

SOUTHAMPTON CITY HEALTH OVERVIEW AND SCRUTINY PANEL

29 JUNE 2017

MAKING BETTER USE OF OUR COMMUNITY HOSPITALS - ROYAL SOUTH HANTS HOSPITAL/WESTERN COMMUNITY HOSPITAL ESTATE OPTIMISATION PROJECT

1. The purpose of this paper is to brief the Health Overview and Scrutiny Panel about work now in progress to make better use of the land and buildings at the two community hospitals in Southampton – the Royal South Hants Hospital and the Western Community Hospital.
2. The Royal South Hants Hospital (Royal South Hants), which in its original form opened its doors in 1844, occupies a 5.7 hectare site in Bevois ward in the centre of the city. The Royal South Hants is owned by NHS Property Services Ltd and mainly comprises three linked wings (built at different stages in the evolution of the hospital), a physically separate and now redundant psychiatry wing, a deconsecrated hospital chapel, and various car parks:-
 - Hospital chapel (1857 – not in use)
 - Brambles Wing (1890s – ground floor operational, first floor not in use)
 - Fanshawe Wing (1964 - operational)
 - Department of Psychiatry (opened 1979, closed 2010 – not in use)
 - Mary Seacole Wing (1987 – operational but with some areas not in use)

A separate boiler house on the site houses plant and equipment of the Southampton District Energy Scheme which serves the hospital and neighbouring properties. While technically not part of the Royal South Hants site, the Newtown Clinic on Lyon Street abuts the Royal South Hants site and has been included within the scope of the optimisation project (see site plan at annex 1).

3. As is evident from the list above, the land and buildings at the Royal South Hants are not fully utilised: perhaps the clearest illustration of this is the redundant Department of Psychiatry building (see photograph below) which has lain empty and unused since the opening in 2010 of the adjacent Antelope House, an adult inpatient psychiatric unit operated by Southern Health NHS Foundation Trust (Southern Health). The Antelope House site abuts the Royal South Hants site: it has not been included in the scope project because it was constructed under the provisions of a 25-year contract with the Hampshire Local Improvement Finance Trust.



4. An increasingly pressing issue is the need to replace the 24-bed Lower Brambles Ward which provides “step down” rehabilitation care for older people following an episode of acute care in Southampton General Hospital. Lower Brambles Ward occupies the ground floor of the Brambles Wing which is understood to have been constructed in the 1890s and is thus not well-configured for the delivery of care in the 21st century. Of the 24 beds, all but two are in multi-bed bays and this limits swift access to beds because of the need to designate male and female bays to maintain privacy and dignity. There have also been problems with the heating system and windows arising from the age of the infrastructure.
5. The staff work hard to provide a caring and responsive service but there is a need to replace Lower Brambles Ward with a modern facility – ideally co-located with its sister ward, Fanshawe Ward (19 step-up/step-down beds), which is presently on the first floor of the separate Fanshawe Wing of the hospital. Both wards are some distance from the supporting Therapies Department (physiotherapy/occupational therapy) which is in the Mary Seacole Wing.
6. Solent NHS Trust (Solent), which operates the two wards and the therapy service, has expressed a strategic intention to have all their inpatient services in Southampton on the same site. In addition to the two wards at the Royal South Hants, Solent operates the 14-bed Snowdon Ward at the Western Community Hospital (Western) in Millbrook ward. Solent also operates the 10-bed Kite Unit – a county-wide neuro-behavioural rehabilitation service - at St James Hospital, Portsmouth.
7. Subject to the outcome of a consultation presently in progress, the Kite Unit will relocate from Portsmouth to the currently vacant Minstead Ward at the Western during the latter part of 2017. At that point the trust will operate two wards at the Royal South Hants and two wards at the Western. The trust’s preference would be to have all four wards on the same site to achieve gains in mutual support, staffing resilience and improved outcomes. Co-location would also help create a regional “centre of excellence” in rehabilitation which is expected to aid the recruitment and retention of increasingly scarce clinical staff. Another benefit of the Western site is its physical proximity to Southampton General Hospital.
8. The freehold of the Western, which opened in 1995, is owned by Solent NHS Trust. When built the Western had five inpatient wards but at present only three are in use. Of these, two are leased to Southern Health for the provision of an inpatient mental health service for older people living in Southampton and the New Forest. Current utilisation of the wards at the Western is summarised in the table below:-

Ward name	Function/current status (as at June 2017)	Provider	Beds
Snowdon	Neuro/Stroke rehab	Solent	14
Tannersbrook	Not in use for patients [19 beds as built]		[19]
Berrywood	Older People Mental Health	Southern	18
Beaulieu	Older People Mental Health	Southern	17
Minstead	Not in use for patients [18 beds as built]		[18]

Minstead Ward will be brought back into use later this year as a consequence of the relocation of the Kite Unit. Tannersbrook Ward has been out of use for several years because it is now deemed to be unsuitable for patient care due to poor sight lines and doors which are too small to allow the passage of patient beds. In consequence it is presently used for administration offices.

