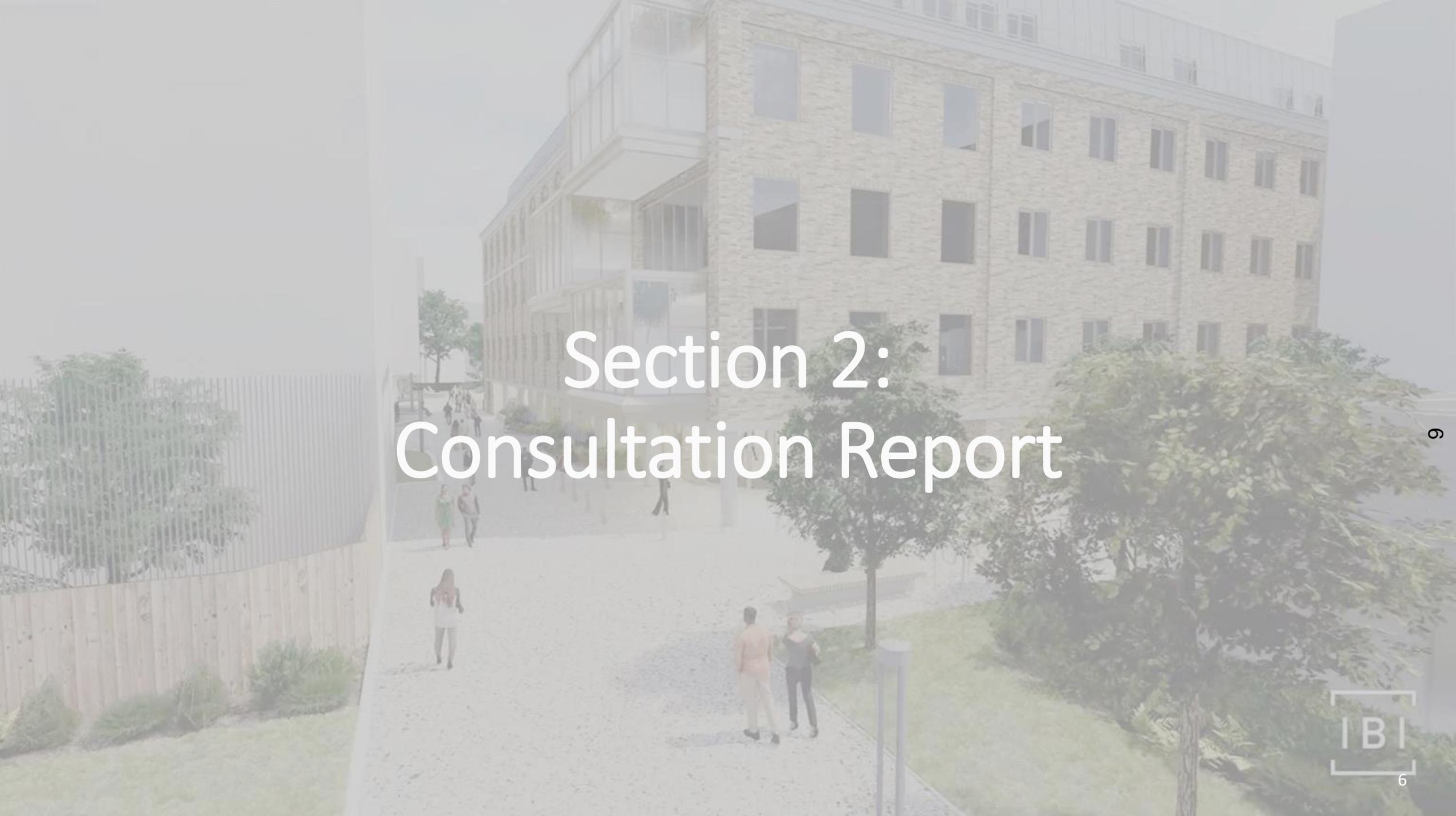
- **Other engagement not within the scope of the public consultation**

To ensure that Members had a clear view of the broader programme of changes outside the scope of the public consultation which would take place if the preferred option was approved, information was provided at the last session on the engagement programme for a number of additional services that currently reside on the Lambeth Hospital site as follows:

