

Report to Nottinghamshire Health Scrutiny Committee: 25 February 2020

Improving Acute Mental Health Inpatient Care Environments in Mid Nottinghamshire

Introduction

1. This report briefs the Committee on the Trust's recent agreement to purchase a hospital site in the Mansfield area from St Andrew's Healthcare and it outlines the next steps. The purchase will represent a significant investment by the Trust, with the overriding aim of improving the quality of care. As the site is currently a hospital that provides low and medium secure care, the Trust will also make further investments at the site to ensure it meets the requirements for providing acute mental health care.
2. It must be noted the intended purchase is subject to final and successful contract agreement, but we do not anticipate any issues to prevent the transaction.

Background and Case for Change

3. For some time, the Trust has acknowledged that the care environment at our Millbrook site in Mansfield falls short of the standards required to deliver high quality, therapeutic care.
4. The Millbrook Unit is a 78 bedded inpatient facility owned by the Trust, located within the Sherwood Forest Hospitals NHS Foundation Trust site at Kings Mill Hospital, Sutton-in-Ashfield. It was constructed in 1985 and comprises four wards. These serve the populations of Newark & Sherwood and Mansfield & Ashfield and provide inpatient services for both male and female adult mental health (AMH) and mental health services for older people (MHSOP). Appendix 1 shows how services are currently configured at the site.
5. The Unit environment poses a number of concerns:
 - the male AMH ward (Orchid Ward) has 25 beds, which exceeds recommended ward sizes
 - three of the wards have dormitory style accommodation
 - poor lines of sight for observation
 - inadequate seclusion facilities
 - limited outdoor space
 - two of the four wards are on the first floor without direct access to external spaces
 - inadequate space for therapeutic activities
 - poor Section 136 facilities.
6. All of these concerns mean the Trust is not able to assure services are compliant with standards set by the Care Quality Commission (CQC).

Options Appraisal

7. In 2019, the Trust completed an appraisal of different options for improving the ward and care environments at Millbrook Unit. Options were assessed from a non-financial and financial perspective. The core options considered were:

- **Refurbishment** - of the Millbrook site. The appraisal showed re-development of the site for AMH and MHSOP services was unaffordable and would entail significant disruption for patients during the programme of works. Also, importantly, none of the possible permutations of the Millbrook site could guarantee sufficient bed capacity and space required to reduce ward sizes, deliver single ensuite rooms and provide better outdoor spaces. The estimated costs of demolishing the existing Unit and rebuilding the site exceeded £80m.
- **New Build** - acquire site for new purpose-built accommodation. This was discounted as there was no local, suitable site that was immediately available for consideration. In addition, the estimated high costs of a new build, and the length of time to complete, meant this option was discounted.
- **Lease accommodation or sub-contract the services to another provider** – no suitable, local accommodation was identified that could meet the needs.
- **Acquire another, existing hospital site** - purchase an existing hospital site from another provider. The site in Mansfield owned by St Andrew's Healthcare was the only available, suitable, local site.

8. The options appraisal concluded that by far the most preferential option was to purchase the site from St Andrew's Healthcare. This option has the following advantages:

- it can meet all of our operational requirements
- it is in close proximity to the Millbrook site (4 miles away) and is a suitable location for the Mid Notts population
- it has the space and footprint to provide the capacity required for acute AMH for the Mid Notts population
- it is the option that can provide the quickest solution – the aim is for the site to be handed over to the Trust within 6 months of contract
- it offers a value for money solution when compared to the other options – both in capital spend and revenue.

The St Andrew's site

9. The site is at Sherwood Avenue, Sherwood Oaks Business Park, Mansfield, NG18 4GW. It is 4 miles from Millbrook Hospital and is on a public transport route.





10. The site currently provides male medium and low secure services, including care for patients diagnosed with learning disabilities and autism spectrum disorders.
11. The site has 64 beds, all in single ensuite rooms spread across four wards, each with seclusion areas. Three of the wards are on the ground floor. One ward is at first floor level. Whilst acknowledging this is not ideal, the ward does have its own dedicated, adjacent external space and designated space in the grounds.
12. The site has associated amenity and leisure space; training and office space and on-site catering facilities.
13. The Trust will take vacant possession of the site from St Andrew's.

Proposal

14. The St Andrew's site is not configured in such a way as to meet all the Trust's needs for both AMH and MHSOP services. Delivering a model that eliminates mixed sexed accommodation and provides the appropriate configuration of wards for older people, along with the need for three wards to meet the required bed capacity for AMH services would require more than the four ward environments at the St Andrew's site.
15. But the acquisition of the Mansfield site from St Andrew's will provide a solution for AMH services, which are the highest priority for the Trust due to concerns regarding the existing wards at the Millbrook Unit. Purchase of the site will also offer the opportunity for co-location of other AMH teams, which will enhance the ability to manage crisis care pathways.
16. The Trust will therefore transfer AMH services from the Millbrook site to the site that is being purchased from St Andrew's.
17. MHSOP services will remain at the Millbrook site but will benefit from being able to move into the Lucy Wade ward, once vacated by AMH. That ward is on the ground floor and was recently refurbished to provide 16 single ensuite beds. This will deliver significant improvements for older people cared for on the MHSOP wards and for the staff that work there. By remaining at the Millbrook Unit, MHSOP services will continue to be co-located with acute medical services that are provided at the King's Mill Centre, which is a real benefit from a clinical perspective due to the complex needs of many of the MHSOP patients.
18. In time, we will also look at any further developments required to ensure MHSOP accommodation meets good practice guidelines.