9. In summary, the central objectives of the estate optimisation project have been to:-
- Near term - reprovide Lower Brambles Ward in suitable accommodation at either the Royal South Hants or the Western;
 - Longer term – ensure full and effective use is made of buildings and land at the Royal South Hants and Western sites.
10. An “Estate Optimisation Project Team”, chaired by Peter Horne (Director, System Delivery, Southampton City Clinical Commissioning Group) has been meeting on a monthly basis since January 2016. The Project Team has included representatives from Southampton City CCG, local provider organisations (University Hospital Southampton, Solent, Southern), NHS Property Services, Hampshire LIFT and Community Health Partnerships. Architectural and cost advice has been provided by two local firms and various technical reports have been commissioned from specialist engineering and estate advice.
11. The task of identifying options and potential solutions in relation to replacing Lower Brambles Ward has been substantially informed by advice from a “Clinical Reference Group” drawn from Southampton GPs and frontline clinicians and operational managers. A programme of option development workshops was held during 2016 and, after extensive discussion, the Clinical Reference Group identified six potential improvement options. These are summarised in the table below along with a baseline “do minimum” option (option 1):-

Option	Summary description of option	Key change and score when evaluated	
1	Do minimum - maintain existing estate to required standards	No material change.	26
2	Lower Brambles moves into Mary Seacole wing at RSH.	Lower Brambles Ward stays at Royal South Hants.	43
3	Lower Brambles <u>and</u> Fanshawe move into Mary Seacole wing at RSH.	As above. Two wards now adjacent to each other and therapies.	55
4	As option 3 plus new building on Brambles footprint enabling Fanshawe Wing to be taken out of use.	As above plus new building on Brambles site to rehouse Fanshawe wing.	69
5	Lower Brambles and Fanshawe move to new building on Tannersbrook footprint.	Lower Brambles and Fanshawe move to Western site.	86
6	Southern Health wards at Western move to new building adjacent to Antelope House. Lower Brambles/Fanshawe move to Western.	As above but in addition the two mental health wards at the Western move to Royal South Hants.	71
7	All wards and services at the Western move to new buildings on RSH site. Western site available for other use.	All wards at the Western move to Royal South Hants.	61

12. In parallel with the work of the Clinical Reference Group, there has been ongoing dialogue with patient and carer representatives. Since the summer of 2016, two meetings have been held with the CCG's Patients Forum and two with Communications and Engagement Group. The objective of the meetings has been to explain the background to the estate optimisation work and identify stakeholder issues or concerns. Members of both groups attended a specially-convened workshop in December 2016 to provide input into the finalisation of the selection criteria developed by Clinical Reference Group. The selection criteria used when assessing the options are shown below:-

Functional suitability and operational efficiency

- delivers improvement to current accommodation (patient perspective)
- delivers improvement to current accommodation (technical and staff)
- delivers improvement to current adjacencies
- delivers modern/energy-efficient buildings

Strategic flexibility and innovation

- delivers buildings that can adapt to changing needs and models of care
- delivers/maintains community hospital land that can adapt to changing needs
- helps maintain equitable access for all residents in the catchment area

Deliverability

- expected to be acceptable to our public and their elected representatives
- meets needs and aspirations of our staff
- can be delivered in timescale acceptable to stakeholders
- solution is likely to be acceptable to planning authority

Wider economic benefit

- delivers improvements to the visual amenity etc of local residents
- supports the city council's regeneration agenda
- potential to release surplus land for alternative use (housing/extra care)

13. In December 2016, option 5 was identified as the preferred option from a clinical and operational perspective. Option 5 envisages the relocation of Lower Brambles Ward and Fanshawe Ward to a specially constructed ward block at the Western on the site of Tannersbrook Ward (which would be demolished). The new two storey building will be linked at ground floor level to the main Western building and will incorporate the bed capacity currently provided in Lower Brambles and Fanshawe Wards (43 beds) plus some "future-proofing" capacity (current planning assumption - 7 beds) – ie a total of 50 beds. More significantly, there will an increase in the number of single rooms from the current 9 to 26.

