



Healthier Communities Select Committee

Report title: Lewisham Adult Community mental health service developments

Date: 10 January 2024

Key decision: None – update

Ward(s) affected: all

Contributors:

- Bobby Pratap, Programme Director, Community Transformation, South London and Maudsley NHS FT
- Neil Jackson, Director of Estates and Facilities, South London and Maudsley NHS FT

Outline and recommendations

To note the update on replacement of the Ladywell Unit hospital, for which the ICB, Local Authority and Trusts will need to consider all options and a renewed plan in light of the current Government position that no funding for major NHS capital projects will be available until 2030 at the earliest.

For HCSC to note the process ahead to develop a specification for a new service model for adult community mental health services, with Lewisham selected by South London and Maudsley as the preferred borough to trial a pilot.

Timeline of engagement and decision-making

Previously brought to HCSC in Feb 2023.

New specification for a community care model to be developed by summer 2024.

The chair and vice chair of the HCSC have been invited to a workshop on Monday 15 Jan where more information will be shared about the proposed new model.

Engagement on University Hospital Lewisham (UHL) site masterplan to commence in early 2024, which will include future provision of acute mental health hospital provision. Aligned to this process, the Integrated Care Board (ICB), together with South London and Maudsley FT (the Trust) will need to develop options for replacement of the Ladywell unit. Essential planned maintenance will continue to be implemented at Ladywell to support the extended period of use.

1. Summary

- 1.1. The plan to proceed with a business case to replace the Ladywell unit has faced a significant setback due to the rejection of the Ladywell Strategic Outline Case by the New Hospitals Programme and the Government announcement that no funding for major NHS capital projects will be available until 2030 at the earliest. Without a funding source, a business case would likely be rejected. All avenues will continue to be explored for funding, although there are none available at this time. The current priority is to ensure alignment with Lewisham and Greenwich Trust's masterplan for their University Hospital Lewisham site on which the current Ladywell Unit is situated. Engagement on this will commence in 2024.
- 1.2. South London and Maudsley has invested £2.8m capital funding into addressing the the highest risk safety issues in the Ladywell Unit. This has significantly improved the safety and environmental condition within the building. A further assessment and prioritisation of works to extend the building life will be undertaken during the last quarter of 2023-24.
- 1.3. South London and Maudsley has selected Lewisham to be the site of an ambitious project to develop community mental health services, testing a new neighbourhood model for the Trust. Work to develop a detailed specification is due to commence in January. This model will seek to be a highly integrated model between the NHS, primary care, Local Authority, and community and voluntary sector, delivered through modernised physical premises which are located within the community the centre will serve.

2. Recommendations

- 2.1. We would welcome the Committee's ongoing support to maintain the need for a suitable replacement acute hospital unit as a high priority for the borough, South-east London ICB and associated NHS Trusts.
- 2.2. We are seeking the Committee's support for Lewisham to be the trial site for an enhanced new model of community mental health care. In particular, the Trust would welcome a steer on working with Lewisham partners to identify facilities and spaces in each neighbourhood.
- 2.3. The Committee is asked to note the update and offer its views.

3. Background & Policy Context

Inpatient acute mental health hospital replacement:

3.1. The Ladywell Unit Redevelopment programme has been ongoing for a number of years:

March 2021	A Strategic Outline Case (SOC) was developed identifying opportunities on the LGT site for a new facility and a capital requirement of c£110m. This scheme was prioritised as system priority to fund Outline Business Case – costs split between ICB, SLaM and LGT
Nov 2021	The Government’s New Hospitals Programme (NHP) opened an expression of interest process for new schemes to be added into the NHP portfolio. Ladywell SOC submitted as candidate for next round of national major capital funding.
June 2022	The Trust (SLaM) procured a development partner to support through the design and development work required of the Outline Business Case (OBC) and ultimately the construction project.
May 2023	Govt NHP rejected Ladywell SOC (5 / 128 schemes accepted, 8 previously agreed schemes delayed, 0/50 mental health schemes approved) Govt confirmed no new national funding available until after 2030, when it intends to introduce rolling funding programmes. At a minimum, there are currently c.130 major hospital development schemes in a backlog, this likely to increase significantly by time new funding is available after 2030.

3.2. The rejection of the Ladywell SOC by the Government’s New Hospitals Programme and the current Government position that no new funding will be available before 2030 represents a significant setback for the plans to replace the Ladywell Unit in the near future.

