

Adults Well Being and Health Overview and Scrutiny Committee

29th October 2009



Mental Health Services in North Easington - consultations

Report of Lorraine O'Donnell, Assistant Chief Executive

1. Purpose of the Report

The purpose of the report is to inform Members of the committee of the commencement of consultations in relation to the provision of mental health services that have implications for residents in the north east of County Durham. This report also sets out a suggested approach for engagement of this committee in relation to each of these consultations which although separate have clear links.

2. Background and content of the consultations

NHS County Durham commissions services for residents of County Durham. Mental health services are generally commissioned from Tees, Esk and Wear Valleys NHS Foundation Trust (TEWV) however for north Durham residents it has commissioned services from Northumberland, Tyne and Wear NHS Trust (NTW). In order simplify provision and to improve the quality, consistency and governance of services a number of mental health services have, over recent years, been transferred from NTW provision to provision by TEWV. All services have now transferred, except adult and older people in-patient and day services provided from the Cherry Knowle Hospital site in Ryhope by NTW. The NHS County Durham consultation is about the best way to provide inpatient beds for the people of North Easington in future and it is proposing to transfer provision to TEWV.

The NHS South of Tyne and Wear consultation is about options for the future provision of in-patient facilities provided in Sunderland and South Tyneside including from the replacement for the Cherry Knowle Hospital which is to be on the neighbouring Ryhope Hospital site. It is this aspect of this consultation in particular that the views of this committee are to be sought.

NHS County Durham consultation: commenced on Monday 19th October, ends on Sunday 24th January 2010 - a draft consultation document is attached - Appendix 1.

NHS South of Tyne and Wear consultation: commenced on 21 September and concludes on 31 December 2009. The 'Pride' consultation document is attached as Appendix 2.

3. **Suggested approach for engagement of this committee in relation to each of these consultations**

Consultation by NHS County Durham – it is suggested that volunteers are sought from this committee (Members, co-optees and other interested stakeholders) to participate in a Working Group to examine the evidence, consider the issues, hear the views of users and carers and produce a response to the consultation on behalf of this committee.

It is suggested that this Working Group meets:

- W/b 9th or w/b 16th November 2009
- W/b 7th or w/b 14th December 2009
- W/b 11th or w/b 18th January 2010

The draft response of the Working Group would be ratified at the February Adults, Well Being and Health committee meeting.

Consultation by NHS South of Tyne and Wear - It is suggested that this committee is represented by the Chair or Vice Chair or representatives in a scrutiny review to be led by Sunderland City Councils Health and Wellbeing Scrutiny Committee and that the views of this committee in relation to this consultation are fed in to the Sunderland City Council response as well as separately from this committee.

4. **Recommendations**

Members are asked to note the content of this report and agree to the proposed approach set out.

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**A PUBLIC CONSULTATION SEEKING YOUR
VIEWS ON**

**THE PROPOSED TRANSFER OF MENTAL
HEALTH SERVICES FOR ADULT
INPATIENT BEDS FOR ADULTS OF
WORKING AGE AND INPATIENT AND DAY
MENTAL HEALTH SERVICES FOR OLDER
PERSONS - NORTH EASINGTON**

**CONSULTATION BEGINNING MONDAY 19TH
OCTOBER 2009 AND ENDING SUNDAY 24TH
JANUARY 2010**

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SECTION ONE: ABOUT THIS CONSULTATION

The purpose of this consultation is to gather the views from as many local people, staff and organisations as possible on the proposed changes to inpatient beds for adults of working age and inpatient and day mental health services for older persons commissioned by NHS County Durham, for North Easington.

Increasingly the focus is on good quality, responsive services in the community; services that provide the help and support people need, when and where they need it. Alongside community services, we need to ensure that inpatient services are of high quality and fit for purpose, providing the most appropriate and effective care in the right setting. We recognise that community services and inpatient services need to be inexplicably linked.

This document sets out the proposal to transfer adult inpatient and older persons inpatient and day patient care from Northumberland, Tyne and Wear NHS Trust to Tees, Esk and Wear Valleys NHS Foundation Trust. This would mean that all mental health services in North Easington would be delivered by one provider organisation.

We hope you will take this this opportunity to tell us your views on our proposals.

