

TRANSFORMING MENTAL HEALTH SERVICES IN CAMDEN AND ISLINGTON:

Proposals for change to the Camden and Islington NHS Foundation Trust Estate



6TH JULY 2018 TO 12TH OCTOBER 2018

NHS Islington Clinical Commissioning Group, NHS Camden Clinical Commissioning Group and Camden and Islington NHS Foundation Trust

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INTRODUCTION

This document outlines the proposals for transforming mental health care in Camden and Islington with a set of questions at the end of the document for you to answer.

CAMDEN AND ISLINGTON

have some of the highest levels of diagnosed serious mental illness in England with a rapidly rising population.



There are large areas of deprivation and we have a transient population with up to



of residents entering and leaving the area each year. This makes it challenging to identify mental health issues and monitor how people respond to treatment. Camden Clinical Commissioning Group (CCG) and Islington Clinical Commissioning Group (CCG) are the local organisations that buy mental health services from Camden and Islington NHS Foundation Trust (the Trust) on behalf of local people. The CCGs are consulting with you on changes to how Camden and Islington NHS Foundation Trust provide some inpatient and community services in future.

The Trust provides mental health care to people in their homes, in the community, and in hospital. They provide services for adults of working age, adults with learning difficulties, and older people.

To meet these challenges effectively, Camden CCG, Islington CCG and the Trust want to significantly improve the way in which mental health care is provided across the two boroughs. We have written this document to explain how this could be done and to ask for your views as part of a public consultation. You can read more about Camden and Islington's healthcare challenges in the Appendices on page 34.

Our vision: A place where no-one is left behind

Camden CCG, Islington CCG, and the Trust want to provide the very best mental health care for the residents, carers and families of Camden and Islington by building services around their needs. We want to improve overall mental health outcomes across Camden and Islington, and reduce inequalities for those with mental ill health, enabling more people to live well and receive services closer to home, ensuring that we are treating both physical and mental ill health equally.

Our local communities have told us they want a more joined-up health and care system, with care closer to where they live and work, delivered by a professional and compassionate health and care workforce. We believe that the changes proposed in this document provide an exciting opportunity to deliver on our ambition to improve mental health and reduce the health inequalities in our communities. By delivering more care in community settings and working in a more joined-up way with our health, social care and voluntary sector partners, we believe that we will be able to deliver better outcomes for our patients. By supporting people closer to their homes and embedding services in the community our teams can help people earlier, preventing people from becoming unwell so that they require fewer hospital referrals and less crisis care.

We know that services provided in the community for people who experience mental ill health bring many benefits and better health outcomes. These are:

- community services are less stigmatising and easier to access
- people receiving their health care closer to home can continue to receive the support of their families, friends and community
- where care is underpinned by strong, joinedup community services, people are likely to be referred to hospital less often and are likely to be discharged earlier following periods of illness
- providing treatment in the least restrictive environment possible also means that fewer people are likely to be detained under the Mental Health Act and those that do can come out of hospital as soon as possible.

There will be times when people will need specialist support provided in a hospital environment and it is our aim that this is provided in environments that are safe, therapeutic and maintain individual privacy.

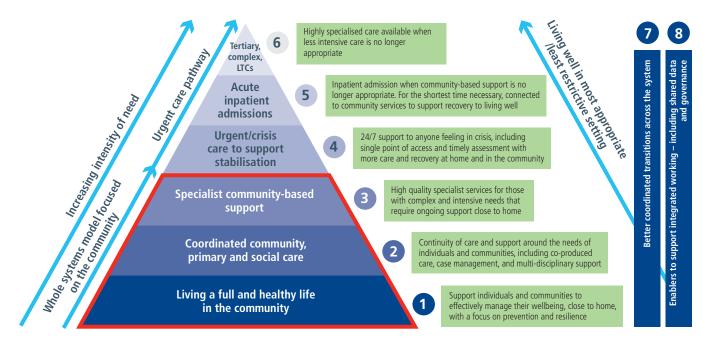
Clinical model of mental healthcare

The North London Sustainability and Transformation Partnership proposes a 'stepped' model of care, supporting people with mental ill health to live well, and enabling them to receive care in the least restrictive setting for their needs. The aim is to reduce demand on hospitals which reduces the need for additional mental health inpatient beds.

The Trust's Clinical Strategy 2016-2021¹ sets out the clinical model for services provided at the Trust, both currently and in the future. This model has been designed to keep community teams at the heart of service delivery, ensuring care is provided as close to service users' homes as possible. The Trust's care model forms part of the broader North London Sustainability and Transformation Partnership 'stepped' model of care for mental health.

We are at a stage in the redevelopment of the inpatient unit at St Pancras Hospital and our development of the community hub model where there is scope for you to further shape our proposals and so we believe it is the right time to consult with you.

The community hub model is a new concept in Camden and Islington and, therefore, offers a particular opportunity for us to work with you to further develop the details of this model and shape the hubs to meet your needs. This includes determining the location of the hubs.



North London Sustainability and Transformation Partnership Stepped Model of Care

Expected benefits of the clinical model:

The potential benefits of the proposed clinical model will vary according to which services a person is accessing, and include the following potential benefits:

- community-based care: The relocation of some services to the Camden and Islington hubs offers the opportunity to access services at a welcoming community-based, nonhospital setting and reduce the need for patients to attend a range of sites.
- improved patient choice: Service users will have a choice of which community location they attend. Therefore, they could be seen at the St Pancras Hospital site or one of the community hubs.
- improved therapeutic environment: For inpatients at St Pancras Hospital, moving to a new facility ensures they receive care in a high-quality, specialised building with modern facilities.
- improved access to buildings: Relocating to newly-built sites that meet modern accessibility requirements will increase equality of access for users, staff and visitors. There will be a focus on supporting disabled service users with accessibility needs to the

new site as identified in the Equality Impact Assessment.

- more joined-up care between physical care and mental health services: Locating mental health inpatient services and physical health care facilities next to each other means the two services can work more closely together when caring for people in the emergency pathway.
- better working environment for staff: Developing new facilities and implementing the workforce plan provides an attractive working environment for our staff which will help with recruiting and retaining staff. Delivering community services in larger hub buildings will facilitate better communication across different staff groups and a joint approach for managing complex cases.
- improved research opportunities: Leading to long-term improvements in mental health care and outcomes.

Introduction to the proposals:

To meet the aspirations of mental health for North London and modernise and improve the quality of care provided to local people, we are proposing a change to some services currently delivered on the Trust's St Pancras Hospital site.

