

CONSULTATION DOCUMENT

Improving the Provision and Quality of Place of Safety Suites

1. What is this Consultation Document about?

Avon and Wiltshire Mental Health Partnership NHS Trust (AWP) is proposing to change the way it delivers mental health services to those people who are taken to the Trust's Place of Safety under a section 136 of the Mental Health Act 2007.

The change in service that is proposed relates to Wiltshire and Swindon.

This paper sets out:

- The reasons for making the service change
 - All options that have been considered
- The benefits associated with the proposed service changes to people who may be taken to a place of safety.

2. What is a Consultation?

Consultation in the NHS is a process of dialogue in which the objective is to influence formal decisions made by the NHS. Through consultation people who use NHS services are invited to give their views on proposed changes to those services.

The NHS has a legal duty to involve and consult with patients, the public and local organisations when developing and considering proposals for substantial variations in the provision of services. This legal duty is found in the NHS Act 2006, which was amended in the Health and Social Care Act 2012.

The outcome of public consultation is an important factor in health service decision making which will be fully taken into account. It is, however, one of a number of important factors. Others include clinical, financial and practical considerations. The results of public consultation do not represent a vote on or a veto over, any form of change.

3. Why should you read this Consultation Document?

AWP is committed to involving service users, carers, families, voluntary and community groups and other stakeholders in making changes to provide the best service possible services to children (under 18s) and adults, who may have reason to be taken to a Place of Safety.

We want to hear from all members of the community and propose to consult on the proposed changes and involve stakeholders in how we implement changes to the provision of places of safety, so that they are focussed on the experiences and needs of service users.

Consultation is intended to help us and our partners secure services of the highest quality possible that meet the needs of local patients and represent the best value for money.

Please take the time to read this consultation document and let us know what you think. Your views are important in helping us to make decisions about how we deliver our services.

4. What is a Place of Safety?

One of the sections of the Mental Health Act (Section 136) allows for someone believed by the police to have a mental disorder, and who may cause harm to themselves or another, to be detained in a public place and taken to a safe place where a mental health assessment can be carried out. The purpose of the assessment is to determine if the person is in need of any care and treatment.

In some circumstances, hospital staff authorised within the Mental Health Act can also detain a person and remove them to a place of safety.

5. Who is involved in a Mental Health Act assessment?

Approved Mental Health Professionals (AMHP's) are responsible for organising, co-ordinating and contributing to Mental Health Act assessments. The AMHP's role includes arranging for the assessment of the person concerned by two medical practitioners who must be independent of each other and at least one of whom should be a specialist in mental health – known as a Section 12 approved doctor. Preferably one of the medical assessors should have previous acquaintance with the person being assessed.

What is our Current Provision in Wiltshire and Swindon?

AWP currently provides place of safety suites located within the Fountain Way and Green Lane sites within Wiltshire, and at Sandalwood Court in Swindon, as follows:

- Green Lane Hospital, Devizes (1 bed)
- Sandalwood Court, Swindon (1 bed)
- Fountain Way Hospital, Salisbury (1 suite-bed)

Places of safety at Southmead Hospital in Bristol are available for people in the west side of the geographic area covered by AWP.

6. What is the Case for Change?

A review carried out by the Trust's clinical and operational executive team found that the physical environment of the Trust's places of safety were not of the quality we want to provide and require refurbishment.

The issues with the current provision of suites is that:

- Some are in unsuitable premises for the detention and assessment of highly distressed people, including young children who are brought into our care.
- They are difficult for staff to work effectively in and do not have consistent staff available to support people waiting for assessment.
- There are often problems with locating qualified health professionals (AMHPs and Section 12 approved doctors) in a timely way.
- There have been incidents where delays have occurred and the suites have become full. This has led to service users being detained in police custody suites, or A&E units which are not the best place for service users to be detained, especially for children and young people.
- The Trust needs to improve its infrastructure of suites to support the police effectively in balancing their duty to protect the safety and welfare of the community.
- Our service users and carers tell us that when they do not receive the most appropriate care, it can cause very distressing experiences for them which can be long lasting.

It is important to recognise that some of these problems are not unique to the Trust as many other areas of the country experience similar problems. The most up to date national data on Section 136 detentions show that in 2013/14 there were more than 23,000 such cases. Many of those detained were held in police cells, which are not suitable for those in distressed circumstances and can in some situations exacerbate the distress felt by individuals and lead to serious consequences (Mental Health Act Commission, 2007).

AWP is committed to providing person centred places of safety that provide a safe environment, and are staffed by highly trained mental health professionals. Good quality suites will provide a safe environment, and an increase in the number of suites will also minimise delays to assessment. This will help health professionals to make suitable arrangements for any care and treatment required by a service user. This can include being discharged home with the right support or finding a suitable mental health bed for further assessment and or treatment.

7. Who will be affected by this change?

These changes affect children (under 18 years old) and adult service users who may be detained under Section 136 or Section 135 of the Mental Health Act. They also affect service users' carers and families.

The service changes proposed by AWP will also have implications for the following organisations and the way they work:

- Police
- Ambulance trust
- Clinical Commissioning Groups
- Local Authorities
- NHS trusts
- Voluntary and community groups providing support and advice on mental health
- AWP staff

8. What were the options for change?

A number of options were considered including:

Option 1 Upgrading the existing suites currently available in Fountain Way and Green Lane sites within Wiltshire, and at Sandalwood Court in Swindon; no change in location of suites.

Option 2. Close Fountain Way and Green Lane sites in Wiltshire and upgrade the suite at Sandalwood Court in Swindon.

Option 3. Close Sandalwood Court in Swindon and upgrade Fountain Way and Green Lane sites in Wiltshire.