Yasmin Chaudhry
Joint Chief Executive
NHS County Durham and NHS Darlington

SECTION TWO: BACKGROUND TO OUR PROPOSAL

Mental health services in Easington have for many years been fairly complex in terms of their form and function. To address this Tees, Esk and Wear Valleys NHS Foundation Trust and Northumberland, Tyne and Wear NHS Trust, in partnership with Easington Primary Care Trust, then more recently with County Durham Primary Care Trust and the Regional Commissioning Team, have been working towards redesigning and simplifying service provision.

Some time ago, it was proposed that a range of mental health services be transferred to one provider Trust. It was thought this would be the most effective way to deliver improvements in consistency, quality and governance of mental health services. Consequently, a number of mental health services have been transferred and are now delivered by Tees, Esk and Wear Valleys NHS Foundation Trust. These include services provided by the Community Mental Health Teams, Psychology and Consultant Psychiatry.

In terms of working age adult provision the only service still provided by Northumberland, Tyne and Wear NHS Trust is the inpatient acute beds located at Cherry Knowle Hospital.

There is now the need to undertake formal consultation about the best way to provide inpatient beds for the people in North Easington.

SECTION THREE: THE PROPOSAL FOR CHANGE

- **Adult**

NHS County Durham currently commission acute inpatient beds for adult mental health care for the population of North Easington from Northumberland, Tyne and Wear NHS Trust. This care is provided from Cherry Knowle Hospital in Sunderland. However, it is recognised that a majority of that population receive other health care from within County Durham or from the North Tees (Hartlepool and Stockton) areas. Working initially with Easington PCT, then more recently with NHS County Durham and the North East Regional Commissioning Team for mental health, Tees, Esk and Wear Valleys NHS Foundation Trust and Northumberland, Tyne and Wear NHS Trust have been working progressively towards a series of service transfers designed to simplify service provision and locate appropriate services with a single provider organisation. This direction of travel has reflected a collaborative approach being adopted between the commissioners and the provider organisations.

For individuals with acute mental health problems who require inpatient admission, the continuity of care between community teams and admissions ward is very important. The current position where these services are provided by different organisations, working to different policies, protocols and systems as is the case here, greatly compromises that principle.

At the same time NHS South of Tyne & Wear are intending to go to consultation on the reprovion of services currently provided on the Cherry Knowle site and these adult services have been included as a factor in their consultation documentation. It is understood that there will be a number of options presented by NHS South of Tyne & Wear and not of all of these will include the delivery of older persons services on the Ryhope site.

Options

1. Acute mental health inpatient beds for working age adults to be provided by Northumberland, Tyne and Wear NHS Trust, at Cherry Knowle Hospital. The remainder of services to be provided by to Tees, Esk and Wear Valleys NHS Foundation Trust.
2. Transfer the adult inpatient service provision to Tees, Esk and Wear Valleys NHS Foundation Trust. Patients who required an admission to an acute bed could have the option of admission to Lanchester Road Hospital, the new purpose built building from November 2009, or being admitted to Sandwell Park, Hartlepool; again a purpose built mental health in patient unit which opened in 2006. This would also ensure that the community of Easington has its services delivered by a single specialist mental health provider as opposed to two separate ones.

This option is not viewed as a straight forward 'like for like' transfer of the inpatient beds. It presents an opportunity to review the current arrangements and consider an alternative model for service delivery, based on local population needs.

Over the years there appears to have been a gradual decline in adult mental health bed usage. As bed usage is under the contracted level of activity, there is the potential to free-up some of this resource to increase the community infrastructure.

Our preferred option

We feel therefore that the best option is for inpatient beds to be transferred to Tees, Esk and Wear Valleys NHS Foundation Trust – **option 2**.

This will mean:-

- there would one provider for the whole of Easington for working age adults, providing community services, including crisis, respite provision and inpatient provision.
- all specialist adult mental health services will be provided within a single patient pathway.
- all services managed within a single governance framework.
- a single patient record for the totality of care, thus improving communication and reducing risk.
- care will be integrated and seamless operating in a single governance framework.
- consistency of medical cover.
- consistency of commissioning arrangements.

We acknowledge that this change will affect a number of people and we will need to monitor the impact of this service change. We also recognise that this would mean that some people will have further to travel and we will work to address transport problems.

We feel that option 1 would result in services potentially being delivered by 2 separate provider Trusts. The divided nature of the provision of inpatient care and community care has led to governance concerns due to the fractured service. Under the current arrangement the Community Mental Health Teams and Consultant Psychiatrists need to be familiar with two sets of organisational protocols. This system is seen as inefficient and a potential area for misunderstandings or confusion. Risks around supervision and management of the medical arrangements therefore need to be acknowledged.