The changes will affect all inpatient services at St Pancras Hospital and some community services, currently based at St Pancras Hospital and other Trust sites, will also be affected. The Trust will continue to operate from a range of sites across Camden and Islington. This consultation is specific to changes at St Pancras Hospital, the development of two new community hubs and the relocation and development of inpatient facilities by the Whittington Hospital. No services will be cut under these proposals.

NHS organisations, such as the Royal Free London NHS Foundation Trust, London Central and West Unscheduled Care Collaborative, University College London Hospital and a GP practice, also provide services from the St Pancras Hospital site. They will all remain onsite at St Pancras Hospital. Some services will be delivered in newly refurbished buildings, as part of the proposed redevelopment process. Please see page 26 for more detail.

These changes are part of the overall transformation of mental health services that are being planned in Camden and Islington to bring mental health services closer to the communities they serve and to join up more closely mental and physical health services. As well as the plans set out in this consultation document, we are developing the colocation of mental health services with GP practices. This has been implemented for Islington and similar arrangements are being developed for Camden. Further service user and resident engagement will continue to be undertaken as part of the Trust's development of its overall clinical strategy. Currently inpatient mental health services at the St Pancras Hospital site are provided in buildings that are **not designed to meet modern health and safety needs, nor do they provide an ideal therapeutic environment;** the site was previously a **Victorian workhouse.**



A Care Quality Commission report, published in June 2016, highlighted that the Trust's inpatient wards require significant improvement.



THE TWO PROPOSALS:

There are two aspects to the changes which are proposed:

- We are proposing to move the St Pancras Hospital inpatient unit to a new and purposebuilt site next to the Whittington Hospital. The development of a new inpatient facility 2.5 miles away from the existing site, supports our vision for delivering mental health services which meet the needs of the local population. We are consulting to understand whether you agree with the move of the inpatient unit and your views on what you believe are the benefits and concerns of the proposed move.
- 2. We believe that the Trust's current community mental health teams could also operate much more effectively and efficiently. Currently, they are in many different, often old and hard-toaccess buildings. This makes joined-up working between different teams difficult and also means that some patients and carers often have to travel to several different locations to get the care they require. We will be creating a new community facility on the St Pancras hospital site.

We are also proposing to relocate some services delivered at other community sites into two community hub locations and some services currently delivered at the St Pancras Hospital site will also be delivered in the two community hub locations. This allows more patient choice of where to be seen and is an advantage of having larger community facilities. We are proposing to develop a new model of community hubs at key sites in Camden and Islington. Our current proposals involve having two hubs; one at Lowther Road, Islington and one at Greenland Road, Camden. These are not fixed locations and we are open to suggestions from residents about whether you feel that there is an alternative location or locations for the community hubs. The final location will be dependent on the availability of suitable sites. In the future, the Trust is looking to develop further community hubs across both boroughs and we will consult with you at the appropriate time.

In section 2, on page 23 we give more detail on the mix of services at each location and which are proposed to stay and which are proposed to move.

We are consulting with you on the concept of the community hubs, the location of the hubs, the mix of services at St Pancras Hospital, Greenland Road and Lowther Road and your views on the benefits and concerns of these proposals. The proposed new inpatient unit and the community hubs are all subject to the usual planning permission processes and requirements. These are the responsibility of Camden and Islington Councils. There will be open and transparent processes including public consultation. If the changes in this proposal are agreed, the planning process would commence in 2019 and run through 2020.

Before any changes are agreed, we need to speak with you, our local community and our partners and stakeholders, to listen to your views, ideas and concerns about the proposals.

We have structured the document into three sections, these are:

- Section 1: The proposed move of 84 mental health inpatient beds currently on the St Pancras Hospital site and their proposed relocation and development on the new site by the Whittington Hospital.
- Section 2: The proposed relocation of some of Camden and Islington NHS Foundation Trust's community mental health services and the development of two new community hubs, with one in Camden and another in Islington. The proposals, at this stage, include one hub in each borough with plans for further hubs in the future and we will consult with you on these at this time. There will also be new community facilities at St Pancras.
- Section 3: This document gives additional information on the services provided by the Trust and other NHS organisations that will remain at the St Pancras Hospital site.

We have also included some additional information on how the St Pancras Hospital site would be redeveloped if plans go ahead (on page 28). The proposals in this consultation document for changes to the Trust's buildings are part of the overall plans for the modernisation of health service buildings across North Central London². After reading this document, please tell us what you think about the proposals by completing the attached questionnaire. If you are only interested in one area of the proposals, please feel free to only complete that section of the questionnaire.

We have considered how issues of equality affect service users in the proposed changes and have analysed this through an Equality Impact Assessment. You can read this full assessment on our website: www.islingtonccg.nhs.uk/stpancras

We have asked a question on any equalities impacts that you feel we should be considering and how we can minimise the impacts identified as part of the consultation. In the evaluation we will highlight the responses to this question.

We have also developed some supporting information on our proposals. This includes documents on the engagement undertaken to date, options appraisal, equalities impact assessment, financial impacts and frequently asked questions. You can find these on our website: www.islingtonccg.nhs.uk/stpancras

²The wider estates plan for North Central London (which represents Barnet, Camden, Enfield, Haringey and Islington Clinical Commissioning Groups) will be available later in July and will be considered by the Joint Health Overview and Scrutiny Committee whose members represent Camden and Islington Councils.

SECTION 1: INPATIENT BEDS

Camden and Islington NHS Foundation Trust has around 30 sites in total. The majority of services are based in the community with an inpatient facility at Highgate Mental Health Centre and another at the St Pancras Hospital site.

Introduction

Camden and Islington NHS Foundation Trust has around 30 sites in total across Camden and Islington. The majority of services are based in the community with an inpatient facility at Highgate Mental Health Centre and another at the St Pancras Hospital site.

Under our proposals the existing 84 mental health inpatient beds would move from the St Pancras Hospital site to a brand new purpose-built site. This is located adjacent to the Whittington Hospital and next to Camden and Islington NHS Foundation Trust's Highgate Centre for Mental Health which also has inpatient facilities.

There are no plans to reduce any inpatient beds in Camden and Islington as part of the proposed changes to inpatient services. The aim of the proposal is to strengthen current services. We have carried out an analysis on the number of inpatient beds needed by service users up to 2025. Our ambition is to provide more services in the community and we are confident that there will not be an increase in demand for inpatient beds.³ The present inpatient wards at St Pancras Hospital are not designed to meet modern health and safety needs, nor do they provide an effective therapeutic environment for care. A Care Quality Commission report, published in June 2016, highlighted that the Trust's wards at St Pancras Hospital require significant improvements. Some wards have no clear line of sight to all areas, meaning that mirrors have to be installed to keep patients safe. There are also some ligature risks which cannot be removed.

