

Request for Report to the North West London Joint Health Overview Scrutiny Committee

12 September 2023

Report Title:	Consultation Proposal on the Future of the Gordon Hospital
Report Author:	Sally Milne / Toby Lambert
Committee Date:	12 September 2023
Report Deadline:	29 th August 2023
Purpose To provide an update on the consultation proposal on the future of the Gordon Hospital.	
Detail <u>Background/Context:</u> In 2020, the Covid-19 pandemic necessitated the temporary closure of the inpatient wards at the Gordon Hospital in Westminster. Inpatient provision for Westminster and the Royal Borough of Kensington and Chelsea (RBKC) was consolidated at the St Charles Centre for Health and Wellbeing in RBKC, resulting in a significantly reduced number of inpatient beds. A network of alternative, community-based services was put in place across the area to compensate for the reduction in inpatient beds. We are now working to go out to consultation on the future of acute MH services in Westminster and RBKC. We have been working with partners through a number of workshops to agree the options for consultation.	
<u>Options appraisal process</u> In order to develop the options for the consultation a series of workshops were held with partners to go through the process of options appraisal. Details of each workshop are: <ul style="list-style-type: none">• Workshop one discussed the care model that we aspired to for our service users in Westminster and RBKC• Workshop 2 looked at configurations of inpatient facilities to review options for where the care could be delivered• Workshop 3 went through data to understand what is being delivered and the proposed options for consultation• A follow up data workshop was then held to run through data from partners and the costs of the options. A final workshop is being planned for the 13 th September to share the outputs of the workshops and the options that will be taken to consultation.	
<u>Consultation proposals</u>	

The services within the scope of the consultation:

- Serve those people with a mental health problem who might require admission to an inpatient mental health bed
- Serve the population living in the City of Westminster and the Royal Borough of Kensington and Chelsea. The consultation also considers the potential impact on residents of the London Borough of Brent; a small number of Brent residents have, in the past, come to Westminster and/or Kensington & Chelsea
- Are used by the diverse, urban communities living in the bi-borough.

Inpatient services for these communities have been provided by CNWL at the Gordon Hospital (51 beds over 3 wards temporarily closed in 2020) and the St Charles Centre for Health and Wellbeing (67 beds over 4 wards).

The consultation plan has been developed by and on behalf of both CNWL and NWL ICB. It will be led by the ICB Communications and Engagement Director and team, and be delivered according to these principles:

- Through a structured process, with shared management across the system to ensure that the consultation aligns with other strategic programmes in Westminster and Kensington and Chelsea
- Working with the networks of NHS organisations and relationships with local groups and communities
- Encompassing both communications and engagement – to ensure that people are able to find out about the consultation and how to participate, those likely to be particularly impacted are reached through a range of relevant channels, and comments and feedback are considered in depth
- With the active involvement of a Steering Group of communications and engagement specialists.

The objectives of the consultation are:

- To gather feedback from service users, staff, stakeholders and local residents, making it as easy as possible to comment through a choice of channels and reaching out effectively to ensure people are aware of the consultation and how they can contribute
- While retaining flexibility for how people can participate and valuing all contributions, aim to secure feedback about our preferred consultation option– relevant to views on its respective strengths and weaknesses, how they will impact on services and service users, and issues relevant to implementation for each
- Secure a mix of both quantitative feedback (e.g. through a questionnaire) and qualitative feedback (e.g. through noting discussion at meetings) to develop insight into participants' views which are as rich and detailed as possible
- Where rooted in the data, indicate where there is majority agreement and where there are differences of view held by different groups
- Meeting statutory duties, ensure that inclusion in the consultation process is as broad as possible and that those individuals and groups most likely to be

impacted by the service change are fully engaged and their voices are particularly clearly heard

- Capture all feedback from the consultation within a single analysis and report to enable the ICB's decision to be fully informed.

Information included

There will be a variety of information made available to inform participants and enable them to make meaningful comments. These will be hosted on the ICB website, with links from relevant partners, and will include:

- Core consultation information and questionnaire, which will set out:
- Summary of case for change and current service configuration
- Preferred Consultation Option
- Information about the process so far
- How to contribute views, including schedule of events
- Next steps following consultation
- Main consultation document and summaries for download
- Including materials available in accessible formats
- Detailed background documents, including:
- Travel time and other modelling data
- Pre-consultation Equalities Impact Assessment
- Pre-consultation Business Case (PCBC).