Service Name	Commissioner	Current Location	Proposed Location
National Neuropsychiatry Service (Neuro)	NHS England Specialist Commissioning	Bethlem Royal Hospital, Bromley	Maudsley Hospital, Southwark
National Eating Disorders Unit (EDU)	NHS England Specialist Commissioning	Bethlem Royal Hospital, Bromley	Maudsley Hospital, Southwark
Ward in the Community (WIC)	Multi-borough service; South East London CCG	Lambeth Hospital	Bethlem Royal Hospital, Bromley
Tony Hillis Rehabilitation Unit (THU)	Multi-Borough service; South East London CCG	Lambeth Hospital	Maudsley Hospital, Southwark

- **Focus of today's JHOSC**

The focus of today's JHOSC session is on the consultation feedback, decision making and next steps related to the public consultation

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Section 2: Consultation Report

These slides will follow in a supplementary update to this presentation

An architectural rendering of a modern building complex. The main building is a multi-story structure with a light-colored, textured facade and a grid of windows. To the left, there is a curved wall with vertical slats. In the foreground, a paved courtyard area features several people walking, a tree, and a small bench. The overall scene is presented in a semi-transparent, faded style.

Section 3: Themes and Recommendations

The key Themes Arising form the Consultation Feedback

Thematic Group	Themes	Frequently raised
1. Alternative options	Theme 1: Feasibility of a reconfiguration in Lambeth	Y
2. Travel and access to the Maudsley	Theme 2: Travel from South Lambeth	Y
	Theme 3: Parking at the Maudsley Hospital	N
3. Reputation and familiarity	Theme 4: Reputation of (or stigma associated with) the Maudsley Hospital	Y
	Theme 5: Unfamiliarity of the Maudsley Hospital site	Y
4. The Maudsley Hospital site	Theme 6: Density of the Maudsley Hospital site	Y
	Theme 7: Access to green space at the Maudsley Hospital site	Y
5. Clinical pathways	Theme 8: Ensuring the clinical model is appropriate for service user needs	Y
	Theme 9: Relationship of inpatient setting at Maudsley to community settings in Lambeth	N
	Theme 10: Relationship of inpatient settings at Maudsley to Third Sector bodies in Lambeth	N
	Theme 11: Ensuring the clinical pathway is seamless	N
	Theme 12: No increase in the number of beds	N
6. Clinical and non-clinical support services	Theme 13: Clinical support services (e.g. Home Treatment and Pharmacy) future location and access	Y
	Theme 14: Non clinical support services (e.g. Reay House Library and training suite) future location and access	N
7. The future of the Lambeth Hospital site	Theme 15: concerns over the future use of the Lambeth site (accommodation and the lose off NHS estates)	Y

Thematic Group 1: Alternative options

1. Context

Responses relating to this group of themes related to a sense that the feasibility studies undertaken to discount either a new build or refurbishment on the Lambeth Hospital site were either inaccurate, missed alternative options or discounted a refurbishment out of hand.

2. Appraisal

- Detailed feasibility studies were undertaken to consider: refurbishment of the site; redevelopment of the site; and reprovision elsewhere in Lambeth. These were discounted for the following reasons:

Option	Reasons for not proceeding
Refurbishment of site	<ul style="list-style-type: none">• Not enough decant space available• Existing structures could not be refurbished to provide adequate clinical, recreational space or adapt bedrooms to ensuite
Redevelopment of site	<ul style="list-style-type: none">• Large section of site would need to be vacated but not enough space available for decant• Loss of disposal income would mean that scheme would cost £30m more in net cost which made it unrealistic
Reprovision elsewhere in Lambeth	<ul style="list-style-type: none">• No identifiable vacant plots had been identified that could accommodate a stand-alone hospital• Purchase of a new site for the hospital would have had the same consequence as redevelopment of the existing site in terms of increasing the net cost of the scheme making it unsustainable and unrealistic

- Healthwatch Lambeth undertook a pre-consultation review with service users and staff which itself showed support for the decision to proceed with the preferred option to move the services to the Maudsley Hospital site once the key issues with redevelopment of the site were understood.

3. Recommendation

There is no specific recommendation relating to this thematic group, however, it is suggested that a clear communications plan is required to allay concerns as part of the next steps in the project if it is approved to proceed.