A significant level of investment would be needed to maintain and upgrade the current buildings to meet modern standards amounting to approximately £10 million. Even then, the facilities would not meet the required standards we want for service users and those set out by the Department of Health and Social Care⁴. Due to the old and outdated design of the entire estate, there are access issues and a considerable challenge in meeting disability access requirements, as outlined in the Equality Act 2010.

⁴You can read more about here: www.gov.uk/government/collections/health-building-notes-core-elements

³ The Trust currently has 235 beds (84 on the St Pancras Hospital site) used for acute admissions, treatment of adults and older people. Over the last couple of years the Trust has experienced consistent pressure on its remaining beds and an increase in numbers of people admitted and those treated by the crisis system. The Trust has undertaken a range of changes to bed management that has reduced admissions, reduced bed utilisation so reduced private sector admissions, and reduced length of stay. Consequently the CCGs are confident that maintaining the current bed base at 235, will be sufficient to meet demand in 2025.

As well as these issues, the St Pancras area has changed considerably in recent years. The site is now overlooked by high-rise buildings and with more building work set to continue, patient privacy and dignity will be increasingly compromised. There is little outdoor space for patients and the space that is available is not of the quality that we would strive for.

How we reached the proposals for inpatient services

Camden and Islington NHS Foundation Trust has used a structured process for developing the inpatient proposals in this document. In discussion with Camden CCG and Islington CCG, local councils, service users, carers and Trust clinicians, a set of criteria was created and a list of 10 options were assessed against the criteria.

The first criterion was that the inpatient unit needed to be in Camden or Islington.

A list of around ten potential sites for inpatient services within the surrounding area was developed by the Trust's project director in consultation with the medical director, director of strategy, wider Trust board, local stakeholders and Islington and Camden Councils.

They included the following types of sites for which we then conducted searches:

- surplus council-owned land in Camden or Islington
- sites owned by other government bodies which are being decommissioned

- sites owned by neighbouring NHS providers
- privately-owned sites
- sites in Camden and Islington.

It was established that neither Camden Council and Islington Council nor any neighbouring NHS providers had suitable land available apart from The Whittington Hospital and St Ann's Hospital. An exhaustive search of decommissioned government sites was also unsuccessful and the Trust was unable to identify any vacant private-sector land that met the requirements and/or was available.

On this basis, the full list was therefore reduced to a short list of three viable options by the Trust board that matched some/all of the list of Critical Success Factors (CSFs) that reflected the Trust's vision for the project and its Clinical Strategy. These were:

OPTIONS

Do minimum with inpatient facilities

Provide inpatients at site next to Whittington Hospital

Provide inpatients at St Ann's Hospital

The options were appraised and assessed by a range of stakeholders including service users. Following this, they were then taken through to the next stage of evaluation via the CSF process before being reduced to a single option: providing inpatient beds on a site at The Whittington Hospital.⁵

⁵You can find more detailed information on the steps we took to develop the proposals of the consultation at: <u>www.islingtonccg.nhs.uk/</u> <u>stpancras</u>

Engagement with service users

Representatives of the Trust held more than 40 meetings with service users, staff, carers and other community groups to support the options development process and to discuss the overall proposals. These meetings have shown that the majority of people are in support of the move of the inpatient beds.

There were some initial concerns raised by people about inpatient beds being moved from the familiar environment of the St Pancras Hospital site but a large proportion of local people agreed that continuing to maintain the buildings was not a sustainable long-term option. There was recognition that the St Pancras Hospital buildings are not as good as they should be and a new, modern environment with therapeutic inpatient spaces was welcomed. There was also a desire to move to a more peaceful location than the St Pancras Hospital site.

For a summary of the feedback please go to our website: <u>www.islingtonccg.nhs.uk/stpancras</u>

From this engagement and the work the Trust had undertaken with stakeholders as part of the options appraisal we were able to determine:

Benefits of the proposal

We believe the proposed change to inpatient services will offer a number of benefits to service users, including:

- a new inpatient facility will mean the Trust can offer accommodation which is welcoming, pleasant and safe for patients
- the new building will be designed to meet modern health and safety standards in accordance with the Department of Health and Social Care's best practice guidelines
- the new building will be designed to be inherently safe and will not need to be adapted to reduce ligature and other risks

- the building will be designed in collaboration with service users and will meet service users' holistic needs. All the bedrooms will have their own bathroom
- the proposed site next to the Whittington Hospital will mean that mental health service users have easy access to physical health services. We know that nearly half (46 per cent) of people with a serious mental illness have a long-term physical health condition and are at risk of losing on average 10-20 years of their lifespan due to physical ill-health
- the new site would have an outdoor space with a designed garden area for therapeutic purposes
- the proposed long lease of the St Pancras Hospital site will enable sufficient funding not just for a new purpose built inpatient unit but also the development of two new community hubs and a mental health research facility in partnership with University College London Partners
- the proposed long lease of the land will pay for the new inpatient building.



Concerns about the proposals

We also recognise that there are some concerns from service users and other stakeholders including:

- leaving the familiar setting of the St Pancras Hospital site, which some service users have been going to for years, may be unsettling or difficult
- the St Pancras Hospital site is near to Kings Cross and Granary Square with a wealth of shops, restaurants and other amenities. The proposed new inpatient unit by Whittington Hospital is in a more suburban area with less of a choice of shops and local facilities
- the current site is close to St Pancras station and Kings Cross which has very good transport links. The new site in Archway has accessible transport links but is not as well-served in terms of frequent and varied transport means as Kings Cross
- the St Pancras Hospital site is located in Camden. The proposed new site would be located in the London Borough of Islington and for some inpatients, their carers, families and friends this may mean a longer journey time, although for others it will be shorter.

Proposals for the new inpatient facility in more detail

We are proposing that the new inpatient facility will be located on land bought from the Whittington Hospital. It will comprise a brand new, three-storey building surrounded by landscaped gardens.

The new building will be fully accessible with disabled access. It will present a warm, therapeutic and welcoming environment, in line with what service users have told us they want from a building.

The new buildings would be designed to the highest standards. This will include criteria such as sustainability, carbon emission reduction, design durability, adaptation to climate change, ecological value and biodiversity protection.

