

## **Health Scrutiny Committee Briefing December 2020**

### **Improving Local Health Services - update Better Mental Health Inpatient Services for Bassetlaw**

#### **1. Introduction**

In September 2020 NHS Bassetlaw CCG, Doncaster and Bassetlaw Teaching Hospitals NHS Foundation Trust and Nottinghamshire Healthcare NHS Foundation Trust briefed the Health Scrutiny Committee on outline proposals to improve local health services in Bassetlaw. The proposal referenced the development of services for mental health and paediatrics as part of a wider positive transformation of urgent and emergency care services on the Bassetlaw Hospital site.

This paper provides an update regarding a change in scope of those proposed improvements in service. The development of services in Bassetlaw will now focus on the changes to inpatient mental health services for adults and older people in Bassetlaw.

#### **2. Developing our approach to delivery of Mental Health Inpatient Services**

Health and care partners across Bassetlaw remain committed to improving the quality and sustainability of local health services. Together we want to ensure that the population of Bassetlaw is able to access safe and effective services provided in the most appropriate high-quality environments possible. There is a real opportunity – and need – to take forward our consideration of transformation of inpatient mental health services for Bassetlaw.

As outlined in September, NHS Bassetlaw CCG wishes to continue to work in collaboration with partners to begin wider engagement with our community to further develop and shape proposed changes for inpatient mental healthcare.

We outline below the current state of inpatient mental health services in Bassetlaw, the reasons for change, initial consideration of potential solutions and next steps.

NHS Bassetlaw CCG is seeking the views of the Health Scrutiny Committee on the proposals for engagement so that we can refine our approach ensuring that it remains proportionate and meaningful. We are also asking for the HSC's view regarding the proposed approach to engagement in line with the CCG's statutory duties (i.e. compliance with Section 14Z2 Health and Social Care Act 2012).

#### **3. Current inpatient mental healthcare services**

Inpatient mental health provision within Bassetlaw currently consists of a 39 bedded inpatient facility located within the Doncaster and Bassetlaw Teaching Hospitals NHS Foundation Trust at the Bassetlaw Hospital site in Worksop.

It was opened in 1986 and comprises two wards. These serve the population of Bassetlaw district and provide inpatient services for both male and female Adult Mental Health (AMH) and Mental Health Services for Older People (MHSOP).

There are two inpatient wards: B2 is a 24 bedded ward for adults primarily under 65; B1 is a 15 bedded ward for older people with a split to accommodate patients with organic and functional illness. There are currently circa 100 admissions of Bassetlaw patients a year across the two wards, with a combined total of 5,287 occupied bed days to two wards.

Since 2018, NHS Bassetlaw CCG has used between five and nine of the 24 Adult Mental Health beds at any one time. It is commonplace for the significant majority of B2 beds to be occupied by patients from outside of Bassetlaw.

Of the 15 beds for older people, since 2018, between three and 12 beds have been used by Bassetlaw CCG residents at any one time. It is commonplace for 50% of the B1 beds to be used by non-Bassetlaw residents.

#### **4. Why change is needed for inpatient mental healthcare**

The CCG recognises that existing provision does not meet Care Quality Commission (CQC) standards and does not allow for the high quality of service that we want for our local population. We want to ensure better mental healthcare for Bassetlaw patients that is safe, of high quality and is sustainable.

The current unit environment has several concerns:

- The adult mental health ward (B2) has 24 beds, which exceeds the ward sizes (15-18) recommended by the Royal College of Psychiatrists.
- Both wards are mixed gender which is not recommended in quality and safeguarding guidance and has been raised in CQC inspections.
- Both wards have dormitory style accommodation which breaches national quality guidance. The national plan for mental health expects dormitory style accommodation to have been removed by 2020.
- The older people's ward houses both organic and functional patients on the same ward which is against expected standards of care.
- Both wards are on the 1<sup>st</sup> floor with no direct access to outside space and are reliant on lift facilities for access for those with restricted physical mobility.
- Both ward designs offer poor lines of sight for safe and effective observation of patients often leading to high risk patients requiring care in other inpatient areas.
- Neither wards have access to de-escalation or seclusion facilities on the site.
- Both wards have little or no identified space for therapeutic activities often leading to other spaces being co-opted for this purpose.