Although the benefits of the current provision of in-patient beds at Cherry Knowle Hospital is the close proximity of the site to the service users and carers' homes, there is no guarantee with that this will continue in the long-term. NHS South of Tyne & Wear are presently consulting on the re-provision of the mental health beds provided by Northumberland, Tyne and Wear NHS Trust.

- **Older Persons**

NHS County Durham currently commission acute inpatient beds for older people's mental health care for the population of North Easington from Northumberland, Tyne and Wear NHS Trust. This care is provided from Cherry Knowle Hospital in Sunderland. However, it is recognised that a majority of that population receive other health care from within County Durham or from the

North Tees (Hartlepool and Stockton) areas. Risks and issues described from adult services are replicated with the fragmented care for older people.

As with working age adults, older people predominantly receive community mental health care from the Easington Older People's Community Mental Health Team, provided by Tees, Esk and Wear Valleys NHS Foundation Trust. Inpatient care is provided from Cherry Knowle Hospital, where around 7 beds are commissioned for the North Easington older adults population. Day services are also provided from within Northumberland, Tyne and Wear NHS Trust. Staff grade medical provision for the community team (and support to the in-patient ward) is provided by Tees, Esk and Wear Valleys NHS Foundation Trust, whereas the consultant input continues to be provided by Northumberland, Tyne and Wear NHS Trust. Using the same considerations as for working age adults, the fragmentation of care, issues with inconsistent and incomplete clinical records and risks in the patient pathway also apply. Tees, Esk and Wear Valleys NHS Foundation Trust are keen to use the opportunity to review the model of service delivery. Given some of the improvements in other areas, investment in greater community resource as an alternative to additional beds would be considered the most clinically and cost effective way to provide services for this population.

Options

- 1 Older persons in patient and day services continue to be provided by Northumberland, Tyne and Wear NHS Trust with the location of these services determined by the outcome of the consultation around the reprovision of Cherry Knowle, which includes within it sites other than Cherry Knowle. Community services to continue to be provided by Tees, Esk and Wear Valleys NHS Foundation Trust.
- 2 Inpatient and day services for services for older peoples mental health currently commissioned for North Easington residents from Northumberland, Tyne and Wear NHS Trust are transferred to Tees, Esk and Wear Valleys NHS Foundation Trust.

Our preferred option

We feel that the best option is to transfer services to Tees, Esk and Wear Valleys NHS Foundation Trust -**option 2**

This will mean:-

- all specialist mental health services will be provided within a single patient pathway.
- day services and community services provided by a single provider and developed and modernised in line with other day and community services in the trust, thus ensuring equality of access and care.
- all services managed within a single governance framework.
- a single patient record for the totality of care, thus improving communication and reducing risk.
- a choice of location for inpatient admissions for residents, depending on their preference, need and bed availability. All admissions would be

to the existing bed capacity within purpose built, newly opened units in Durham (Bowes Lyon Unit), Hartlepool (Sandwell Park) or Bishop Auckland (Auckland Park Hospital).

- consistency of medical cover.
- consistency of commissioning arrangements.

We feel that option 1 would result in services potentially being delivered by 2 separate provider Trusts. The divided nature of the provision of in-patient care and community care has led to governance concerns due to the fractured service. Under the current arrangement the Community Mental Health Teams and Consultant Psychiatrists need to be familiar with two sets of organisational protocols. This system is seen as inefficient and a potential area for misunderstandings or confusion. Risks around supervision and management of the medical arrangements therefore need to be acknowledged.

Although the benefits of the current provision of inpatient beds at Cherry Knowle Hospital is the close proximity of the site to the service users and carers homes, there is no guarantee with that this will continue in the long-term. NHS South of Tyne and Wear are presently consulting on the re-provision of the mental health beds provided by Northumberland, Tyne and Wear NHS Trust.

Staffing

Tees, Esk and Wear Valleys NHS Foundation Trust and Northumberland, Tyne and Wear NHS Trust will work collaboratively with NHS County Durham to discuss proposals with staff and staff side representatives and will meet with those directly affected to explore future roles and opportunities.

Involvement

We are committed to involving patients, their families and carers in making decisions about their future care and we will meet with them to discuss these proposals. We will also make sure that an independent advocacy service is available, if required.