	Current state		Future state	
	Bays	Beds	Bays	Beds
Single rooms	-	9	-	26
3-bed bays	4	12	8	24
4-bed bays	0	0	0	0
5-bed bays	2	10	0	0
6-bed bays	2	12	0	0
TOTAL BEDS		43		50

14. A site plan showing the siting of the new ward block is shown at annex 2. It is important to note that the square “block” is not intended to convey an impression of the final building – this will develop from detailed design work by architects working with staff and patient stakeholders at a later stage.
15. The capital cost of the new ward block, which will also incorporate a therapies area to serve the two wards, is currently estimated to be some £12.35m. An Outline Business Case is presently in development: this will set out the strategic, economic, commercial and financial case for this investment. Sources of potential capital funding are presently being explored as a necessary part of the Outline Business Case.
16. In terms of making better use of the Royal South Hants site, the property and valuation consultancy Savills was engaged jointly by Southampton City CCG and NHS Property Services (owners of the Royal South Hants and Newtown Clinic freeholds) following a competitive tender.
17. The brief to Savills was to carry out a high level review of the sites, understand constraints and opportunities, understand site capacity, and suggest development options for future rationalisation. Savills began work in mid-March 2017 and their report was received at the end of May. In developing their findings and recommendations Savills held discussions with the Planning Team at Southampton City Council and considered extensive input from, amongst others, Southampton City CCG and NHS Property Services.
18. The report is still being considered by the Project Team and a number of follow-up questions and points for clarification have been put to Savills for inclusion in a final version of their report. At a headline level, Savills say that taking into account the various factors that impinge upon land values, current and future demand pressures (eg an aging population), and the consequential health and care planning requirements of commissioners, the best use of surplus or potentially surplus land and buildings at the Royal South Hants would be to utilise the land for the establishment of the following (singly or in combination):-
 - an Extra Care facility
 - a Care Home with Nursing or student accommodation
 - a development of key worker housing and residential housing
19. Savills were asked to display up to three development options and the option that CCG and City Council commissioning colleagues regard as being worthy of serious further consideration is shown in the image at annex 3. This option envisages:-
 - the demolition of the Department of Psychiatry building and its replacement with an Extra Care facility (ie analogous to Erskine Court) of approximately 120 units;
 - the construction of a 70-bed Care Home with Nursing on a car park on the west of the site;
 - the demolition of the Brambles Wing and the construction of Key Worker housing;
 - the demolition of the Newtown Clinic and the construction of Key Worker housing and residential housing;
 - the conversion of the Grade 2 listed redundant chapel into a café/retail facility (which may be made viable in terms of footfall by the above developments);
 - the construction of a decked car park to replace parking spaces lost as a consequence of the above developments.

20. Members of the Panel will understand that we are presently at an “ideas and options” stage and there is much work still to do to turn these ideas into reality. Clearly there are some significant potential obstacles and risks including:-

- securing capital funding and planning permission for the new ward block at the Western;
- reaching agreement with NHS Property Services on the future use of the Royal South Hants site;
- securing community support and planning permission for the above potential developments at the Royal South Hants site (or variations of them);
- Identifying development and funding partners for the proposed Extra Care, Care Home and Key Worker housing developments.

21. In terms of next steps, an Outline Business Case for the development of the new ward block at the Western is nearing completion and is expected to be submitted to the various NHS approval bodies in September 2017 with a Final Business Case submitted by March 2018. If the business case is approved, demolition of Tannersbrook Ward would take place in July 2018 with the new building ready for occupation towards the end of the 2019-20 financial year.

