


Agenda Item 6

 Lincolnshire COUNTY COUNCIL <i>Working for a better future</i>		THE HEALTH SCRUTINY COMMITTEE FOR LINCOLNSHIRE	
Boston Borough Council	East Lindsey District Council	City of Lincoln Council	Lincolnshire County Council
North Kesteven District Council	South Holland District Council	South Kesteven District Council	West Lindsey District Council

Open Report on behalf of Lincolnshire Partnership NHS Foundation Trust

Report to	Health Scrutiny Committee for Lincolnshire
Date:	12 October 2022
Subject:	Replacement of Lincolnshire's Adult Acute Mental Health Wards

Summary

- The Care Quality Commission advise that shared sleeping accommodation in mental health inpatient settings is no longer suitable.
- Lincolnshire Partnership NHS Foundation Trust previously received £37 million to support the eradication of dormitory accommodation across its three remaining adult acute mental health wards still using shared accommodation.
- All other wards at Lincolnshire Partnership NHS Foundation Trust (LPFT) are compliant, having single occupancy bedrooms.
- The wards still using dormitory accommodation are located at Peter Hodgkinson Centre and Ward 12 at Boston Pilgrim Hospital.
- Work has commenced on the Lincoln site, with an extension to Peter Hodgkinson Centre, to provide two brand new ground floor wards, providing 19 individual ensuite bedrooms each, with vastly improved patient environments, natural light, outside views, access to outdoor space, and modern and relaxing therapeutic spaces. This is expected to be completed by April 2023.
- The Boston proposal initially looked at re-providing the ward on the Pilgrim Hospital site, however this was not viable due to other developments on the site and space available for development.
- Instead, unused land at Norton Lea in Boston has been identified as the preferred option for building a new ward, with co-located clinical support services.
- Following an increase in construction costs, further bids have needed to be submitted seeking additional funding. Following a review of options, Norton Lea remains the preferred option.

- The site is less than 3 miles from the existing ward at Boston Pilgrim hospital and remains central to the community to which it serves.
- Norton Lea is on a main bus route, providing access for both patients, visitors and staff. The location of the bus stop is directly outside of the main entrance.
- The Trust has actively engaged experts by experience in the design and development of proposals and will be hosting further engagement events in October to seek wider public views.
- We are awaiting the outcome of the national decision regarding additional funding before progressing with next steps, however will continue to engage at appropriate points to ensure the developments are high quality and fit for our patients' needs.

Actions requested:

- (1) The Committee is asked to note the report on the development of new mental health acute wards in the county.
- (2) Taking into account the engagement to date and public engagement activity planned from October 2022, the Committee is asked to provide guidance on whether they consider this engagement sufficient to meet the Trust's duty to involve on the outline proposals for the Norton Lea development.

1. Background

In 2017, the Care Quality Commission (CQC) issued a report which reviewed the use of dormitory style (shared) sleeping accommodation on mental health wards, stating that multiple occupancy rooms were no longer suitable in mental health ward environments, as they were not conducive to privacy, dignity or recovery.

Following a successful bid to NHS England, Lincolnshire Partnership NHS Foundation Trust (LPFT) received £37 million to help support the eradication of shared accommodation across its remaining acute mental health wards in Lincolnshire.

This includes two wards in Lincoln at Peter Hodgkinson Centre (female and male single gender wards) and one ward in Boston on Ward 12 at Pilgrim Hospital (Mixed gender ward).

On all three wards, patients are currently sharing sleeping accommodation in bays of 4-5 beds, with only curtains providing a level of privacy and dignity to individuals receiving care.

Several patient surveys have highlighted that patients do not feel safe and secure in the current ward environments, due to the shared nature of bedroom areas and that environments are outdated and lack natural light. There is also a lack of suitable space for patients to spend time with families and friends during their stay.

These wards care for patients who are acutely unwell and in mental health crisis, with a variety of presentations including Schizophrenia, Depression or Complex Trauma and Personality Disorder, the sharing of personal space can often exacerbate an individual's illness. The average length of time someone may be cared for on these wards is approximately 31 days.