Thematic Group 2: Travel and access to the Maudsley

1. Context

The predominant feedback in this thematic group related to travel from a minority of postcodes in the South of the Borough (areas near Streatham and Norwood) who are concerned that they may be adversely affected by the proposed move to the Maudsley.

Less frequently raised was a perceived issue with parking on the Maudsley Hospital site and whether this may be exacerbated.

2. Appraisal

Following the feedback received a further review was undertaken to assess the impact to these areas of the borough in terms of accessibility by public transport. Currently Streatham is not accessible to either site by public transport within 30 minutes and the surrounds of West Norwood are marginally better served with access to the Maudsley Hospital within 30 minutes (figure 1).

Expansion of the journey time to 45 minutes by public transport does highlight a greater reach to the south of the Borough from the Maudsley Hospital, with that reach extending to South Norwood and including the Streatham area. With a 45 minute radius of the Lambeth Hospital Streatham has better coverage but areas around South Norwood are less well served (figure 2).

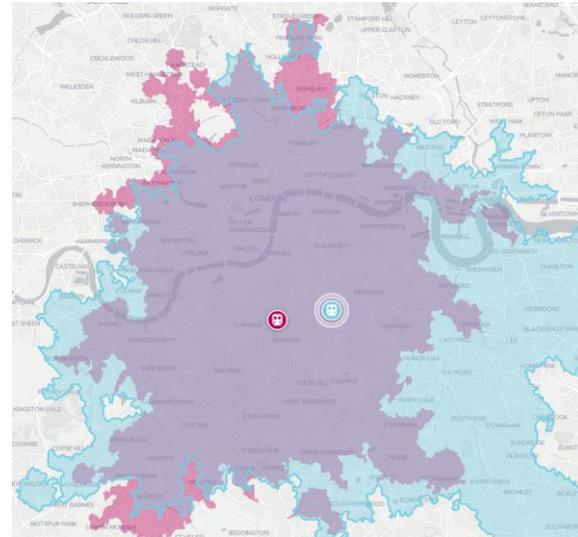
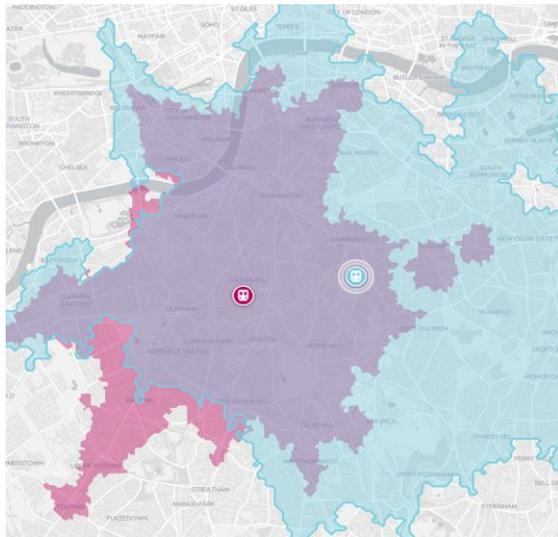


Figure 1 – 30 minute public transport radius

Figure 2 – 45 minute public transport radius

Note – blue marker and blue shading highlights radius for Maudsley Hospital; red relates to Lambeth Hospital

3. Recommendation

R1 – It is recommended that whilst this impact to access is noted especially in the south of the Borough which would require only a limited amount of additional travel time, there may be complexities relating to additional interchanges.

As such further analysis should be undertaken as to the historic and projected demand relating to access to inpatient services to test the likely frequency of impact in advance of looking at remedial measures.

Where the issue is deemed to be significant then further actions should be taken to look at potential changes to the current transport options with providers.

Thematic Group 3: Reputation and familiarity

1. Context

Within the consultation responses concern was raised as to the reputation of the Maudsley Hospital and unfamiliarity with the local area which might deter those service users and carers from accessing services.

The reputation stems from the site having an institutional look and concerns about stigma due to accessing a hospital for people with mental ill health issues.

The perception was also raised that service users may be hesitant to go out when they do not know the local area and as such those who are not familiar with the Camberwell area may not benefit from the opportunities that are local to the site.

