

DEVELOPMENT OF MENTAL HEALTH SERVICES IN HARINGEY AND THE REDEVELOPMENT OF ST ANN'S HOSPITAL

UPDATE PAPER FOR HARINGEY OSC MEETING ON 10 SEPTEMBER 2008

1. INTRODUCTION

This is a joint paper from the Mental Health Trust (MHT) and the Teaching Primary Care Trust (TPCT), who, together with the local authority, are leading the development of mental health services in Haringey, which will include the redevelopment of the St Ann's Hospital site.

The paper sets out the history of the site, the background to the current work and outlines the current thinking on how to take things forward. It has been developed further from the original paper prepared for the Overview and Scrutiny Committee (OSC) meeting on 28 July.

2. HISTORY OF THE ST ANN'S SITE

It is recognised that the St Ann's site is regarded as an important public asset by local stakeholders, who have a strong interest in its future. St Ann's has been serving the people of South Tottenham since 1892, when a scarlet fever epidemic spread across the capital. The result was the establishment of the North Eastern Fever Hospital by the Metropolitan Asylums Board. The hospital opened in October 1892, and contained 500 beds for patients suffering from scarlet fever and diphtheria.

When the Asylums Board was disestablished in 1929, it came under the administration of the London County Council. The Council had an arboretum in Surrey, which produced exotic trees; many of these were planted on the St Ann's site and are still there today.

In 1935, the site expanded with permanent brick wards opening including H Block, G Block and the block of main wards. The Psychiatric Day Unit and the St Ann's Sexual Health Centre opened, and the fitters workshop was built. It continued to serve as an isolation hospital, coping with two major epidemics in the 1940s.

In 1948, under the newly created National Health Service, it took on the name of St Ann's General Hospital and was taken over by the Tottenham Group Hospital Management Committee. In August 1949, the nature of the hospital began to change with the opening of the first Chronic Sick Ward. Further wards were built and a full rehabilitation service was instituted with the development of the Physiotherapy and Occupational Therapy Departments.

By 1973, the hospital housed a wide range of services including surgical theatres, psychiatric day unit, a varicose veins clinic, and geriatric day hospital. In 1974, responsibility for the hospital passed to the newly established Haringey Health Authority. Since then, the emphasis of the hospital has changed to focus on community based care.

In 1994 St Ann's became part of Haringey Healthcare NHS Trust, specialising in care for the elderly, mental health and learning disabilities clients, and in community care.

In 2001, responsibility for the site passed to Barnet, Enfield and Haringey Mental Health NHS Trust (MHT) as the main occupier of the site, though Haringey Teaching Primary Care Trust (TPCT) provides a range of community services (detailed later in the paper) from the site and there are several other NHS providers on the site. These include the North Middlesex Hospital (which has an X-ray unit and a Sickle Cell Disease unit on the site), Moorfields Eye Hospital (which has a stand alone eye surgery unit) and the London Ambulance Service (which runs the Tottenham Ambulance Station on the edge of the site).

A map of the site and the current services is attached as a separate Appendix to this paper. (Please note that some of the TPCT services indicated on the map have now moved into the Laurels Healthy Living Centre, as explained later in the paper).

3. BACKGROUND TO CURRENT WORK

The MHT is the principal provider of mental health services for the people of Haringey (as well as Barnet and Enfield), many of which are currently provided from the St Ann's site. It is well recognised that although many of the local mental health services provided in Haringey are of high quality, some aspects of the services, and the facilities they are provided from at St Ann's, need improvement and investment. The St Ann's site is owned by the MHT, but as well as mental health services, a range of other health services are also currently based there, as outlined above.

The MHT produced an outline planning document (called a Strategic Outline Case) looking at the future of the St Ann's site in 2006. This set out a range of options for the redevelopment of services currently based at St Ann's. Since this was produced, there have been a number of major changes and developments, including the London wide Healthcare for London proposals, the TPCT's proposals for developing primary care services locally and also changes in plans for the way that mental health services are provided in the future.

The original Strategic Outline Case therefore needs to be significantly revised and updated to take on board these major changes. The MHT, the TPCT and the local authority are working together to agree a process and timetable to produce a new Strategic Outline Case as quickly as possible.

The development of a new Strategic Outline Case will involve the MHT, TPCT and local authority working very closely and taking into account the views of wider stakeholders including service users and carers, community and voluntary groups and local people.

