

**North Yorkshire County Council
Scrutiny of Health Committee
15 December 2017**

Overview of mental health service reconfiguration

Purpose of Report

This report provides committee members with a summary of some of the key aspects of the changes to mental health services in the county that have happened over the past 12 months, are planned for the next 12 to 18 months and which are being considered.

It also suggests a way by which the committee could assess these changes.

This summary document is intended to be read with those agenda items that relate to mental health.

Mental health in-patient beds at the Friarage Hospital in Northallerton

Hambleton Richmondshire and Whitby CCG went out to consultation over the period 26 June 2017 to 15 September 2017 on the following proposals:

Option 1 – Do nothing and maintain the current inpatient provision at the Friarage Hospital and the current level of community mental health services.

Option 2 - Enhanced community and crisis services with inpatient care provided at the nearest neighbouring hospital in either Darlington or Middlesbrough. Older patients with very severe organic mental health problems will go to Bishop Auckland General Hospital which is the nearest specialist hospital for these patients.

Option 3 - Enhanced community and crisis service with inpatient care at a single site at either Darlington or Middlesbrough. Older patients with very severe organic mental health problems will go to Bishop Auckland General Hospital which is the nearest specialist hospital for these patients.

During the consultation, a total of 866 people were engaged with at 35 public events.

The CCG Governing Body decided on 26 October 2017 to adopt Option 2.

Part of the changes that have been proposed and agreed by the CCG Governing Body will see the development of a resource centre for mental health services on the Friarage site.

Senior representatives from Hambleton Richmondshire and Whitby CCG and Tees, Esk and Wear Valleys NHS Foundation Trust have attended the North Yorkshire Scrutiny of Health Committee at four consecutive meetings, as below:

- 27 January 2017 to outline the case for change and consultation and engagement processes

- 7 April 2017 to outline the pre-consultation engagement to date, early thinking and timeline
- 23 June 2017 to seek approval for the consultation to proceed
- 22 September 2017 to provide early feedback on the themes in the consultation.

The CCG and TEWV will also be attending the committee on 15 December 2017 to provide further information on:

- the programme of repair and refurbishment works that will be undertaken at the Roseberry Park site in Middlesbrough and how long they are expected to take
- a detailed plan of how the transition between in-patient services and community services will be managed.

The committee will also be seeking further assurances about travel times and support for carers, and the long term sustainability of the other proposed sites for in-patient care.

The Scrutiny of Health Committee has been assured by that no changes will be made to the mental health in-patient beds at the Friarage until such time as the planned repair and refurbishment works at Roseberry Park are at a stage where people can be transferred there. This assurance was repeated by Colin Martin at the Hambleton Richmondshire and Whitby CCG Governing Body meeting on 26 October 2017.

The duration of the programme of repair and refurbishment works that will be undertaken at the Roseberry Park site in Middlesbrough is not yet known but may take 12 to 18 months.

A number of concerns were raised at the Scrutiny of Health Committee meeting on 22 September 2017, including: travel times for carers and loved ones; when repair works would be completed at the Roseberry Park site in Middlesbrough; how the closure of the in-patient would be managed; how quickly community based crisis care could be developed; and what the long term sustainability of the identified alternative sites is.

The papers for the Scrutiny of Health Committee meeting on 22 September 2017, including the draft minutes, are available on the North Yorkshire County Council website via the following link:

<http://democracy.northyorks.gov.uk/committees.aspx?commid=23>

Details of the engagement and consultation process are available on the CCG website via the following link:

<https://www.hambletonrichmondshireandwhitbyccg.nhs.uk/transforming-mental-health-services>

Public engagement on mental health services in Harrogate and the surrounding area

The Harrogate and Rural District CCG recently completed a period of initial engagement with the public on looking at options for the future development of adult and older people's mental health services for Harrogate and rural district. This engagement was triggered by the pause in the build of a new mental health in-patient mental health unit at Cardale Park in Harrogate. The engagement posed the question 'how do we spend the money that we have in the best possible way to improve outcomes?'

The proposal for a new in-patient facility at Cardale Park, where land is owned and planning permissions are in place, was developed as a result of the need to replace the inpatient accommodation at the Briary Wing in Harrogate. The Briary Wing is made up of 2 mixed sex wards: one for adults with 18 beds; and one for elderly people with 16 beds. The facility is not considered as being fit for the future and needs to be re-provided.

The decision to pause the build of the new in-patient facility at Cardale Park was taken as a result of a number of factors:

- A new stand-alone build would likely cost more than currently available and there is no additional funding
- Clinical best practice encourages the CCG and TEWV to look at different models of care delivery to improve outcomes for individuals with mental health needs
- The long term viability of small stand-alone mental health units is in question in terms of the ability to attract staff and meet the needs of a more complex patient group, many of whom will be detained under the Mental Health Act and who can present with challenging behaviour.

Amanda Bloor of HRD CCG and Adele Coulthard of TEWV attended the Mid Cycle Briefing of the Scrutiny of Health Committee on 3 November 2017 and provided an overview of the timetable for engagement and consultation. The outcome of the first round of engagement is expected in November 2017. This will then inform a further and more targeted round of public and stakeholder engagement ahead of formal consultation on any changes to services in the spring or summer of 2018.