2. Appraisal

It is worthy of note that there has been a Lambeth ward on the Maudsley Hospital site for some time and familiarity with the location it is not something that has arisen with any level of frequency over the years. It is also noteworthy that when a particular site is feeling capacity pressures service users may be required to access inpatient care at other sites and this is quite a common occurrence.

However, simply due to the fact this is a situation that occurs currently, it is not sufficient that the Trust has limited support or practical guidance for service users to support them throughout their stay.

3. Recommendation

R2 – It is recommended that the Trust develop a welcome pack for all of the wards offering simple induction materials such as how to find and access the on-site facilities and also, where the care plan allows, how to access those services more broadly such as local shops, community groups, third sector support organisations and spaces such as Ruskin Park.

R3 – It is recommended that as part of the transitional process from Lambeth inpatient wards to those at the Maudsley that current service users are allowed a period of familiarisation in the new environment and introduction to the local area before they move to the new accommodation.

Thematic Group 4: The Maudsley Hospital site

1. Context

Within this thematic group the predominance of feedback was based on the perceptions that the Maudsley Hospital site is too dense for the development of another ward block to be reasonable. Further to this there was a feeling that there was insufficient green space available on the site relative to that at the Lambeth Hospital site.

2. Appraisal

- In terms of the density of the site this can be viewed in two ways
 - The Maudsley Hospital site itself
 - The surrounding area including Kings College Hospital and the IoPPN
- Maudsley Hospital site:
 - the new facility is proposed to be developed on the site of an existing building and as such will add little in terms of additional use of the footprint of the site
 - Southwark planning department have required a number of works to be undertaken which will support flow through the site including a 'green corridor' of open space which will significantly alter the feel of the site for the better
 - Building materials are also considered in terms of ensuring that the inpatient wards are appropriately disconnected from the noise outside of the building such as road noise and ambulances on Denmark Hill.
- The surrounding area:
 - While the colocation of the Maudsley with Kings College Hospital and the IoPPN does increase the busyness of the area, it would bring significant benefit for service users of through quicker and easier accessibility to both acute physical healthcare and world leading research

3. Recommendation

It is not felt that a specific recommendation is required and compliance with building regulations and planning consent will ensure the scheme will be delivered as described through the consultation process.

Thematic Group 5: Clinical pathways

1. Context

The predominance of responses relating the clinical models and pathways focussed on ensuring that the service model provided on the wards is refreshed to be appropriate for the casemix and demographic mix of service users frequenting the services.

Other more infrequently raised feedback touched on areas such as how the relationship between the key areas of early intervention, community services access, the inpatient spell and summary discharge support can be maintained both for the alliance services but also those of other third sector support organisations.

Reference was also made to the potential to increase the number of beds whilst making this change given there is perceived to be a large unmet demand in Lambeth.

2. Appraisal

We recognise the importance of maintaining the relationships built up between service users and those that have supported them in the community settings prior to their admission. To ensure the right care from their community service, the interface between inpatient and community service will be integral. As such, part of our ongoing strengthening of community services, the liaison and in reach into inpatient service will include the use of technology, community ward visits and ensuring that we embed systems that ensure adherence to these standards.

We are currently piloting at Lambeth Hospital a voluntary community service in reach offer to people receiving inpatient care. Mosaic and Thames Reach are providing regular inreach to the wards, which includes meaningful activity in the care setting, supporting people with leave from the ward and connecting people with local community offers. The intention is to expand this to the new services when they open.

Whilst developing the future models of care and care pathways we are alert to the high level of representation of the black community within the ward setting at Lambeth and want to ensure that is meaningfully and appropriately reflected in the packages of care offered. SLaM will be working with Black Thrive to engage with the black community to set a best standard offer for culturally appropriate inpatient care, with testing and learning built into it. Discussions are under way to plan the approach.

3. Recommendation

R4 – It is recommended that SLaM work with Black Thrive to assist engagement with the black community in developing a best standard offer for culturally appropriate inpatient care, with testing and learning built in.