The design of the wards and rooms will include:

- a total of 84 ensuite bedrooms across five wards. Current plans for four of the wards is to have 17 rooms each and the fifth ward would have 16
- there will be flexibility to change the layout of the wards for example, splitting one of them into two separate and smaller wards. No ward will have more than 18 beds in line with national guidance
- the rooms would measure 11.8 square metres, with 3.1 square metre ensuite bathrooms. These will be generally larger than those currently on St Pancras Hospital site
- all rooms will have ensuite bathrooms
- each ward will have two consulting rooms, communal lounges and a garden or outdoor terrace area.

To give a visual impression of the difference between the current inpatient units and the proposed new site we have included some pictures below.





Pictures of the current inpatient wards at St Pancras Hospital



Pictures of a newly-designed inpatient ward

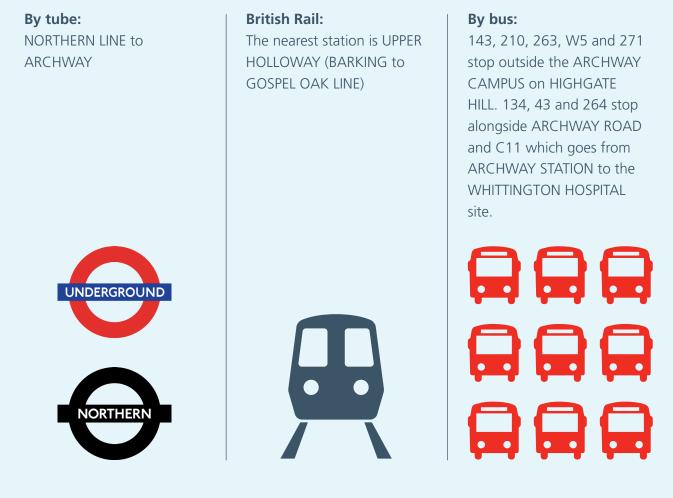
Please note this is not the proposed inpatient ward but is indicative of the quality, style and standard that we would meet. If the proposals are agreed, the Trust will be working with service users to design the new wards and space.

Travel

The new location of the inpatient unit will mean that some residents will have to travel further to reach it. The current location of the St Pancras Hospital site is between Camden Town station and Kings Cross tube and rail station. The new site is by the Whittington Hospital which is close to Archway tube station.

TRAVEL

The **Whittington site** is served by eight bus routes, as well as the Northern Line (Archway) and London over-ground (Upper Holloway).



YOU CAN FIND OUT MORE ABOUT TRAVEL TIMES ON OUR WEBSITE WWW.ISLINGTONCCG.NHS.UK/STPANCRAS

We are asking you to give your views on the move of inpatient mental health facilities from the St Pancras Hospital site to a new purpose-built site on land next to the Whittington Hospital.

SECTION 2: CAMDEN AND ISLINGTON NHS FOUNDATION TRUST COMMUNITY SERVICES AND THE DEVELOPMENT OF MENTAL HEALTH COMMUNITY HUBS

As well as the proposed move of inpatient beds, we are also planning to relocate some services delivered at other sites into two community hub locations. At this stage we are planning for two new community hub locations but the Trust's future plans include developing more hub locations across both boroughs, subject to public consultation.

Some services currently delivered at the St Pancras Hospital site will be delivered in the two community hub locations, although appointments will also be available at the new building on the St Pancras Hospital site. We will be investing more than £40m in the new community facilities. On page 23 we give more detail on the mix of services at each of the proposed three locations: Greenland Road, Lowther Road and St Pancras Hospital, which services are proposed to stay and which services are proposed to move.

Service users will still have access to community services at St Pancras Hospital. The St Pancras Hospital site will be a beacon clinical site where we will offer a wide range of clinical services along with the Recovery College, training, education and research. Our proposal includes building two new community hubs where service users and carers will have a familiar, welcoming, easily accessible place where they can access a variety of services that promote holistic care.

Currently many of the Trust's community services are scattered across both Camden and Islington in old, expensive-to-maintain and often difficultto-access buildings. This means some service users having to travel to multiple locations to get all the care they need.

The community hubs proposals will help place community services at the centre of mental health service delivery, ensuring care is provided close to where people live or where they can get to easily. As well as our proposals for two new community hubs, the Trust is looking in the future to develop further community hubs across both boroughs and we will consult with you at the appropriate time. This supports our vision for mental health and the Trust's wider Clinical Strategy that includes providing services in primary care settings which takes services right into the heart of the communities we serve.

The proposal for the community hubs entails moving some of the administrative bases of the Trust's mental health community services currently based at the St Pancras Hospital site, and also some services at the smaller Trust sites across Camden and Islington, into larger, newly-developed buildings enabling teams to be co-located which will facilitate better integration between teams and more efficient use of resources.

Service users will still access community services at St Pancras Hospital but these services will also offer appointments at the community hubs, giving services users greater choice of where they wish to access services. For a substantial number of service users, services in smaller sites are hard to access. However, for some service users who currently live near the smaller sites across Camden and Islington, the move of those services will result

Benefits for redeveloping community services and the community hubs

We believe that the creation of two community hubs will offer a number of benefits to service users, including:

- future mental health care will need more services in the community to help manage people's conditions in the least restrictive environment, with a greater focus on prevention and early intervention
- developing care in the community will allow working in a more joinedup way across Camden and Islington with physical health and social care partners, removing the barriers to personalised care
- local people have told us they would prefer more services in the community in high-quality and easilyaccessible buildings and these proposals aim to meet these needs
- the Trust has a number of small buildings that are not used very much. Moving services based in these buildings to one of the new community hubs will allow the Trust to be more effective and efficient with its resources. You can find out more about which services might move from a smaller site to one of the hubs by looking at the tables on page 23
- although the proposals will mean fewer community buildings overall, patients, families, carers and staff would benefit from more community mental health services under the same roof, working closely together.

in inconvenience. This will need to be considered against the benefits of being able to access more services in one location and having a strong primary care mental health offer.

Community hubs will offer opportunities to host services delivered by other organisations, to ensure service users are treated holistically and not just in relation to their mental health needs.

WHERE IS IT PROPOSED THE HUBS WILL BE LOCATED?

We are proposing to develop a new model of community hubs at key sites in Camden and Islington. Our current proposals involve having two hubs: one at a site on Greenland Road (Camden) and one at a site on Lowther Road (Islington). This is to ensure community services are easily accessible to both Camden and Islington residents in locations close to public transport. These are not fixed locations and we are open to suggestions from residents about whether you feel that there is an alternative location or locations for the community hubs. Clearly, the final location will be dependent on the availability of suitable sites.