Amanda Bloor and Adele Coulthard gave an assurance that the Briary Wing will remain open on the Harrogate site until late 2019 at the earliest, subject to ongoing review from an environmental, staff and user/carer perspective, as well as clinical need.

Details of the engagement process are available on the CCG website via the following link:

<http://www.harrogateandruraldistrictccg.nhs.uk/index/news/?post=developing-a-vision-for-mental-health-services-in-harrogate-and-rural-district>

Development of a new in-patient facility at Haxby Road, York

Representatives from the Vale of York CCG and the Tees, Esk and Wear Valleys NHS Foundation Trust have attended the following meetings of the Scrutiny of Health Committee to provide updates on the development of a new mental health in-patient facility in York to replace Bootham Park:

- 18 November 2016 Scrutiny of Health Committee – outlining the challenges faced by TEWV when it took on services for the Vale of York from 1 October 2015, including the need to replace Bootham Park and the public engagement and consultation process.
- 3 March 2017 Mid Cycle Briefing – to provide the initial results of the formal consultation on proposals for a new in-patient facility and next steps (the consultation ran for 16 weeks from 23 September 2016 to 16 January 2017).

Regular updates have been provided by Martin Dale at TEWV to the Chair of the committee. A follow up is planned at the Mid Cycle Briefing on 27 April 2018.

The Haxby Road site, in York, has been chosen for the new hospital following public engagement and consultation. It is anticipated that the site will be purchased and final planning permissions agreed at the end of December 2017.

The development remains on track and it is anticipated that the build will be completed in late autumn 2019, with service delivery from December 2019.

The hospital will have 72 beds for adults with two single sex wards and two older people's wards. One of the older people's wards will be for people with dementia and one for people with mental health conditions, such as severe depression.

The number of beds was increased from 60 to 72 in response to concerns highlighted as part of the public consultation about the need to plan for increases in future demand.

TEWV hope to be able include space on-site for research and development in mental health conditions and the development of innovative treatments and interventions.

The papers for the Scrutiny of Health Committee meeting on 18 November 2016, are available on the North Yorkshire County Council website via the following link:

<http://democracy.northyorks.gov.uk/committees.aspx?commid=23&meetid=3370>

Section 136 of the Mental Health Act 1983 – place of safety

Under s.136 of the Mental Health Act 1983, the Police have the power to take people to a place of safety who have a mental illness, who are in a public place and who are assessed as being in need of care. A place of safety can be a hospital or a police station.

In York and North Yorkshire there are currently four single-bed Health-Based Places of Safety (HBPoS) for people detained by police under s.136 Mental Health

Act. One of those HBPOS is at the Friarage Hospital. This will be decommissioned once inpatient services for mental health are closed there.

North Yorkshire Police and TEWV are currently in discussion to work through how the need for s.136 facilities can be met in the longer term.

Comment

It is widely acknowledged that there has been a legacy of under-investment in mental health services in the county and in particular community-based provision. Whilst investment has increased in recent years and the CCGs and TEWV have done more to improve the delivery of mental health services in the county, further investment in community services is needed to bring North Yorkshire up to the level of neighbouring local authorities.

An increase in community based early intervention, prevention and crisis services will help reduce the need for in-patient units in the long term. In North Yorkshire there appears to be a comparatively high level of use of in-patient admissions, which may be reflective of the lack of community based crisis care and limited ongoing community care. The challenge will be how the short term transition from in-patient admissions to community based services is managed.

The existing in-patient mental health provision at the Briary Wing at Harrogate District Hospital and wards 14 and 15 at the Friarage Hospital in Northallerton is not suitable. Services are provided in mixed sex wards where people with functional mental health problems (such as severe depression) are cared for alongside people with organic mental health problems (such as dementia).

It is recognised that in-patient mental health services, are becoming increasingly specialised and that the delivery of mental health intensive care at centralised locations is inevitable. There is a need, however, to ensure that there is ready access to these in-patient services at a number of sites serving the county.

Conclusion

The changes in mental health services that are being proposed are being brought to the committee on a CCG by CCG basis over time. The changes relate to different areas, like York and Selby or Hambleton and Richmondshire or Harrogate and the surrounding area. This makes it difficult to understand and assess the cumulative impact of the changes. This is compounded by the complexity of the proposals and evidence base and the interdependencies between different services.

A way of promoting our shared understanding of the changes to mental health services and their impact could be to establish a baseline or blueprint of what they would look like if we were starting from scratch, based upon best practice, local demography and geography, and levels of need.

Recommendation

The recommendation is that a piece of work is done with NYCC Public Health to establish what level of investment, services and care would be expected for the people of North Yorkshire, when the geography, demography and level of need is

taken into account. This can then be compared to the services that are being developed by the Clinical Commissioning Groups, the Tees, Esk and Wear Valleys NHS Foundation Trust and the Bradford District Care NHS Foundation Trust.

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4 December 2017