3.3. The replacement of the Ladywell unit remains a high priority for South London and Maudsley, and the Trust is therefore committed to exhausting all options for raising funding. To proceed with the process of developing the required HMT-compliant business case for a new hospital, the ICB and both Trusts will need (a) the realistic prospect of a funding source (e.g. through a change in Government policy), and (b) to ensure that an appropriate site for construction is found. It is hoped that we may have further clarity on these factors towards the latter half of 2024/25 in order to determine options to take forward the business case process.

Inpatient acute mental health hospital maintenance:

3.4. During 2022 and 2023, the Trust estates team completed a programme to address the highest risk safety issues in the Ladywell Unit. Investment of £2.8m has significantly improved the safety and environmental condition within the building. A further assessment and prioritisation of works to extend the building life will be undertaken during the last quarter of 2023-24 to inform the annual long term maintenance programme for the maintenance of the current unit. The programme will take a phased approach to implementation taking into account the estimated time that the unit will remain in operation (and therefore taking into account the wider UHL masterplan, and plans for full replacement of the unit).

Adult community mental health service development:

- 3.5. Since the launch of the national Community Mental Health Framework in 2019, the Trust has been working to transform its community services and made significant investment to deliver the necessary changes. The Trust is in the process of carrying out a review of its community transformation programme and associated investment. Whilst improvements will be evidenced, for example in improved access and shorter waits, it is expected that the wider benefits envisaged by the national framework will not have been fully achieved. This is in line with the national picture, and NHS England has subsequently recognised that the current model of community mental health care across the country is not fit to meet modern needs, with increasing consensus on the need for a more preventative (and less crisis-driven) approach.
- 3.6. The findings of the Trust's review will inform the next phase of the community transformation programme, as well as the development of a detailed specification for a new neighbourhood community model of care in Lewisham. It is envisaged that this model will be co-produced with service users, carers and community representatives, and include the provision of services and support from a range of partners including NHS, primary care, local authorities, and the community and voluntary sector. The next phases of the work will be broadly be:
- **Jan 24- June 24:** develop a care model specification for a new way of organising and delivering community mental health services, followed by development of an estates specification and an HMT-compliant business case for investment in a new community model across Lewisham and South East London, based on the specification developed for Lewisham;
 - **Feb 24 – June 24:** ongoing review of existing estate across partners which may be suitable (with modifications) to house the new community centre.
 - **Spring 2025:** new model commences in one neighbourhood (subject to phases above)

4. Financial implications

Inpatient hospital replacement:

4.1 The current Government position that no new funding will be available before 2030 represents a significant set back. All funding options will continue to be explored. However, no suitable alternative funding source or approach has been identified to date.

Community:

4.2 We expect that the new community model will require additional revenue and capital funding.

5. Legal implications

- 5.1. The development of a new community model, will support the Trust's ambition to reduce detentions under the Mental Health Act, by providing more options for proactive and preventative care.
- 5.2. The ICB has statutory responsibility for the replacement of hospitals, and will need to consider all avenues for replacement acute mental health provision currently provided at the Ladywell unit. It remains the top priority for SE London ICB for any

new Government funding that might become available.

6. Equalities implications

- 6.1. The Trust has set as one of its top priorities, the ambition to become [an anti-racist organisation by 2026](#), which includes the Patient and Carer Race Equality Framework. Lewisham has the largest black community (27% of borough population) in the UK, yet there is a significant body of evidence to suggest that black communities still face some of the most severe inequalities in access, experience and outcomes of mental health services. Coproducing and collaboratively implementing models of care will therefore be a central priority for the development of any new care model for mental health in Lewisham.
- 6.2. The development of a new and integrated community model in Lewisham would seek to reduce the inequities experienced by people with severe mental illness:
- a life expectancy of up to 20 years less than the general population (this is the same life expectancy experienced by the general population in the 1950s).
 - More likely to have higher rates of poverty, homelessness, social isolation and unemployment
 - despite high levels of co-occurring mental health and substance use needs, many people still fall through the gaps and are passed between drug/alcohol and mental health services without adequate support.
- 6.3. Further detailed Quality & Equality Impact Assessments will be developed for all protected groups as the specification is developed.

7. Report author and contact

- 7.1. Bobby Pratap, Programme Director, Community Transformation
South London and Maudsley NHS Foundation Trust; bobby.pratap@slam.nhs.uk
Neil Jackson, Director of Capital, Estates & Facilities
South London and Maudsley NHS Foundation Trust; neil.jackson@slam.nhs.uk