If the proposals are agreed and the development of community hubs at both of the above sites takes place, the current community services at these sites will have to be moved temporarily while building takes place. The Trust will ensure this takes place as quickly, and with as little disruption, as possible with the interim location/s as nearby as we can achieve.

CONCERNS ABOUT THE MOVE TO NEW COMMUNITY HUBS

We have also identified a number of concerns, including:

- moving to a new site could be unsettling or difficult for some service users. However, it is proposed that all outpatient services currently delivered at St Pancras Hospital continue to be delivered there. Some services are proposed to be delivered at all three locations - St Pancras Hospital, Greenland Road and Lowther Road and service users will have a choice of which location they go to. Please see page 23 for more detail.
- some service users and their families or carers may have a greater distance to travel if their community service is moved
- some staff may decide they do not want to move to the new location
- having such a range of community services in one location could be daunting for some service users.

ENGAGEMENT WITH SERVICE USERS

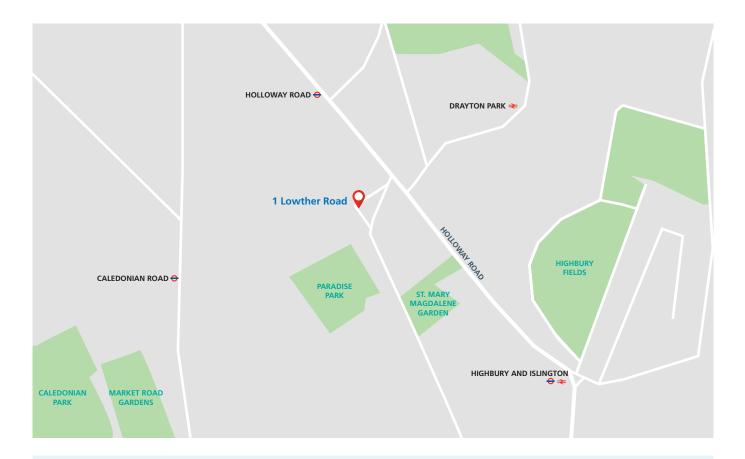
In March 2018, the Trust held an engagement event for service users and carers to share views on the proposals, specifically for the two new mental health community hubs. The majority of service users were positive about the plans for the new facilities. The strongest views were based on wanting services that were inclusive, well-resourced with knowledgeable and compassionate staff, in a warm and welcoming environment.

It was also highlighted that the proposed new locations could create changes to travel for those visiting the facilities. It will be closer for some but could be more difficult for those who travel further and who have mobility issues. The view of the majority of people we spoke to was that if services were good, improved and inclusive, this was more important than location.

More information on the proposed Islington community hub

It is proposed that the location of the Islington community hub will be at the Trust's existing site on Lowther Road. This is not a fixed location and we are open to suggestions from residents about whether you feel that there is an alternative location or locations. The community hub would include four floors, around 20 clinical consulting rooms and with office space for staff on the upper levels.

There would also be additional community space which could be used for wellbeing or health focused activities such as exercise classes or art classes.



Travel options:



By tube and rail:

Close to Holloway tube station (Piccadilly Line), Highbury and Islington station (Victoria and East London and City Line) and Drayton Park station



By bus:

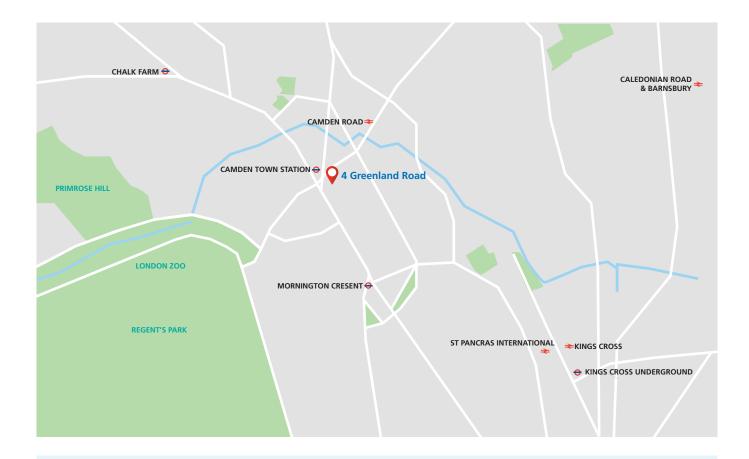
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YOU CAN FIND OUT MORE ABOUT TRAVEL TIMES ON OUR WEBSITE WWW.ISLINGTONCCG.NHS.UK/STPANCRAS

More information on the proposed Camden community hub

It is proposed that the location of the Camden community hub will be at Greenland Road which is an existing Trust site. This is not a fixed location and we are open to suggestions from residents about whether you feel that there is an alternative location or locations. The community hub would also be developed into a four storey building with around 20 consulting rooms and office space for staff on the upper floors.

There would also be additional community space which could be used for wellbeing or health focused activities such as exercise classes or art classes.



Travel options:



By tube and rail:

Adjacent to Camden Town tube station (Northern Line) and Camden Road station (East London and City Line)

By bus:

24, 27, 29, 88, 134, 168, 214, 253, 274, C2

YOU CAN FIND OUT MORE ABOUT TRAVEL TIMES ON OUR WEBSITE WWW.ISLINGTONCCG.NHS.UK/STPANCRAS

Which services would move to the community hubs?

Most of the local community services will remain the same. Clinicians have identified some services that will benefit from moving from a smaller community site to a hub, or being offered at one of the new hubs, as well as at St Pancras Hospital. We have discussed this with our service users and are now asking your views on the proposed service offer.

The following factors were considered before proposing the move of selected services:

- views of service users and carers
- other community services used by these people
- views of senior clinicians to identify which teams need to be co-located to improve care and experience for service users
- number of people using the service
- location, condition, cost effectiveness and accessibility of the building the service is currently housed in.

CHANGES TO COMMUNITY SERVICES BASED AT ST PANCRAS HOSPITAL

The Trust is proposing that the administrative team bases of three community services currently based at St Pancras Hospital move to Greenland Road. They are South Camden iCope, South Camden Crisis Resolution Home Treatment and the Camden Mental Health Assessment and Advice team. The actual services will be available at Greenland Road and the St Pancras Hospital site to give service users a choice of location.