Option 4 Close Fountain Way site within Wiltshire and at Sandalwood Court in Swindon and relocate the places of safety to Green Lane with 4 suites rather than the 3 suites currently available.

After careful options appraisal:

Options 1-3 were not considered feasible because:

- There is insufficient space at sites to expand the number of suites other than at Green Lane Hospital
- The cost of building
- Increased demand for qualified and specialist staff to serve suites
- Analysis of admission activity across the three suites showed that Green Lane has had the highest rate of admissions of the three units during 2016/17 (year to date).

Option 4 was deemed the best option for the following reasons:

- Green Lane building infrastructure – there is space to expand the size of the suite to 4 beds.
- Admission activity supports this being the optimal site for development
- Reducing the Place of safety units from 3 to 1 will reduce the overall staffing requirements and be attractive to staff wanting to work in a specialist environment.

9. What are we consulting on?

After careful consideration, the Trust is only consulting on one option - Option 4.

Option 4 will provide a 4 bedded unit staffed by a dedicated multi-disciplinary team. The Devizes campus has sufficient estate to expand the provision of a place of safety suite and is easily accessible by road.

We know that people will be concerned about the increased travelling time that service users will experience travelling from Swindon and Wiltshire to Devizes. Green Lane is located in Devizes is easily accessible via road and is 27 miles from Fountain Way and 27 miles from Sandalwood Court. The respective journey times via ambulance are approximately 45 minutes and 45 minutes, dependent on traffic.

We ask people to consider the extra travelling time against the benefits as described below.

10. Pre-Consultation Feedback

The Trust has been working with local organisation on pre-consultation, with a range of stakeholders to gauge their comments and feedback about the proposed changes.

During a productive meeting held on the 29th July 2016, the following stakeholders all supported the proposed option of the East Place of Safety at Green Lane Hospital in Devizes:

- Oxford Health Foundation NHS Trust (Children and Adolescent Mental Health Service provider for BANES, Swindon and Wiltshire)
- Wiltshire Clinical Commissioning Group
- Wiltshire County Council
- Wiltshire Police
- Wiltshire Local Delivery Unit
- Avon and Wiltshire Partnership NHS Trust including Swindon LDU and Specialised LDU (Learning Disability)

Concerns were raised during the meeting by Swindon Clinical Commissioning Group and Swindon Borough Council.

11. What are the benefits of the change?

The key benefits of the proposed change can be summarised as:

- Increased capacity (beds)
- Access to the right professionals
- Improved accessibility to other specialist staff and health services
- Supporting recruitment and retention
- Supporting cross-agency working
- Efficiency and cost benefits
- Clinical effectiveness

A description of these benefits is as follows:

Increased capacity (beds)

The place of safety suite at Green Lane can be expanded to include 4 suites supporting the Government led changes that adults should no longer be detained under Section 136 in police custody, except under exceptional circumstances.

The Unit would provide increased capacity across the east of the Trust.

Access to the right professionals

The provision of high quality suites at Green Lane hospital will be supported by a specialist nursing team who will establish a safe, caring environment for detainees and who will work effectively in a multi-disciplinary way with the other key professionals such as the AMHPs and the Section 12 approved doctors.

Access to other specialist staff and health services

The Green Lane hospital site operates 24 hours a day and 7 days a week and has access to a wide range of specialist staff. They will continue to work collaboratively with all parts of the Wiltshire and Swindon area.

Supporting recruitment and retention

We believe this proposal will help us in our recruitment and retention strategies by providing the right environment and skill mix of staff, supporting the delivery of high quality services.

Supporting cross-agency working

The consolidation of the suites will enable work closely with different agencies across geographical boundaries throughout the east of the Trust. We will be able to share best practice and initiatives including positive risk taking and Multi Agency care planning with involvement from Wiltshire Police, both AMPH Services, and Intensive Teams across the areas of Wiltshire and Swindon.

Efficiency and cost benefits

Option 4 makes the best use of the estate at an affordable cost.

It also offers staff efficiencies, making it easier to deploy staff to work at the unit, reducing costs and providing service continuity. This ensures we spend money for our services wisely.

The co-location of suites onto one site will reduce the Trust environmental footprint by rationalising its estate and providing sustainable services that can be delivered. This would also be a significant development within the B&NES, Swindon and Wiltshire Sustainability and Transformation Plan.

Clinical Benefits

As well as sustaining safety improvements for detainees and staff, it will offer staff peer group support to develop and maintain best practice such that they can become a centre of excellence.

We also plan to establish a clinical network to ensure learning and sharing of best practice across AWP's Place of Safety suites.

12. How you can have your say

Following on from the pre-consultation, we want to engage more widely and consult local communities about the proposed service changes. Specifically we want to hear from local service users, carers and their families, local community and voluntary groups as well as other stakeholders.

Our website has a page dedicated to this consultation which includes:

- consultation document
- consultation feedback form

Our consultation is running for 6 weeks from Monday 20/3/2017 to Sunday 30/4/2017. We want to hear your views and comments about the proposed changes.

You can make your views known by:

- By email: awp.placesofsafetyfeedback@nhs.net
- By completing the feedback form available on the Trust's website.
- By telephone: Chippenham: 01249 468 261 or
Freephone: 0800 073 1778
- By writing to:
Places of Safety Feedback
Avon and Wiltshire Partnership Mental Health NHS Trust
Jenner House
Langley Park Estate
Chippenham
Wiltshire
SN15 1GG
- By attending any of the three consultation events. These will be held in Swindon, Salisbury and Devizes. Further details of the consultation events will be announced on the Trust's website.