- Both wards have little appropriate space to facilitate visits safely, particularly those from children which can lead to a delay.
- Wards are isolated from other inpatient mental health provision with limited access to staff support to manage untoward incidents if required.

All these concerns mean the Trust is not able to assure NHS Bassetlaw CCG as the commissioner of services that the current service is continually compliant with standards set by the Care Quality Commission (CQC).

In addition, from Spring/Early Summer 2021, Nottinghamshire Healthcare NHS FT will no longer place non-Bassetlaw patients in the wards at the Bassetlaw Hospital site. This means the Bassetlaw wards would run at very low occupancy levels, as the beds there routinely have more than half of the beds occupied by non-Bassetlaw patients. Such a small unit with these low occupancy levels would be extremely challenging clinically and would be unable to provide the range of specialist support the local population needs.

## **5. Service users, carers and staff experience**

For patients, the continued provision of dormitory accommodation presents a number of challenges. These include lack of privacy and dignity, noise disturbance, loss of sleep and the ability to feel safe. The lack of suitable and adequate outdoor space and facilities for therapeutic care within the current environment means it remains very challenging to optimise outcomes.

Nottinghamshire Healthcare NHS Foundation Trust (NHCFT) has gathered feedback from service users and carers from a range of sources – including service user carer experience satisfaction surveys and Care Opinion - between July 2018 to October 2020 relating the inpatient services in Bassetlaw. Using the Trust's 'Your Feedback Matters' website, the following key themes have been identified:

- Staff are compassionate and hardworking, but the wait for treatment is too long
- Patients often have to tell their story numerous times, and many do not have a named worker
- Patients would like to be supported to access services rather than simply given a phone number
- Patients feel the ward environments are too noisy and busy, with suggestions that quiet spaces and individual rooms would provide a better experience
- The ward environments are also in need of refurbishments, with comments specifically around the shower facilities and lack of access to other amenities
- Patients feel that access to therapy and other supportive activities could be improved

Staff find the environment challenging to work in during their day-to-day operations and have reported that:

- Poor quality inpatient environments impact negatively on the ability to deliver high quality care

- They are keen to apply the learning from the COVID-19 pandemic and utilise technology to improve access and interventions
- The ability to offer an appropriate range of therapeutic interventions is limited as a result of skills shortages and resource constraints.

## 6. Exploring solutions for future service provision

The Trust has, for some time, recognised difficulties with the environment in which inpatient services on the Bassetlaw site are delivered.

Consequently, NHCT undertook some preliminary internal reflection with staff and key stakeholders to explore possible next steps to improve local service provision and enhance outcomes. Key discussion points were:

1. *Do nothing and continue with the services as they are*  
It was considered that the status quo is not feasible for the reasons outlined above and that progress should be made on the basis that there is a need to take positive action to improve local services for local people.
2. *A new build within Bassetlaw with services provided by NHCFT*  
Whilst this was considered a strong possibility in meeting quality standards, it was also considered that this would be neither clinically or financially viable.
3. *Lease alternative accommodation and provide an in-house service within leased space*  
This solution was considered to be challenging in assuring the quality of ward environments and a joined-up service model but would offer good local access if suitable space could be found.
4. *Subcontract the services in totality*  
Commissioning the service and capacity from an alternative provider within alternative accommodation was judged to be similar to leasing alternative space but with potential increased risks regarding the service model and assurance of ward environments.
5. *Transfer inpatient services to new accommodation with continuation of the service by NHCFT.*  
It was considered that this would offer the greatest benefit overall: providing ongoing care for patients transitioning across mental health care pathways from community to acute and acute into community-based services within a single coordinated organisational team; purpose-built environments offering high quality accommodation meeting national standards; and making best use of NHS resources.

The outcome of this deliberation was a preference to transfer inpatient services as described above at point 5 to identified sites in the Mansfield locality, including Millbrook and Sherwood Oaks, under the care of NHCFT.

## **7. Improving local services: Our vision for better mental healthcare inpatient services**

We want any changes in provision to raise standards for patients and their families, provide better therapeutic facilities, eliminate large wards with dormitory style accommodation and ensure all the Care Quality Commission recommendations for mental health services are met.

It should be noted that transformation in the way adult mental health services are provided across the system and in the community is continuing to evolve in line with the Long Term Plan and national Community Mental Health Framework. These developments will mean a more comprehensive service offering for patients within a community based setting.