The Trust also proposes that the administrative team base of the Islington Practice-Based Mental Health Team, also located at St Pancras Hospital, moves to Lowther Road. This will mean that the administrative team will be closer to the Islington residents it serves. Service users, who are seen by Practice-Based Mental Health teams, will continue to see Trust clinicians, in most cases, at their GP practices. All other current community mental health services based at St Pancras Hospital, Lowther Road and Greenland Road will remain.

A small number of community services based at other Trust sites would move under the proposals:

SERVICE MOVES FROM GREENLAND ROAD

The Islington Assertive Outreach Team would move from Greenland Road to Lowther Road to be located closer to Islington residents.

SERVICE MOVES FROM PECKWATER CENTRE

The South Camden Recovery and Rehabilitation Team would move to Greenland Road to enable service users to access other support and wellbeing services.

SERVICE MOVES FROM MANOR GARDENS

As with iCope Camden, North Islington iCope would be based at Lowther Road to remain close to Islington residents with access to other support and wellbeing services within the new hub.

The services in each community hub:

The table opposite shows which community services are proposed to move to the Lowther Road and Greenland Road community hubs and where those community services are currently located.

Table of community services that are proposed to move into the new community hubs:

Move to Greenland Road	Move to Greenland and Lowther Road Move to Lowther Road					
CURRENT LOCATIONS AND SERVICES	SERVICE DESCRIPTION					
St Pancras Hospital site: these services will continue to be provided at the St Pancras Hospital site but will also be provided at Greenland or Lowther Road as highlighted below						
South Camden iCope	The Camden iCope psychological therapies service offers evidence-based therapies. The team treat people with depression, anxiety or other common mental health problems who may have a long-term condition, medically unexplained symptoms or insomnia.					
Camden Practice Mental Health Team. The Camden Practice-Based Mental Health Team delivers mental health services in GP practices across Camden	The Camden Practice-Based Mental Health Team delivers mental health services in GP practices across Islington. This is done through multi-disciplinary teams comprising psychiatrists, psychologists, pharmacists, mental health nurses and social workers. The team works alongside GPs to provide local, specialist mental health assessments and consultations including signposting to other services.					
South Camden Crisis Resolution Home Treatment	The South Camden Crisis Resolution Home Treatment Team mostly provides care in people's homes during a mental health crisis.					
Islington Practice Mental Health Team. Most service users are seen in their GP practice but where there is no capacity they will be seen at their new hub	The Islington Practice-Based Mental Health Team delivers mental health services in GP practices across Islington. This is done through multi-disciplinary teams comprising psychiatrists, psychologists, pharmacists, mental health nurses and social workers. The team works alongside GPs to provide local, specialist mental health assessments and consultations including signposting to other services.					
The Rivers Crisis House	There will be a separate consultation on this.					
Pharmacy	Move to Highgate Centre for Mental Health: The pharmacy is currently connected with the St Pancras Hospital site inpatient unit and would move with the inpatient facilities to Highgate if the proposals are agreed.					
Approved Mental Health Professional Service	Move to Highgate Centre for Mental Health: The Approved Mental Health Professional Service helps anyone whose difficulties are such, that they require an assessment or treatment in hospital for a period of time. This could be either as an informal patient or, where necessary, under a section of the 1983 Mental Health Act. Please note that Approved Mental Health Professionals are employed by the local council.					
	Most service users are seen in the community or in hospital settings.					
GREENLAND ROAD						
Islington Assertive Outreach Team	The Islington Assertive Outreach Team provides care co-ordination, recovery-focused interventions, psychological, practical and emotional support, motivational interviewing and Mental Health Act expertise. They also support people with a history of psychotic disorders and complex needs who may have had difficulty working with other teams or services.					
PECKWATER CENTRE						
South Camden Recovery Team	The Recovery and Rehabilitation Team is a multi-disciplinary service that provides a range of health and social care interventions to adults with a diagnosis of psychosis and offers support to service users, carers, family and wider support networks as appropriate.					
MANOR GARDENS IS A HEALTH	AND WELLBEING CHARITY AND COMMUNITY CENTRE BASED IN NORTH LONDON					
iCope - North Islington Team	iCope psychological therapies service in North Islington offers evidence-based psychological therapies. They treat people with depression, anxiety or other common mental health problems who may have a long-term condition or medically unexplained symptoms or insomnia.					

Below we have highlighted which community services are already based at the St Pancras Hospital site, Greenland Road and Lowther Road and will remain at these locations:

Current locations and services which are not moving and will continue to be provided at their current site

ST PANCRAS (OUTPATIENTS)

Complex Depression, Anxiety and Trauma Service

Camden and Islington Psychodynamic Psychotherapy Service

Sexual Problems Team

Traumatic Stress Clinic

NHS Transition, Intervention and Liaison Veterans' Mental Health Service (formally known as LVS)

Attention Deficit Hyperactivity Disorder (ADHD) Team

Adult Autism Clinic

Acute Day Unit (Jules Thorn)

Recovery College

Clozapine Clinic

GREENLAND ROAD

Camden Assertive Outreach Team

Camden Early Intervention Team

Islington Early Intervention Team

Early Intervention Teams are highly specialist services and so it is important that the Islington and Camden teams are located together in the same building. This will enable them to continue to work together and improve care for services users through shared learning and best practice. By being located together in this way, both teams also have access to a lead psychologist for support and supervision with complex cases. Some service users are seen onsite but the teams also visit service users in their own homes and in community locations across Camden and Islington.

Focus Homeless Outreach

LOWTHER ROAD

North Islington Rehabilitation and Recovery Team

Cornwallis Outreach Project

Islington Mental Health Reablement Service

As part of these proposals we are not considering moving any other community services, other than those listed in this document.

WE ARE ASKING FOR YOUR VIEWS ON:

- the proposed use of community hubs and the St Pancras Hospital site to deliver some community mental health services as outlined within our proposals
- the mix of services proposed at St Pancras Hospital, Lowther Road and Greenland Road
- the proposed location of the Greenland Road site (Camden) and Lowther Road site (Islington) for the two new community hubs.

SECTION 3: OTHER NHS SERVICES WHICH ARE CURRENTLY DELIVERED FROM THE ST PANCRAS HOSPITAL SITE

There are additional services located on the St Pancras Hospital site that are delivered by other NHS providers. All of these services will stay on the St Pancras Hospital site and, depending on the service, could be housed in a refurbished building. As these services are not moving, they will not form part of this consultation. To fully understand the redevelopment plans we have included information on the NHS services delivered by other providers which will be staying on the St Pancras Hospital site.