Access to outside space is also restricted whilst staying on the wards, with all three current wards located on the first-floor. This means that patients often require permission to leave the ward or need to be escorted by staff. This can be inconvenient for patients and an inefficient use of staff time. The first-floor location also provides challenges for those with disabilities and mobility issues.

Lincoln Development

Given that LPFT owned the land at Peter Hodgkinson Centre on the Lincoln County Hospital site and there was space and access for two new wards to be built, the Lincoln project began in 2021 and building works started at the end of last year.

The existing Charlesworth and Conolly Wards at Peter Hodgkinson Centre are being replaced with two brand new ground floor wards, provided through an extension to the side of the existing building and will offer 19 individual ensuite bedrooms with vastly improved patient environments with natural light, outside views, access to outdoor space, and modern and relaxing therapeutic spaces.

Building work is progressing well and is on track to accept patients from April 2023.

The Trust however has seen substantial increases in the cost of this build as a consequence of increased construction costs and issues with supply chain. Whilst still within the funding allocated, this has meant the Trust has needed to review options for the Boston site, which hadn't yet started.

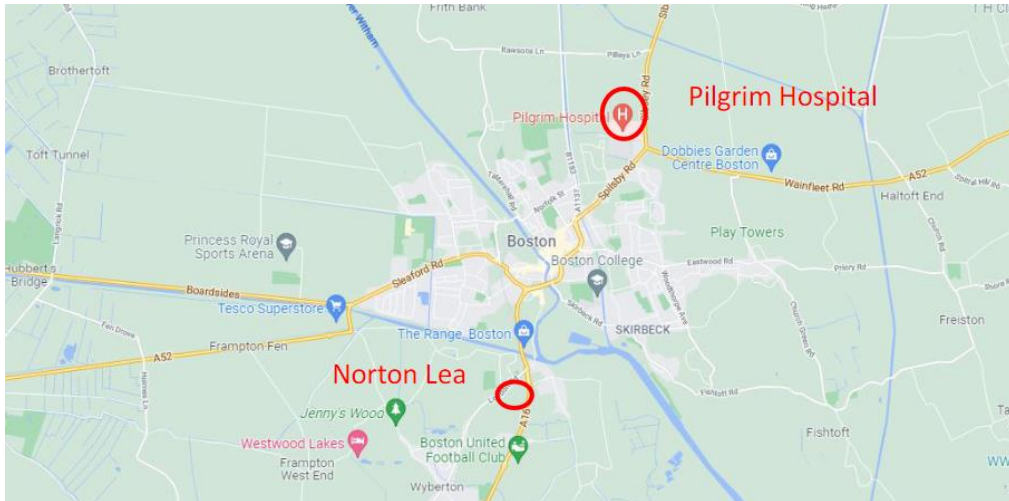
Boston Development

The current adult acute mental health inpatient provision in Boston is provided in Ward 12 on the Boston Pilgrim Hospital site, and similarly to Lincoln, is provided on a first floor, with shared accommodation in a mixed gender environment.

As part of the initial bid for funding to NHS England, the Trust had hoped to re-provide the ward on the Pilgrim Hospital site, however as plans developed following initial scoping, it was clear this would not be a viable option due to other developments taking place on the site and space available for development. The existing Department of Psychiatry building did also not lend itself to further development to meet the modern standards required.

Following a review of alternative options, the Trust identified that unused land at Norton Lea in Boston may be better placed to build a new acute ward for the East Coast. This site previously provided Community and Learning Disability Services but has been unused for circa 15 years.

It is a relatively large site of 5.34 acres and offers the greatest opportunity to build a modern and sustainable facility for patients, visitors and staff. Alternative sites were also explored; however Norton Lea on London Road provided the only option to build close to the existing location, less than three miles from Pilgrim Hospital. (See Fig 1 below)



Therefore, following engagement with clinicians, experts by experience and stakeholders the Trust is proposing the brand-new 19 bed unit be built on the Norton Lea site, with a co-located crisis team. In line with new guidance published by the Royal College of Psychiatrists, the unit has slightly reduced the number of beds on the ward by one to the recommended maximum.