19. St Andrew's is working with its patients, carers and commissioners to develop onward care packages to support the transfer of their patients from this site. This move will be in line with the Government's Transforming Care programme, aiming to reduce the number of people with autism and learning disabilities who are living in secure care, and increasing the number who are supported within the community, in a less restrictive setting.

Next Steps

20. Due to the complex needs of St Andrew's patients at the site, it will take some months for them to safely transfer their patients. We recognise and support St Andrew's commitment to handle this sensitively with patients and their families.
21. Our current estimate is that we may be in a position to take ownership of the site during the Autumn this year and would hope to be able to complete any modifications to the site by Spring 2021 ready for the transfer of our services.
22. We are also working closely with St Andrew's to develop a joint workforce plan so that, where appropriate, the Trust can offer employment to as many of the existing staff at the new site as possible, subject to their suitability. The opportunity to do this is a real benefit and not only recognises the importance of securing local job opportunities for staff, it also helps mitigate any risks the Trust might have had in staffing the additional beds at the new site.
23. We understand that formal public consultation will not be required as we are obliged to take action to be CQC compliant and it is not possible to maintain the status quo and leave services as they are at the Millbrook site, and nor it is possible to adapt that site to meet requirements and make necessary quality improvements.
24. However, the Trust is fully committed to involving patient and carer representatives in the co-design of how we adapt the new site and how we address any concerns they might have. We will develop a clear engagement plan and will share this with the Committee for assurance. Due to the timescale for taking vacant possession of the site and for the scoping and completion of any necessary works, we do have time to put in place authentic and realistic plans for co-production.
25. A summary of the key milestones is set out below:

Milestone	Timeframe	Interdependencies
Agreement of contract between the Trust and St Andrew's Healthcare	May 2020	
Development of engagement plan	April - May 2020	Await contract agreement – but able to develop plan in advance of this and start to deploy from Spring 2020
Transfer of existing patient cohorts by St Andrew's	April 2020 – October 2020	St Andrew's work with their patients, carers and commissioners to agree transfers and onward packages of care
Handover of vacant site to the Trust	October 2020	

Milestone	Timeframe	Interdependencies
Trust modifications to the site – to change from secure to acute setting	From October 2020	
Commence transfer of services from Millbrook Unit to the new site	From Spring 2021	Subject to scale and scope of works required.

Conclusion

26. The quality improvements achievable through this acquisition are significant. The transfer of AMH inpatient services and the co-location of other relevant AMH teams will provide a fantastic opportunity to really make a difference to the quality of care we provide to patients in the Mid Notts area and the everyday experience of our staff. The site being purchased is in close proximity to the Millbrook site and in a suitable location for the Mid Notts population.
27. The Trust must take this action in order to be compliant with CQC and other quality standards.
28. We know that high quality environments will directly enhance our ability to provide care that is safe, effective and that respects services users' privacy and dignity.
29. This purchase and development of the Mansfield site signals a significant commitment by the Trust to invest in quality improvements.
30. The Health Scrutiny Committee is asked to:
 - NOTE this briefing; and
 - ADVISE the Trust whether it requires any further information, and how the Committee wishes to be updated on this development as it progresses.

Appendix 1

Current Inpatient Bed Capacity and Configuration at Millbrook Unit

Millbrook Mental Health Unit is a 78 bedded inpatient facility owned by the Trust, located within the Sherwood Forest Hospitals NHS Foundation Trust site at Kings Mill Hospital, Sutton-in-Ashfield. It was constructed in 1985 and comprises four wards. These serve the populations of Newark & Sherwood and Mansfield & Ashfield and provide inpatient services for both male and female AMH and functional and organic MHSOP services.

The services are currently configured at Millbrook Unit as summarised below in Table 1:

Ward	No of beds	Comments
AMH		
Orchid	25	Male ward. Located on the first floor 23 beds in five dormitories - three dormitories with five beds and two with four beds. 2 beds are in side rooms Each dormitory has a bathroom that is shared between the patients cared for in the dormitory.
Lucy Wade	16	Female ward. Single room, ensuite accommodation. This ward was recently refurbished, including a conversion of 5 beds from a former female Psychiatric Intensive Care unit (PICU) into acute beds.
Section 136 suite	2	Located on the first floor, off main corridor Significant issues re suitability and robustness of the accommodation No ensuite
Total AMH beds	43	
MHSOP		
Amber Ward	15	Provides care for organic illness (dementia) Mixed sex ward. Three dormitories all with a capacity of five beds Each dormitory has a bathroom that is shared between the patients cared for in the dormitory.
Kingsley Ward	20	Provides care for functional illness. Mixed sex ward. Four dormitories of five beds each. Each dormitory has a bathroom that is shared between the patients cared for in the dormitory.
Total MHSOP beds	35	
Total beds at Millbrook	78	

Table 1: Current Capacity and Configuration of Inpatient Beds at Millbrook Unit