Thematic Group 6: Clinical and non-clinical support services

Context

Feedback in this area focussed on a number of key clinical and non-clinical support services and concerns over where their future locations may be should the Lambeth Hospital site be closed. Specific services that were mentioned included:

- Home Treatment Team
- Pharmacy
- Community Services / Outpatients
- Library
- Training Suite

Appraisal

A full analysis has been undertaken of all clinical and non-clinical support services that reside on the Lambeth Hospital site and would be required to relocate should the site be put to alternative uses.

Community services and outpatient services will remain based in the Borough where they will be integrated into three new Living Well Centres that are part of the Alliance work to improve the community offering for the Borough. This would include the Home Treatment Team.

Aligned to this there is an emerging discussion of the necessity for staff to have to travel to hospital or community based sites when, during the period of the COVID pandemic, it has been seen that remote working from home is a real viable option for many. This has the impact of both reducing the demand for space in clinical facilities but also providing the opportunity for a much-improved work life balance for staff.

Pharmacy services will be integrated into the pharmacy at the Maudsley Hospital with plans being developed for works to facilitate the additional capacity required including expanded dispensary and storage space.

Non-clinical support services will follow the transfer of the activities they support, for instance functions such as health and safety and facilities management will be integrated into their respective teams at the Maudsley Hospital.

The Library and Training suite will also be transferred to the Maudsley Hospital with a view, at present, for this to be housed in reconfigured space on the first floor of the Maudsley Outpatients building.

Recommendation

R5 – It is recommended that the Full Business Case ensures that a plan for all of the clinical and non-clinical support services is included as supporting information to the main investment objectives so there is clarity as to the future position of these services.

Thematic Group 7: The future of the Lambeth Hospital site

1. Context

Feedback relating to the future of the Lambeth Hospital site focusses on concerns around the loss of its use for NHS services and apprehension of what the site may be used for in the future. Concerns were also raised over the possibility that property developers would make money out of the site as it was developed and sold on.

2. Appraisal

- It is the intention that should the preferred option be approved, SLaM would hold a detailed and robust planning consultation on the future of the site with a range of stakeholders covering local residents, the local authority, Lambeth Together and other representative groups in order to ensure that a broad range of views are taken into account about what the local area would benefit from when looking at the future development of the site.
- A scheme for the Trust and partners to develop approximately 450 homes, of which 50% would be classed as affordable, would have a significant benefit to the public and also importantly to key workers within SLaM and other local organisations who have a real issue with recruitment and retention given the high cost of living in the area.
- To ensure that there is an effective mix of risk and reward a number of options are being evaluated as to whether the site is sold for a fixed fee or whether elements of the site are retained from which the NHS can continue to benefit from future income from the site. These are complex decisions and, should the scheme move forwards, a separate business case will evaluate the most effective route to take.

3. Recommendation

R6 – It is recommended that the Trust actively engages with the local authority and community in the planning consultation processes to support the development of the scheme to be presented for planning permission.

An architectural rendering of a modern building complex. The main building is a multi-story structure with a light-colored, textured facade and a grid of windows. To the left, there is a building with a vertical slat facade. In the foreground, a paved courtyard area features several people walking, a tree, and a small structure. The overall scene is presented in a semi-transparent, faded style.

Section 4: Decision Making

Decision making process step 1: Lambeth Together Strategic Board

- On the 18th June 2020 the Lambeth Together Strategic Board met to discuss the public consultation feedback and the proposed recommendations that have just been described in this presentation
- The Strategic Board was asked to reflect on the feedback and appraisals provided and to support the proposed recommendations to be included in the Decision Making Business Case presented to South East London CCG.
- The Strategic Board was also asked to specifically provide their support to an overarching recommendation that South East London CCG approve the preferred option as described in the pre-consultation business case.
- The Strategic Board welcomed proposals and work on consultation and proposals but were unable to make a recommendation at that point since it was noted that Black Thrive sought further information on involvement of BAME community. The Strategic Board agreed that further assurance be addressed on this issue raised in advance of a final recommendation to SEL CCG Governing Body.

