

Committee: Health and Wellbeing Board

Date: 30 September 2014

Wards: All

Subject: Public Consultation - Inpatient Mental Health Services in South West London

Lead officer: Andrew Dean, Director of Nursing and Quality Standards **South West London and St George's Mental Health NHS Trust**

Recommendations:

The Health and Wellbeing Board is asked to note the proposed consultation programme and to ask any questions of the NHS representatives present.

1. Introduction

This consultation is about the future location for mental health inpatient facilities for people in Kingston, Merton, Sutton, Richmond and Wandsworth, and for a range of specialist mental health inpatient services serving a wider catchment area.

The consultation is being run by the NHS clinical commissioning groups for Kingston, Merton, Sutton, Richmond and Wandsworth (who commission the local services), by NHS England (who commission the specialist services) and by South West London and St George's Mental Health NHS Trust (who provide these services).

The proposals are designed to improve the experience for service users, carers and staff and to ensure that these services will in future comply with quality and legal standards for such services, that they reflect national and local commissioning intentions, and that they are flexible to respond to future changes in demand.

2. Background

There is general agreement that, with a few exceptions, the facilities for the provision of mental health inpatient services in South West London are not appropriate for modern mental health care. Commissioners and South West London and St George's Mental Health NHS Trust agree that many buildings do not comply with current standards and involve too many compromises in the provision of high quality care.

South West London and St George's Mental Health NHS Trust has brought forward proposals to modernise the estate and to provide a pattern of services that reflect current and future commissioning priorities, as expressed by NHS England and by commissioners in South West London (including the draft five-year strategy published by South West London CCGs in May 2014).

The proposals are for an investment at two of the Trust's hospitals, Springfield University Hospital, Tooting, and Tolworth Hospital, Kingston. The capital investment required is substantial, of up to £160 million at 2014 costs. This can be resourced by disposing of surplus land no longer required by the NHS and using the proceeds to re-invest in the development of the new facilities.

The proposed consultation is about the range of services that should be provided from each of the two hospitals, and about the options for the continued future use of Queen Mary's Hospital, Roehampton, for mental health inpatient services.

Consultation is part of a wider process to deliver estates modernisation. Other elements include:

- seeking planning consent for the regeneration of Tolworth Hospital and for the detailed proposals at Springfield University Hospital (within the overall planning consent currently in place), and;
- approval of the estates modernisation Outline Business Case (OBC) by commissioners

These elements are due to complete by March 2015. A full submission for approval for estates modernisation will then be made to the Department of Health and the Treasury.

A joint Health Overview and Scrutiny Committee (HOSC) was held on the 17 July, with representatives from the five borough councils. The decision was taken to establish a sub-committee of the joint HOSC in order to scrutinise the consultation process. Discussions are still ongoing with NHS commissioners in south west London to decide the consultation start date. This will enable commissioners to decide on the preferred option in early 2015.

3. Development of the proposals

The proposals were developed from discussions with service users, carers, commissioners and stakeholders. The earliest discussions date from 2004 and focussed on the potential regeneration of the Springfield site. This led to the granting of planning permission for the Springfield site in 2012.

Further discussions with service users, carers, commissioners and stakeholders in 2012 led to the adoption of a set of criteria which are set out in detail in the draft consultation document. These include:

- Provision of high quality care in the best possible surroundings
- Accessibility of premises to service users and carers (including transport and travel arrangements)
- Services to be located on more than one site, and fewer than four sites
- Construction phase to be completed within five years of starting building work

4. What we are consulting on

We want our mental health inpatient services to be in the right place to support local people in south west London and people from further afield who use the Trust's specialist inpatient services.

We are consulting on:

- A two-site option with local and specialist services in new accommodation at both Springfield University Hospital and Tolworth Hospital. Local services would no longer be provided at Queen Mary's Hospital. Overall this is our preferred option because it means everyone would be cared for in the best possible surroundings.
- A three-site option with local services in new accommodation at Springfield University Hospital and in the existing wards at Queen Mary's Hospital. Specialist services would be in new accommodation at Springfield University Hospital and Tolworth Hospital. Local services would no longer be provided from Tolworth Hospital.