4. OVERALL VISION FOR THE FUTURE OF THE SITE

The current site consists of a mixed set of mainly historic buildings, many of which are no longer fit for their purpose of providing modern health services. While the Mental Health Trust has continued to invest in keeping them in a useable state, it is hard to make many of the significant improvements in services that are required, without improved facilities.

In the years since the hospital was first opened, health services, and the requirements of the local community for healthcare, have changed beyond all recognition. However, the basic infrastructure of the original Victorian fever hospital is still there and major improvements are now needed. The Mental Health Trust and its partners are committed to bringing the facilities and the services currently provided on the site firmly into the 21st Century.

No decisions have been made on the future of the site at this stage. To ensure that the future redevelopment of the site reflects the aspirations of service users, carers and local people, the Mental Health Trust and its partners are committed to ensuring effective engagement in the process of developing the plans for the future.

The very high level vision for the site in the future is as an open and accessible mixed development, which promotes the wider regeneration of the local area. The final plans for the site itself are still some way off and there will be a process over the next year or so to achieve a clearer vision of the future of the site. More details on this are given in the rest of this paper.

5. MENTAL HEALTH SERVICES

There have been significant improvements in mental health services in Haringey recently, however, it is recognised by all major stakeholders that there is a need for major changes, both in terms of the service model and the facilities care is provided from. The major issues which are driving the need for change in the way mental health services are provided in Haringey include:

- **Clinical quality of inpatient services.** Services are currently based within large wards, covering mixed client groups. Lengths of stay are longer than are clinically appropriate and there are too many delayed transfers of care.
- **The current service model is too focused on inpatient services.** More patients should be treated in their own homes and in locations closer to where they live rather than as inpatients, where this is clinically appropriate. This is a key theme of the current mental health strategy agreed by the MHT, TPCT and local authority.
- **Poor quality environment for inpatient services.** There is a lack of access to outdoor space in first floor wards at St Ann's and there is limited single sex accommodation. The overall environment is unwelcoming and feels institutional. There are significant fire safety and infrastructure issues that need to be addressed.
- **Services are currently centralised in the south of the borough and are difficult to reach for many people.** Public transport links to St Ann's are relatively limited, and many service users, carers and others who do not live close to St Ann's find accessing it difficult.

The Mental Health Trust's vision for services in Haringey in the future will involve providing more support to people in their homes or in settings close to their local community, so that they can recover and return to normal life as quickly and effectively as possible. Sometimes people do become too ill to stay in the community and have to come into hospital and this will continue in the future. However, at present, some people come

into hospital that do not need to because there are not sufficient services to support them at or close to home. This often makes their recovery more difficult and take longer than it would be if they were able to remain in their local community environment, with appropriate support. The Trust's new Medical Director, Dr Pete Sudbury, emphasises the risks and potentially harmful effects of unnecessary hospital stays for psychiatric in-patients: "Mental health hospitals are frightening, socially toxic environments for many people, where they rapidly show signs of institutionalisation, losing their ability to make choices for themselves and maintain the skills they need for independent living. Best evidence based practice, nationally and internationally, would lead us to reduce the number of admissions, by treating more people in their own homes, or in small community crisis units close to home".

More generally in the future, the Mental Health Trust wants to work with the wider community to improve the mental health and wellbeing of everyone and reduce the stigma often associated with mental health.

The long term changes envisaged in the way mental health services are provided in Haringey reflect both national and local mental health strategy and are part of the ongoing programme of service improvements and investments in mental health services in Haringey. In the shorter term, the MHT is developing plans to introduce some specific changes to inpatient services, in line with the existing local mental health strategy, which is about modernising services and moving away from an outdated, inpatient bed based, model of care. This will involve the further development of services in the community to support more service users being able to remain at or close to their home where possible, receiving appropriate support, rather than needing an inpatient admission where this is not necessary. This will involve redirecting resources, including staff, from inpatient facilities, into community based teams and a reduction in the need for as many inpatient beds at St Ann's in the long term.

The new Strategic Outline Case for mental health services in Haringey will outline the proposed way forward, both for the service model and for the redevelopment of facilities on the St Ann's site. The MHT, with its partners, is committed to full engagement of wider stakeholders, including service users, carers and the public, in the development of the plans for the future. A wide reaching engagement exercise is planned to ensure that the views of service users, carers, community and voluntary groups and local people will be taken into account and that that everyone who wants to feed in their views will be able to do so.

It is planned that a discussion paper will be produced, setting out the vision for the future of mental health services in Haringey and inviting comments from service users, carers and local people. This process will then inform the Mental Health Trust as it finalises the SOC. The timetable for this engagement exercise is currently being finalised, as it needs to link to the TPCT's consultation in early 2009 on the detailed locality plans for primary care services.