Initial discussions between Nottinghamshire Healthcare NHS Foundation Trust and NHS Bassetlaw CCG have considered the current issues and how to improve inpatient provision for the population of Bassetlaw. During discussions key themes for consideration in the development of a future service were identified:

- Compliance to national safety and quality standards
- Service accessibility
- Service model that meets national guidelines and quality standards
- Service delivery within an estate environment providing acceptable standards
- Business and resource considerations

## **8. Engagement and next steps**

Whilst initial considerations point towards a possible solution, we are keen to ensure any changes to services are developed with our wider community and that we are guided by the Health Scrutiny Committee, feedback from patients, carers, families and the community, as well NHS England/Improvement, local politicians, community leaders and other stakeholders. Our engagement will need to be undertaken in the current context of the ongoing second wave of COVID as we continue to deal with the implications of the pandemic.

Recognising these challenges, we wish to understand concerns or risks associated with the potential solutions in order to better inform the CCG's decision on this issue and ensure that those concerns are understood and risks and impact mitigated as much as possible.

We have been working with NHS England/Improvement to ensure that any potential changes meet the requirements of the NHSE/I assurance process and we are working with the Yorkshire & Humber Clinical Senate to secure their independent clinical advice and assurance on proposals.

We are also continuing conversations with stakeholders and representative organisations through the recently established Bassetlaw Mental Health Collaborative to seek their views, as key representatives of service users and their

families, on the principles of future mental healthcare for Bassetlaw and how we can ensure that the people they represent are involved in the engagement process.

Our ongoing engagement with stakeholders will continue and we are preparing further engagement opportunities to hear the views of advocates, representative organisations and groups as well as service users and our local population more widely to consider potential changes in service delivery and the preferred solution outlined above. Therefore, our proposed next steps are as follows:

### ***Ongoing to January 2021***

CCG and partners to continue local conversations with stakeholders with regards to the challenges and potential solutions for mental health inpatient care in Bassetlaw

Stage 2 of the NHSE/I assurance process allowing progress to public engagement and discussion of the options for service change.

Participation with the Yorkshire & Humber Clinical Senate review of local proposals for change, listening and responding to independent perspectives on the issues and possible solutions to Inpatient services in Bassetlaw.

### ***January – March 2021***

Further engagement with stakeholders and wider engagement with service users and their representatives and the local population following our engagement plan, which follows the guiding principles of:

- Using trusted and established channels where possible
- A digital first approach where possible
- Going to where people are at – attending existing networks and meetings in the first instance
- Targeted engagement to reach those most affected by the potential changes

Working with our partners, the engagement will be bespoke in its approach and designed to gather high quality, detailed feedback from service users, local people, representative groups and stakeholders. The insight gathered through this engagement will help to shape the final model of service.

We will offer a wide array of methods for people to have their say throughout the engagement period, including: online surveys; meetings; discussion groups; and social media.

The outcome of the engagement will be shared with partners, stakeholders and the public and a decision will be made by NHS Bassetlaw CCG's Governing Body on the future of inpatient mental health services for adults and older people in Bassetlaw in Spring 2021.

Further detail on the engagement plans and approach can be found in Appendix 1.

## 9. Recommendations

The CCG is clear that there needs to be a change in the provision of inpatient services and that there is a real opportunity to improve the standards of inpatient mental health care available to our local population. We are therefore minded to support future inpatient provision at an alternative site but wish to ensure that any change of this nature is fully informed by the views of our local patients, carers and families and especially those most impacted by this decision. Our engagement process over the next three months will bring insight from our service users and local community together to help shape future service. In considering NHCT's views and developing our approach we have also taken into account:

- The small number of patients affected (c100 per year)
- The change needed to ensure the quality, safety and sustainability aspects of the service
- HSC's previous approval of changes in the pathway for mental health inpatient services across the wider Nottinghamshire area, which resulted in the development of the new unit in Mansfield

The Health Scrutiny Committee is being asked to consider the CCG's proposed approach to engagement on changes to adult and older people's mental health inpatient services in Bassetlaw and assess whether these proposed engagement proposals meet the formal duties of the CCG to consult with the Local Authority under the s244 regulations and compliance with Section 14Z2 of the Health and Social Care Act 2012).