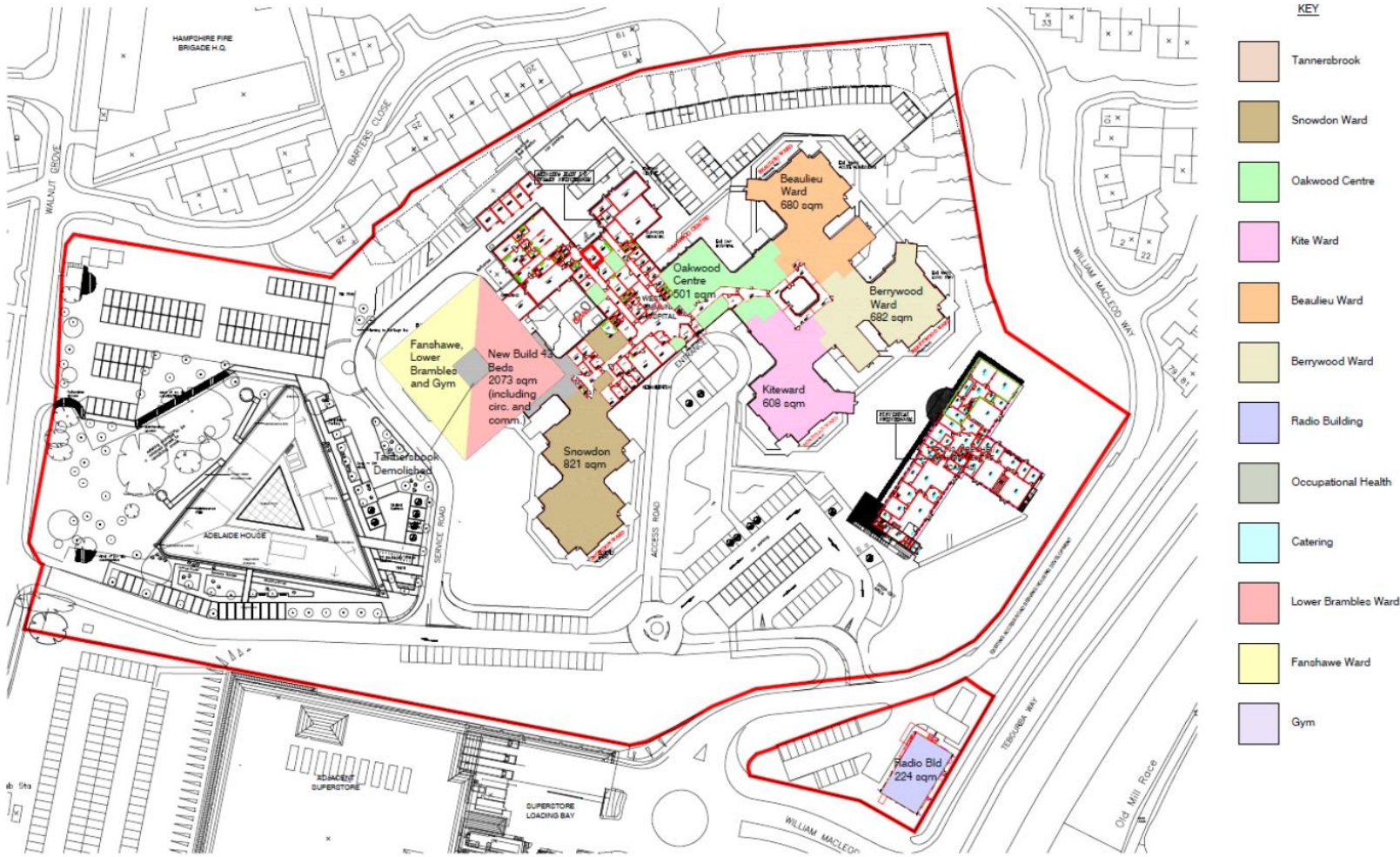
22. The CCG is also currently in active discussion with NHS Property Services about the future use of the Royal South Hants site and have proposed that a “Memorandum of Understanding” should be developed and signed which sets out how the Royal South Hants site should be used and developed over the next decade to best serve the needs of the people of Southampton.

23. The CCG welcomes this opportunity to brief the Health Overview and Scrutiny Panel about the estate optimisation work affecting the Royal South Hants and the Western and are keen to receive the Panel’s questions, comments and suggestions at the meeting on 29 June.

Peter Horne
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NHS Southampton City CCG

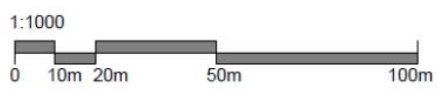
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KEY

- Tannerbrook
- Snowdon Ward
- Oakwood Centre
- Kite Ward
- Beaulieu Ward
- Berrywood Ward
- Radio Building
- Occupational Health
- Catering
- Lower Bramble Ward
- Fanshawe Ward
- Gym



Rev. D - 16.03.17
WCH - Ground Floor - Option 5