We will work with representatives from Northumberland, Tyne and Wear NHS Trust to ensure that these proposals are also shared with current users of these services and their families.

SECTION FOUR: HOW TO GIVE YOUR VIEWS

The 14-week consultation period will run from Monday 19th October 2009 to Sunday 24th January 2010.

During this time we are holding a number of open meetings to give people the opportunity to find out more about this proposal and give their comments.

Monday 16th November 2009, 2pm-4pm, Brandlings Suite, Shotton Hall, Peterlee, SR8 2PH

Monday 16th November 2009, 5pm-7pm, Brandlings Suite, Shotton Hall, Peterlee, SR8 2PH

Monday 30th November 2009, 2pm-4pm, Durham Indoor Bowling Club, Abbey Road, Pity Me, Durham, DH1 5GE

Monday 30th November 2009, 5pm-7pm, Durham Indoor Bowling Club, Abbey Road, Pity Me, Durham, DH1 5GE

You can also comment on the proposal in writing no later than Sunday 24th January 2010 to:

**Grace Bennett
Lead Commissioner for Mental Health & Learning Disabilities (County Durham & Darlington)
North East Mental Health & Learning Disabilities Commissioning Unit
Hosted by NHS County Durham
Abbey Road Business Centre
Abbey Road
Pity Me
Durham
DH1 5JZ**

Alternatively you can complete the attached form and return to Grace Bennett at the address above or you can comment by email to lisa.lynch@nhs.net.

For additional copies of this leaflet, a copy on audio cassette, in larger print or translated into other languages or for other information please contact the Communications Department on 0191 3333386, or alternatively email cd-pctcommunications@nhs.net.

Please let us have any additional comments you would like to make on the options, our plans or this consultation document.



NHS South of Tyne and Wear
Northumberland, Tyne and Wear NHS Trust

A public consultation seeking your views on

PRIDE

**Providing Improved Mental Health and
Learning Disability Environments
in Sunderland and South Tyneside**

For many years the people of Sunderland have heard about plans to replace Cherry Knowle Hospital, Ryhope.

For a number of reasons these plans have not gone ahead. Since its creation in 2006, Northumberland, Tyne and Wear NHS Trust, which provides local mental health services, has worked closely with its healthcare commissioning partner, NHS South of Tyne and Wear, to see these plans through.

More recently, plans have also been considered to improve accommodation used for the care of older people with mental illness in South Tyneside.

Northumberland, Tyne and Wear NHS Trust is now working with NHS South of Tyne and Wear, to modernise and improve local services and the environments in which many services for local adults and older people are provided. Involving local people, service users, their carers, staff working in the services, and other organisations, by consulting them about our plans is an important part of this work.

The aim of this consultation is to seek your views about four options to provide new mental health in-patient facilities for Sunderland's adults and older people's mental health hospital services and older people's services of South Tyneside.

We hope you will take this opportunity to tell us where you think local services should be provided from in the future.



Dr. Gillian Fairfield
Chief Executive
Northumberland, Tyne and Wear
NHS Trust



Karen Straughair
Chief Executive
NHS South of Tyne and Wear
(incorporating Gateshead PCT,
South Tyneside PCT and Sunderland
Teaching PCT)



What services are involved?

The project involves mental health inpatient services for adults and older people living in Sunderland, and services for older people living in South Tyneside, currently based at:

- **Cherry Knowle Hospital**
- **Ryhope Hospital**
- **Monkwearmouth Hospital**
- **Palmer Community Hospital in Jarrow**
- **Ward 18 at South Tyneside General Hospital**

It also includes services currently provided at Monkwearmouth Hospital for people with learning disabilities and mental illness who require inpatient care.

The project does not include adult mental health services currently provided in the Bede Wing and The Leas at South Tyneside General Hospital.

Why change?

Most of the Trust's services in Sunderland and some in South Tyneside, are currently provided in either ageing buildings, or accommodation not designed to provide the modern mental health services that local people have a right to expect.

These current buildings are either too costly to bring up to the required national standards, or they do not offer the space needed to provide modern services.

The Trust no longer owns the Cherry Knowle Hospital site. It is now owned by the Homes and Communities Agency, which is working with Sunderland City Council to develop plans for new housing and a new road through the site as part of the proposed Ryhope – Doxford Park link road. The Trust has until summer 2013 to vacate the Cherry Knowle land and buildings.