It is intended that the GP out-of-hours service and GP practice will be delivered in a newly refurbished building. There is a possibility that we will need to temporarily house the GP out-of-hours service and GP practice elsewhere on the St Pancras Hospital site during redevelopment. If this is the case we will ensure disruption to the service is as limited as possible.

Table of non-Camden and Islington NHS Foundation Trust services which are staying on the St Pancras site

NHS SERVICES AND DESCRIPTION OF SERVICE	CURRENT ADDRESS	FUTURE LOCATION
Kidney dialysis clinic (Royal Free Hospital)	St Pancras Hospital	New building on St Pancras Hospital site
Ophthalmology clinic (Royal Free Hospital)	St Pancras Hospital	New building on St Pancras Hospital site
GP out-of-hours service (London Central and West Unscheduled Care Collaborative)	St Pancras Hospital	New building on St Pancras Hospital site
Kings Cross GP Practice (AT Medics)	St Pancras Hospital	New building on St Pancras Hospital site
Rehabilitation inpatient wards (Central and North West London NHS Foundation Trust). Provides treatment and support for patients whose physical abilities have been reduced through illness, such as a stroke, or a fall or a musculoskeletal condition	South Wing	There will be no change to the site or location of this service
Evergreen Ward (University College London Hospital)	South Wing	There will be no change to the site or location of
A ward for predominantly care of the elderly		this service

How are we financing this?

For Camden CCG and Islington CCG there will be no change to the way in which we commission the services from the Trust. This means the proposed changes have no negative or positive financial impact on our commissioning budgets. The proposed changes mean the services delivered will be delivered in a slightly different way or in a different location, the actual funding for these services remain the same. The proposals are described as 'cost neutral' for both CCGs.

Costing and financing

Investment in the new inpatient facility and the community hubs will be funded by money released from the value of the St Pancras Hospital site.

The Trust will need a bridging loan to enable the new facilities to be built before moving from the land of St Pancras Hospital site.

In the table below are the financial projections for the Trust, which show the funds they have raised or will raise to finance the proposals and how these funds will be used. The use of the Trust's capital reserves is planned and it does not affect the financial stability of the Trust. If the changes proposed in this consultation go ahead, the Trust would have more energy efficient buildings, with less maintenance. This will reduce overhead costs and therefore produce savings to the running costs of providing services, thereby improving value for money. If the proposals go ahead a bank loan will be required to build new facilities prior to closing existing facilities, the cost of this has been taken into account in determining the financial viability of the proposals.

Overall the proposed long lease of the St Pancras Hospital site will generate an estimated £90.4 million with other funds generated from the sale of vacant Trust sites and Trust reserves. The full proposals will cost £135.4 million. The new inpatient facility is projected to cost £73.5 million and the community hubs £40.6 million.

Money we could raise (£m)		Money we would spend (£m)	
Value of freed St Pancras land	90.4	Land purchase for new inpatient facility	14.5
Sale of Trust property currently vacant	13.0	New inpatient facility building costs	59.0
Trust capital reserves	32.0	2 community hubs build costs	40.6
		Community facilities on St Pancras site	16.4
		Fees	4.9
Total	135.4	Total	135.4

The financial implications of redeveloping St Pancras Hospital

Continuing to provide inpatient services at St Pancras Hospital through the renovation of the inpatient unit has been ruled out as an option. The cost to renovate the building and the temporary reprovision of inpatient services while the building work takes place was much higher than the Trust's current resources.

There are a number of significant issues with the site at St Pancras Hospital which refurbishment and renovation of the building would not resolve. These include the privacy and dignity of inpatient service users being compromised as there are approved development plans around St Pancras for tall residential blocks (up to 12 storeys) with balconies overlooking the site.

It is also unlikely there will be an 84 bed facility elsewhere in the country to temporarily house inpatients from the St Pancras Hospital inpatient unit; if any were available the facility would be outside of Camden and Islington which could have a negative impact on patients. Therefore, it is likely that a temporary facility would need to be built while work was undertaken to develop the site permanently.

Redeveloping the inpatient beds on the St Pancras Hospital site would also reduce the amount of land that could be long leased. This would reduce the money that could be generated to £50.4 million. This would result in a financial gap of £82.5 million which means that the scheme is not financially viable and there would be no funds available for the development of community hubs.

If we did not long lease some of the land on the St Pancras Hospital site we would also not be able to release the capital for the community hubs development.

Below are the financial implications of redeveloping the inpatient unit on our St Pancras Hospital:

Money we could raise (£m)		Money we would spend (£m)	
Net St Pancras Hospital land value Sale of empty Trust property Trust reserves	50.4 13.0 32.0	Construction of the temporary decant facilities on St Pancras Hospital site New inpatient facility at St Pancras Hospital Community hubs SPH hub	55.0 61.0 40.6 16.4
		Fees	4.9
Total	95.4	Total	177.9

This shows a shortfall of £82.5m.

What will happen to the St Pancras Hospital site if it is redeveloped?

In order to finance the changes to mental health inpatient and mental health community services, a significant portion of the St Pancras Hospital site, which is owned by Camden and Islington NHS Foundation Trust, would need to be long leased. Redevelopment of the land will free the necessary funds to build a new inpatient unit in the more therapeutic setting near Highgate Centre for Mental Health and to invest in community mental health hubs.

The St Pancras Hospital site is 5.4 acres in size and the Trust currently leases out about a third of it. Most of the space the Trust occupies is for inpatient beds. Moorfields Eye Hospital and the Institute of Ophthalmology want to long lease two acres to relocate from their existing Victorian buildings near Old Street station. The Trust is hopeful this will happen, however, the redevelopment of the land can happen with or without Moorfields Eye Hospital.

Camden and Islington NHS Foundation Trust will retain a presence on the site. The Trust's new accommodation at the St Pancras Hospital site would occupy the same amount of floor space as the existing East Wing. The remaining land would be redeveloped. As current site policies support new housing for surplus land and buildings, the Trust will be working with Camden Council to look at the opportunities for new housing which could best meet the Council's and Mayor of London's requirements. With a 50% target for affordable housing on public sector land, this would cover different types of affordable housing including homes at genuinely affordable social rents and for key workers in the public sector.⁶

The Trust's accommodation at the St Pancras Hospital site would consist of consulting rooms,

meeting rooms, training facilities and the Recovery College which offers free, co-produced and delivered (with service users) courses on recovery and wellbeing. The Recovery College will include space for both clinical delivery and support facilities for the clinical teams. In the same building the Trust intends to host the new Institute of Mental Health with University College London Partners which will take up approximately the same space. The Trust already has one of the strongest records and reputations in UK mental health research. That is why the vision for the St Pancras Hospital site includes the establishment of an Institute of Mental Health, bringing together the Trust's research facilities and staff. This will enable research departments to collaborate more effectively, making it easier to run world-class research into tailored treatment plans for every individual, ensuring the best treatment and care for local people.