The preferred remains:

Option 2: Relocate four acute wards and the Psychiatric Intensive Care Unit (PICU) to the Maudsley site

- Rosa Parkes (acute admission ward)
- Nelson (acute admission ward)
- Luther King (acute admission ward)
- Leo (early intervention inpatient ward)
- Eden (PICU) – into new DBH

The decision making process

Forum	Purpose	Date	Supporting Materials
Lambeth Together Strategic Board	To identify recommendations arising based on the consultation feedback and to make an overarching recommendation to SEL CCG to progress with the preferred option	17 th June	<ul style="list-style-type: none"> - Consultation Feedback Report - Initial proposed recommendations
Final Joint Health Oversight and Scrutiny Committee (<i>this meeting</i>)	To take the JHOSC through the consultation feedback and recommendations that will be made	30 th June	<ul style="list-style-type: none"> - Consultation Feedback Report - Lambeth Together Strategic Board recommendations
Lambeth Together Strategic Board	Further meeting to agree a recommendation to SEL CCG to progress with the preferred option	TBC	<ul style="list-style-type: none"> - Consultation Feedback Report - Initial proposed recommendations - Outcome of discussion with Black Thrive
Living Well Network Alliance Leadership Team	To take Alliance Leadership Team through the consultation feedback and recommendations that will be made	1 st July	<ul style="list-style-type: none"> - Consultation Feedback Report - Lambeth Together Strategic Board recommendations
South East London Clinical Commissioning Group Governing Body	To make the formal decision following the guidance of the DMBC including the Lambeth Together recommendations	16 th July	<ul style="list-style-type: none"> - Decision Making Business Case (incorporating Lambeth Together Strategic Board recommendations and consultation feedback analysis)
South London and Maudsley Foundation Trust Board	To recognise the decision of SEL CCG and to agree to move forwards to complete the Full Business Case based on any variations arising from the SEL CCG decision	28 th July	<ul style="list-style-type: none"> - Decision Making Business Case (incorporating Lambeth Together Strategic Board recommendations and consultation feedback analysis) - South East London Clinical Commissioning Group Decision

An architectural rendering of a modern building complex. The main building is a multi-story structure with a light-colored, textured facade and a grid of windows. To the left, there is a building with a vertical slat facade. In the foreground, a paved courtyard area features several people walking, a tree, and a low wall. The scene is set in a bright, slightly hazy environment.

Section 5: Further Considerations

Southwark considerations

The focus of the public consultation was on the suitability of relocating services for Lambeth patients to a site outside the borough. There were, however, a number of issues raised for Southwark either via the public consultation or stakeholder engagement including:

1. Concerns there is not enough inpatient capacity available for Southwark service users which leads to services being accessed in Lewisham, and the balance of Lambeth patients potentially being brought into borough

- If the preferred option is approved, it will help enable the SLaM estates strategy which outlined plans for improving the Trust's inpatient estate across its south London footprint over a 13 year period, through developing new, purpose built wards
- The Lambeth proposal is part of the first phase of the estates strategy for inpatients, with future plans to improve the inpatient estate on the Maudsley site for Southwark patients over the period 2027/30. The future phases are dependent on the capital receipts from the sale of the Lambeth Hospital site should this service change proposal be agreed.
- Southwark services are being transformed to improve how we provide care for patients both in their communities and when they need inpatients and crisis care. Under the community transformation programme we plan to integrate the care we provide via IAPT and assessment services more closely with primary care so care can be given at neighbourhood level in a more timely way. This means that over time fewer individuals will present in crisis and require inpatient care away from their homes.
- Due to fluctuations in demand for beds patients from one SLAM borough may be admitted to a bed in another borough. SLAM did have designated Southwark beds in Lewisham but these have now been transferred to the Maudsley. Lambeth inpatients on the Southwark site will still be Lambeth patients. All their community interventions and other support will continue to be provided by Lambeth. This is what happens now if a Lambeth patients gets admitted to a bed on the Maudsley site currently.

2. Concerns about possible financial implications for Southwark Council

- No Fixed Abode: There are already established protocols and a Memorandum of Understanding (MOU) in place to manage service users with No Fixed Abode via the Trust's Place of Safety Suite at the Maudsley which covers four boroughs, and the existing Lambeth ward on the Maudsley site (ES2) which ensure no additional impact on Southwark Council
- S117 responsibility: the SLaM Director of Social Care is currently leading a process with Directors of Adult Social Care to develop and approve a MOU across the SLaM boroughs This would be in place in advance of any relocation of services