The table below provides a summary of the proposed changes

	Ward	Patient Group	Beds
Current	Ward 12, Department of Psychiatry, Pilgrim Hospital, Boston	Adult acute (mixed gender)	2 x 5 bed, male dormitories 2 x 4 bed, female dormitory 2 x single female beds
Proposed	New purpose-built ward to replace Ward 12 at Norton Lea, Boston	Adult acute (mixed gender)	Total 19 ensuite single bedrooms with gender specific areas: <ul style="list-style-type: none"> • 12 ensuite rooms • 2 accessible ensuite rooms • 4 extra care beds (also used as non-binary gender) • S140 assessment bed

It is proposed to remain as a mixed gender ward with the design giving flexibility as to how those beds can be used depending on demand. It will also include accessible bedrooms for people with mobility issues, bariatric needs or for any extra care provision (higher dependency).

The possible flooding risks associated in the Boston area have also been considered and it has additional measures to mitigate this risk, with an upper floor refuge area for patients and staff in the event of rapid flooding.

As Norton Lea site is currently unused, proposals have also been sensitive to the natural habitat that has developed and whilst clearing the existing site the Trust has worked closely with partners including Natural England to protect and maintain as much natural habitat, flowers, fauna and wildlife as possible.

Finances

With increasing construction costs of the Lincoln development and changes from the initially scoped replacement at Pilgrim Hospital, it was soon identified that further funding would be required to enable the Trust to fund all three new wards in the county.

Significant work has taken place with contractors to ensure value for money and this has been developed using the relevant rates from Department of Health Premise Cost Guide and applying elemental costing, the latest indices for inflation, location adjustment, allowance on planning contingency and optimism bias.

The preferred option for building a new unit on Norton Lea is expected to incur a total capital cost of £34.02m. The capital costs are the forecast outturn costs that include all the works required to meet the project brief and requirements set out by the Trust.

As such the Trust and Lincolnshire Integrated Care System has had to reapply for additional funding from NHS England and we are currently awaiting the outcome of this additional bid.

Travel and Transportation

The location of the proposed new unit in Boston is less than 3 miles from the existing ward at Boston Pilgrim hospital and remains central to the community to which it serves.

Norton Lea is on a main bus route providing access for both patients, visitors, and staff. The location of the bus stop is directly outside of the main entrance to Norton Lea. A brief bus journey takes passengers to the main transport hub (train and bus) in Boston for anyone travelling from outside of the town and towns and villages to the south and west of the site are easily accessible by direct bus links.

Figure 1 – comparable public transport travel times from existing site to proposed new site at Norton Lea.

	To Pilgrim Hospital	To Norton Lea
From Boston Central Bus Station	2.1 miles Bus - No.57 10mins plus 2min walk (Total 12mins) Taxi - 10 mins Walk - 33 mins	1.2miles Bus – No. G78 8mins plus walk 2mins (Total 10mins) Taxi - 6 mins Walk – 23 mins
Boston Rail station	Taxi – 2.5 miles 11mins Bus – 4min walk - No.IC7 or No57 10min - walk 2mins (total 16mins) Walk - 37 mins	Bus – 4mins walk - Bus No. K58 6mins - walk 2mins – (total 12mins) Taxi – 6mins Walk – 23 min

The impact of the proposed relocation to a new site is not felt to be significant due to the continued Boston location. There will also be improvements for those able to travel by car with free on-site car parking available.

A full Equality Impact Assessment has been undertaken with no adverse effects identified for groups with protected characteristics.

However, further engagement is being undertaken with service users, carers and stakeholders to understand any unintended consequences and any additional support that may be required.

A Travel Assessment for the Norton Lea site started at the beginning of the design phase to help us design a strategy for the management of transport on the site which sets out measures to promote and encourage sustainable travel. The Trust will continue to develop this travel plan as the designs evolve and project progresses.

Patient and Public Engagement

The Trust has continued to engage with experts by experience, clinical experts, staff, and stakeholders throughout the development of designs for the new wards. The Trust has an established Building Together reference group which brings together interested experts by experience to help co-design the new wards. This group has been actively engaged in the designs and proposals relating to both sites.