6. COMMUNITY HEALTH SERVICES (TPCT PROVIDED SERVICES)

The TPCT currently provides a range of community health services from the St. Ann's site including:

- Sexual health services
- Specialist child health services
- Inpatient rehabilitation for older people
- Audiology
- Physiotherapy
- Dental services

A number of services have recently been relocated from the St Ann's site to the Laurels Healthy Living Centre including phlebotomy (blood tests) and foot health services.

The TPCT has recently consulted on a Primary Care Strategy that sets out how the TPCT intends to develop primary and community health care services to ensure that all Haringey residents can access high quality accessible health services as close to home as possible.

The strategy proposes a 'hub and spoke model' built around five neighbourhood health centres (hubs) that will provide a wide range of community and primary health services to a population of 50-75,000 residents. These neighbourhood health centres will be supported by primary care services delivered from practices working at a more local level (spokes). The next stage of planning will be led by the four local practice based commissioning collaboratives and will develop detailed proposals on a locality basis. These proposals will be formally consulted on with the public in early 2009.

The South East Haringey locality plan will set out options for how primary and community health services for people living in the south east of the borough could be developed. The South East Haringey locality plan will consider what services local residents should be able to access in the locality and options for how these services could be delivered in future – e.g. from local practices, from neighbourhood health centres (Laurels Healthy Living Centre, Tynemouth Road Health Centre and / or a potential new neighbourhood health centre located in central Haringey) or from the St Ann's Hospital site.

It is proposed that a separate consultation paper will consider options for the future development of those TPCT services on the St Ann's site that currently provide a service to a wider catchment area – e.g. the whole of East Haringey / the whole of Haringey (for example sexual health services, outpatient physiotherapy). In line with the TPCT's principles of 'care close to home', wherever possible these services will be provided from the five neighbourhood health centre hubs described in the TPCT's primary care strategy.

For more specialist services (such as specialist dental services and audiology services) a range of options will be considered and consulted on, including locating the service in one of the neighbourhood health centres or retaining the service on the St Ann's site (in improved accommodation where appropriate).

For each service currently provided on the St Ann's site the following questions will be asked before developing options for public consultation:

- Who uses the service currently?
- What is the best future service model to meet the health needs of Haringey residents?

- What options are there for the future location of care?

The TPCT's corporate office accommodation is also currently based on the site and a range of alternative options will be considered as part of the redevelopment planning process. The TPCT is interested in exploring the potential to co-locate some of its corporate staff with the local authority.

Together with the further development of the TPCT's primary care strategy, the redevelopment of the St Ann's site presents some real opportunities to develop services in ways that better meet the needs of local residents and to ensure that all services are provided in modern, fit for purpose accommodation.

7. NEXT STEPS

The MHT, TPCT and local authority are currently working together to agree the process and timetable for developing a clearer plan for the development of mental health services and community services in Haringey and an agreed outline planning document (a new Strategic Outline Case) on the future of the St Ann's Hospital site.

The production of an agreed Strategic Outline Case is critical to the MHT's application to become an NHS Foundation Trust. As part of its Foundation Trust application, the MHT has to demonstrate it has realistic, well developed investment plans for the St Ann's site which are deliverable and affordable and which are supported by key stakeholders. The MHT is currently working towards the submission of its Foundation Trust application in spring 2009 and therefore the production of a new Strategic Outline Case has to fit within that timetable.

It is important to emphasise that although some of the earlier work done to look at the future of services currently based at St Ann's will be taken into account, this is a new process and no decisions have been made at this point. Even when the new Strategic Outline Case is agreed, things will still not be finalised, there will then be a stage of developing and refining the proposed plans before they are finally agreed.

It is also important to clarify that this process will not be considering the final use of the St Ann's site at this stage. This first phase is focused on determining the best way that mental health services and those other services currently based at St Ann's should be provided in the future to ensure that all service users in Haringey receive high quality, effective, safe and responsive services which meet their needs. It will not be until this is clearer, following input from stakeholders, that the possible options for the future of the St Ann's site itself can be considered, which will be later in 2009.

8. SUMMARY

This paper outlines the history of the St Ann's site, the background to the current work and the current thinking on how to take forward the necessary changes in the way mental health services in Haringey are provided, including the much needed redevelopment of the St Ann's site. This complex piece of work is being taken forward by the MHT, working very closely with the TPCT and local authority, and will include wider involvement of other stakeholders including service users, carers and local people.