The groups that we plan to consult with include:

Geographic data analysis and mapping shows population density across North West London for the following characteristics:

- Service users of both acute and community mental health services
- Deprivation by locality
- Distance from closest inpatient mental health service (current).

Priority groups for consultation - equalities

As required by law, the key groups for consultation are:

- Users – or potential users - of adult acute mental healthcare in Westminster and Kensington and Chelsea
- Users – or potential users – sharing protected characteristics under the Equality Act (or otherwise at risk of health inequality) who may be disproportionately impacted by the proposed changes.

Following a structured Equality Impact Assessment, Integrated Impact Assessment, review by the London Clinical Senate and a workshop of local clinical leaders, the following groups have been identified as the highest priorities:

- Younger adults
- Older adults
- Sex
- People with mental health issues
- People with physical disabilities

- People with neurodiversity
- People with comorbidities
- Gender reassignment
- Pregnancy and maternity
- Black and Black African people
- Religion or belief
- Carers
- Families of service users
- Deprived communities, including people who are unemployed
- Homeless people
- Substance misusers (including Wet hostel)
- ESL and immigrant communities
- Those sectioned by the police
- Residents of Westminster and K&C
- Staff.

The Integrated Impact Assessment identified that within the area containing the southern half of Westminster City Council and the Royal Borough of Kensington and Chelsea, there are areas with high levels of deprivation are concentrated in these localities. Therefore, we will also be paying attention to engaging people in these areas who might face more challenges compared to other areas in Westminster and Kensington and Chelsea. These areas include:

Royal Borough of Kensington & Chelsea

Kensal Town

Westminster City Council

Church Street

Pimlico South

Other groups for consultation – service users, stakeholders, and residents

In addition, other groups we would seek to prioritise for engagement, include stakeholders, and local organisations, plus networks and media who have been 'scoped in' because they will carry information about the consultation. These include:

- Anyone who is currently using acute mental health care services in Westminster or Kensington and Chelsea
- Anyone who has previously used acute mental health care services in Westminster or Kensington and Chelsea
- Families and carers of people who use, have used, or might use these mental health services
- Residents of the Royal Borough of Kensington and Chelsea, the City of Westminster and neighbouring areas who are eligible to use services in these boroughs
- Professional representative bodies such as trade unions, local medical committees, and the Royal College of Psychiatrists

- Community representatives, including the voluntary sector
- Local authorities.
- Health and Social care partners including the ambulance service and NHS 111.

The consultation report will summarise:

- The consultation response
- Views on the preferred option, highlighting where justified by the data differences of views between different groups
- Analysis of comments more broadly relevant to the proposals, such as views in the clinical model, issues for implementation of Option.

The report will be published and will form an appendix to the Decision-making Business Case, and formally considered by the ICB.

The consultation report will also inform the second Equality Impact Assessment (post-consultation).

Next Steps:

Key dates and next steps for the consultation are

- 13th September - final pre-consultation workshop with partners
- 19th September – Stage 2 Assurance panel with NHS England
- 28th September – ICB Strategic Commissioning Committee for sign off
- Early October – Launch of the Consultation

When the NHS advances proposals for service change that significantly affect the residents of more than one local authority, the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 require the affected local authorities to form a Joint Health Overview and Scrutiny Committee. It is that JHOSC that must comment on the proposals, can require information from the NHS, and can make a decision (or not) to refer proposals to Secretary of State. We note that, following the JHOSC's meeting on 18th July, officers of the NWL JHOSC have indicated that the NWL JHOSC is the correct vehicle for formal scrutiny of these proposals. At time of writing, the ICB is awaiting formal confirmation from the Chair on behalf of the eight boroughs confirming this, alongside confirmation from Westminster City Council and Kensington and Chelsea Royal Borough Council, as the local authorities whose residents are most affected by the proposals, that they are content with these arrangements.

The consultation is currently planned to launch in October and run to January, It will be extended beyond the usual 12 weeks to take into account the winter holiday period. Regular updates will be shared with the agreed Overview and Scrutiny Committee.

Member Request:

Cllr Ketan Sheth, Committee Chair, 2023