There has also been engagement with existing ward patients on the initial design concepts and what they would like to see from any new environment. The Trust has actively engaged and informed local neighbours surrounding the proposed Norton Lea site since it was first identified as a potential option. To date, the residents have been supportive of the development of this unused land and provided feedback for the ongoing development. Clinical staff have also been actively engaged in the design and development proposals to ensure a safe, effective therapeutic environment.

Now that the Trust has clearer proposals in place, there are further public engagement events planned in the local area to share designs more widely and talk through any impact for residents, patients, carers and other stakeholders.

All future designs will be considerate of the neighbourhood and the current designs and position of the building on the site do not impede on the privacy and dignity of neighbours.

These public engagement events will be taking place:

- o 25th October 2022 (2pm until 7pm) at St Thomas Church Hall, London Rd
- o 1st November 2022 (2pm until 7pm) at St Thomas Church Hall, London Rd

These events are open to all public and are currently being advertised.

They will also be further supported by an online survey to the wider Lincolnshire population to understand any challenges or issues not already identified and support in finding solutions to these.

Considering the proposed improvements to current ward provision and minimal impact identified from the move of location to Norton Lea, the Trust is content with the level of engagement

throughout this process to date and feel this has been representative to inform the options appraisal to date.

Updates and design proposals will continue to be shared publicly at the appropriate stages of development to ensure ongoing engagement and continued scrutiny to ensure a high quality, safe and effective environment for mental health patients.

Next Steps

As mentioned above, the Trust has future public engagement sessions planned to actively share proposals and talk about the impact this will have on current service provision and neighbourhoods. This feedback will help the Trust further refine designs and work to support patients, their carers and families to a design a new site fit for the future.

Future engagement will mainly be with those currently accessing mental health services, particularly where they have previously had inpatient care or accessed services in the past. Of course, feedback will also be gathered from their families and carers and our acute mental health inpatient staff.

The Trust will offer open opportunities to everyone in our local community should there be a wider public interest.

The Trust has invited a wide range of organisations, community groups and members to have their say on the proposals. Particular attention has been given to seldom heard groups of our community to ensure they are aware of the changes, have the opportunity to comment and are provided information in a format that meets their needs.

This may include alternative language, easy read and audio where required.

Third sector community groups and organisations who support people with mental ill health will also be asked to comment and contribute to discussions and raise awareness with their service users.

Should the Trust's additional business cases to NHS England be supported this will see a significant investment into the future of acute inpatient mental health care in the county, particularly for Boston.

The Norton Lea site also provides future opportunities to work with our partners in primary care (GPs), community health services, local authority (Lincolnshire County Council) and could be used as a base for other community services for both mental and physical health.

Following all due process building work could start on the site in Spring 2023 with the ward being ready to open in June 2025.

2. Consultation

Patient and public engagement is set out in the body of the report. The Committee is being requested to provide guidance on whether it considers this engagement sufficient to meet the Trust's duty to involve on the outline proposals for the Norton Lea development

3. Conclusion

The Committee is asked to note the report on the development of new mental health acute wards in the county. Taking into account the engagement to date and public engagement activity planned from October 2022, as set out in the report, the Committee is asked to provide guidance on whether it considers this engagement sufficient to meet the Trust's duty to involve on the outline proposals for the Norton Lea development.

4. Appendices

These are listed below and attached to the report.

Appendix A	Design Concepts: <ul style="list-style-type: none">• Lincoln, Peter Hodgkinson Centre• Boston, Norton Lea Proposal
------------	---

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Mark Platts, Director of Finance and Information, Lincolnshire Partnership NHS Foundation Trust mark.platts1@nhs.net

Design Concepts

Lincoln, Peter Hodgkinson Centre site





Proposed comparable bedroom



Patient will have access to personal entertainment devices similar to above in their bedrooms

Boston, Norton Lea Site Proposal

Acute Inpatients Boston Norton Lea
North Facing Front Elevational Study 20/1/22 Draft / For Discussion



NHS Lincolshire Partnership NHS Foundation Trust **gilling dod** architects



This page is intentionally left blank