The new plans also mean there would be fewer buildings overall and the new buildings would be modern and energy efficient, helping to reduce running costs for the NHS to further protect services.

The buildings delivering other NHS services will remain (please see Section 3, page 26 for more details).

⁶You can find out more about Camden Council's planning requirements by reading their Housing policy: <u>www.camden.gov.uk/ccm/navigation/housing/housing-policy-and-strategies/</u>

Next steps and assurance

The consultation runs from 6TH JULY to 12TH OCTOBER 2018.

Prior to the start of the consultation, we have carried out engagement with service users, clinicians, key stakeholders and the Camden CCG and Islington CCG Governing Bodies, along with attending the Camden or Islington Health Overview and Scrutiny Committees and Joint Health Overview And Scrutiny Committees to ensure that the proposals meet the five Secretary of State tests for NHS service change proposals. These are:

- 1. Strong public and patient engagement
- Consistency with current and prospective need for patient choice
- 3. A clear clinical evidence base
- 4. Support for proposals from clinical commissioners; and
- 5. Bed closure test.

We worked with the London Clinical Senate, an independent group of healthcare professionals from across the NHS, who assess whether they believe the proposals will improve patient care and the quality of care. A report of their findings and recommendations on how we have used this to further shape our proposals can be found on our website: www.islingtonccg.nhs.uk/stpancras

We are also working with the Consultation Institute, an independent advisory body, who will ensure that our consultation process, from pre-consultation to evaluation, meets the highest standards and quality for consultations. Once the consultation has closed the responses will then be collated and analysed by an independent organisation: Participate. This analysis will be written into a report. We will publish the report on our website: www.islingtonccg.nhs.uk/stpancras

The report will published in November and shared widely with service users and the local community.

This report will then go to Camden and Islington CCG Governing Bodies in November who will make a final decision on whether the proposals should go ahead, taking into account the results of the consultation report as part of their decision making. We will publish the final decision on our website: <u>www.islingtonccg.nhs.uk/stpancras</u> and will share this decision widely.

Timeline of consultation process and final decision making:

- Formal public consultation July 2018 - October 2018 (14 weeks)
- External analysis of consultation responses October 2018
- Camden CCG and Islington CCG will consider the responses to the consultation and agree whether the proposals to redevelop the St Pancras site and relocate in-patient services should go ahead – November Governing Body meetings
- Final business case preparation by the Trust *November 2018*
- Camden CCG's and Islington CCG's Governing Bodies to consider the final business case document as a Committee in common – November 2018
- Camden CCG's and Islington CCG's Governing Bodies to make a decision on the final business case as a Committee in common – November 2018

Timeline of completion of the community hub clinical model and building works

- St Pancras Development Partner appointed: June 2019
- Community Hubs complete: December 2022
- Inpatient move completed: *June 2023*

The consultation details

The consultation will begin on 6TH JULY and run until 12TH OCTOBER 2018. We are keen to hear your views on our proposals and to listen to any suggestions about how we can improve our services in future.

There are a number of ways that you can give us your views:



The consultation, questionnaire and public events will also be advertised on the websites of Camden CCG, Islington CCG, Camden and Islington NHS Foundation Trust, Camden Council, Islington Council and Healthwatch Camden and Healthwatch Islington. They will also be advertised in the local media in both boroughs to encourage participation from those affected by these proposed changes including service users, stakeholders and the public.

You can find further information about the events on: www.islingtonccg.nhs.uk/stpancras

 The information in this document and the questionnaire are on our website. You can complete and return the questionnaire online by going to www.islingtonccg.nhs.uk/stpancras

- We will also be attending Camden and Islington NHS Foundation Trust service user groups and speaking directly with our service users who currently use the services.
- 4. Complete the consultation survey and send it back to:

FREEPOST TRANSFORM MH CONSULTATION

5. If you have any queries about this consultation or you require this document in an alternative format such as Easy Read, large print, audio, braille, and in languages other than English please email: <u>islington.ccg@nhs.net</u>

Or call 020 3688 2900

APPENDICES

The population and healthcare challenges for Camden and Islington

The healthcare challenges set out below are in line with those presented in each of the borough's Joint Strategic Needs Assessments (JSNAs) and latest Annual Report and Accounts.

HEALTH AND WELLBEING CHALLENGES IN THE BOROUGH OF ISLINGTON

- Islington borough is London's fifth most deprived boroughs and the fourteenth most deprived in England, leading to poor health and wellbeing outcomes.
- The borough is one of London's most mobile populations with approximately 20% of residents entering and leaving the borough each year. This results in challenges in identifying health issues and monitoring improvement in health outcomes.
- At least 44,000 registered service users have one long-term condition such as diabetes. It is also assumed that many more long-term conditions may be undiagnosed.
- Islington has the highest prevalence of psychotic disorders in England, nearly double the national average. About 10% of registered service users have a diagnosis of depression, which is amongst the highest in London.
- About 22% of children aged six in the borough are obese.

HEALTH AND WELLBEING CHALLENGES IN THE BOROUGH OF CAMDEN

• Camden is ranked the 15th most deprived borough in London (out of 33). Within Camden there are areas that are within the 10% most deprived areas in England. Poverty is a key determinant of poor outcomes in health and wellbeing and higher levels of deprivation are linked to numerous health problems such as chronic illness.

- Camden has the third highest diagnosed prevalence of serious mental illness in the country and the 8th highest diagnosed prevalence of depression in London. One in seven adults in Camden have been diagnosed in primary care with one or more mental health conditions.
- Camden experiences a higher rate of alcohol specific hospital admissions than England and London. Three quarters of the adult population in Camden drink alcohol and of those who drink an estimated 34% drink at levels that cause risk of harm to physical and mental health.
- Life expectancy in the borough of Camden is higher than the average life expectancy in London and England. While the life expectancy is higher, on average the last 20 years of life is spent in poor health. There is also a stark difference in the life expectancy between the most and least deprived boroughs.
- The JSNAs published in October 2016 estimate that the population is due to rise by 9% over 10 years. Although older people make up a relatively small proportion of Camden's population (approximately 11.5% are aged 65 and over), the highest percentage growth (41%) in the 10 years commencing 2016 will be seen in those aged 75 years and older, resulting in an exacerbation of health challenges.