Under both options we are also consulting on:

- Relocating some specialist services from Springfield University Hospital to the new development at Tolworth Hospital. This will help us provide the best possible accommodation for these services using the available space at both hospitals
- The best location for a ward for older people with age-related mental health conditions. This could be in new accommodation at either Tolworth Hospital or Springfield University Hospital

5. Impact on Merton

The proposed changes do not dramatically affect people living in Merton. People will benefit from the continued development of alternatives to hospital admission, and the development of more community and outpatient mental health services within each borough.

South West London and St George's Mental Health NHS Trust and commissioners will work with service users and carers on the best way to develop local outpatient mental health services for people in Merton. This will include the development of the community base at Mitcham with the intention of using the Nelson Local Care Centre (the current base for older people's mental health services) as one of the community clinics.

People needing inpatient care could be admitted to either Springfield University Hospital or Tolworth Hospital under the preferred option, with Springfield University Hospital the most likely for most Merton residents due its proximity. These people will benefit from the new accommodation at either Springfield or Tolworth hospitals.

If the three-site option is chosen, people in the west of Merton will have to travel to Springfield to benefit from the improved accommodation (because Tolworth Hospital will not provide local services). Those people who prefer to travel to Queen Mary's Hospital would be treated in accommodation that does not meet the latest standards. This is because the wards at Queen Mary's Hospital cannot be upgraded.

6. Strategic considerations

The estate modernisations proposals are related to the strategic plans of the NHS in South West London, and to the future of South West London and St George's Mental Health NHS Trust.

The proposals have been developed within the context of a continuing shift in mental health care away from hospitals to settings closer to home, emphasised in the draft strategy from South West London Clinical Commissioning Groups published in May 2014, and of the national priority for mental health services to have parity of esteem with other NHS services. They are designed to meet future needs and be flexible to meet changing demands.

They address the need to comply with NHS and Care Quality Commission standards for the quality of the physical environment for mental health inpatient services including those relating to access to open space, natural light, en-suite facilities, ending of mixed-sex accommodation, privacy and dignity.

Replacing the out-dated estate will contribute to the Trust's long term financial sustainability through a reduction in estates maintenance costs and greater efficiencies in the deployment of frontline staff (this is because the new wards will have improved lines of sight for observation, and will be designed to improve patient and staff safety, reducing the number of potentially aggressive incidents – both factors which influence day to day staffing requirements).

The proposals are aligned with the Trust's Integrated Business Plan and with the financial, human resources and planning assumptions contained in the Trust's application to become an NHS Foundation Trust.

They have been designed to comply with the legal, policy and regulatory framework of:

- The National Health Service Act 2006 (including as amended by the Health and Social Care Act 2012)
- The Equality Act 2010
- 'No Health Without Mental Health' (Department of Health 2011), the national strategy for mental health
- The Darzi Review (2009), which set out the case for shifting care from inpatient to community settings, helping people to take greater control of the plans for their care, and creating a health service focussed on improved outcomes.
- The Francis Report and subsequent national guidance on quality and regulation, following the investigation at Mid Staffordshire; the Winterbourne Report, the Keogh Report and the Berwick Report Royal College of Psychiatrists guidance 'Not Just Bricks and Mortar' (1998) and 'Do the Right Thing, How to Judge a Good Ward', 2011)
- 'Closing the Gap' (Department of Health 2014), which set out 25 priorities for achieving measurable improvements in mental services, including reducing waiting times, the links between mental and physical health and providing more psychological therapies
- 'Everyone Counts: planning for patients 2014/15 to 2018/19' (NHS England, 2013), which established the principle of parity of esteem between mental health services and other health services
- Draft five-year plan, published by clinical commissioning groups in South

- West London (May 2014), which sets out the intention to develop capacity in community mental health services with a view to providing better care and reducing acute in-patient mental health admissions from 2017-18

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