What has happened so far?

The Trust, working with NHS South of Tyne and Wear, has set up a project team to lead the changes. It has talked to local organisations and individuals about proposals to build new inpatient facilities.

The team originally looked at 14 different options for new facilities. It appointed a team of designers experienced in planning modern mental health hospitals to help narrow the options down to a short list of four.

The Trust and NHS South of Tyne and Wear is now formally consulting local organisations and individuals to get their views about these four options at three possible sites. The sites are:

- **Ryhope Hospital** in south-east Sunderland, owned by the Trust
- **Monkwearmouth Hospital** in north Sunderland, owned by the Trust
- **Part of the South Tyneside General Hospital site** in South Shields, owned by South Tyneside Foundation NHS Trust.

The project team has looked at other sites that are not owned by the NHS, but believes that the cost of buying land and obtaining planning consent will make the project unaffordable.



The four options

Option 1

- **Ryhope:** Sunderland adult services.
- **Monkwearmouth:** All Sunderland older people's services and the South Tyneside organic illness services.
- **South Tyneside:** South Tyneside older people's functional illness services.

Option 2

- **Ryhope:** Sunderland adult services.
- **Monkwearmouth:** all Sunderland older people's services.
- **South Tyneside:** all South Tyneside older people's services.



Option 3

- **Ryhope:** Sunderland adult and older people's functional illness services.
- **Monkwearmouth:** Sunderland and South Tyneside older people's organic illness service.
- **South Tyneside:** South Tyneside older people's functional illness services.

Option 4

- **Ryhope:** All Sunderland adult and older people's services.
- **South Tyneside:** South Tyneside older people's services.

* **Functional illness** refers to a range of illnesses, such as depression, psychosis, anxiety states, that can happen at any age.

* **Organic illness** refers to dementia, such as Alzheimer's disease.

What will the new facilities look like?

The project team still has a lot of work to do before final designs for the new facilities are developed. The Trust and NHS South of Tyne and Wear will ask service users, carers, staff, local people and interested organisations for their views before final designs are complete.

As well as meeting national standards for modern mental health and learning disability facilities, the project team also has some clear aims for the design of the new facilities. They include providing:

- Single bedrooms, with en-suite facilities,
- Modern, welcoming and attractive environments for service users, carers and staff,
- Ample space for therapies and social activities that will help service users to recover.

The Trust has considerable experience of building new state-of-the-art facilities, including St. George's Park in Morpeth, Bamburgh Clinic at St. Nicholas Hospital in Newcastle, Walkergate Park in Newcastle, and Rose Lodge, a learning disability treatment unit in Hebburn.

The Trust and NHS South of Tyne and Wear are committed to ensuring that the people of Sunderland and South Tyneside benefit from similar high quality facilities.

St George's Park



Walkergate Park



Bamburgh Clinic



How many beds will the new facilities have?

NHS South of Tyne and Wear is currently working on a model of care for all mental health services in Sunderland, which will provide modern, safe, efficient and effective services as close to home as possible.

As the development of the model of care will have an impact on the plans for new facilities in Sunderland and South Tyneside it is too early to say exactly how many beds will be needed. However, there is broad agreement that this project is likely to involve around 180 beds.

When will the new facilities be open?

The Trust needs to move out of the Cherry Knowle Hospital buildings and land by summer 2013, so the project team is currently working towards starting any construction in early 2011 and finishing in Spring 2013.

Next steps

Between 21 September and the end of December, 2009, Northumberland Tyne and Wear NHS Trust and NHS South of Tyne and Wear will consult patients, carers, staff, local people, and interested organisations on the four site options.

At the end of the consultation a report detailing your comments will be published on the Trust and NHS South of Tyne and Wear websites – www.sotw.nhs.uk, www.ntw.nhs.uk

Copies will also be sent, on request, to everyone who contributed their views.

Data Protection: Any personal information provided as part of this consultation will be subject to the Data Protection Act.

How can you give your views?

You can:

1. Complete the attached form and send it to the FREEPOST address below – postage is free

FREEPOST RSEB-EKUY-ZEUX
NHS South of Tyne and Wear
Public Involvement Team
Pemberton
Colima Avenue
Sunderland, SR5 3XB

2. Fill in the online consultation form at www.sotw.nhs.uk
3. Email: prideconsultation@ntw.nhs.uk
4. Telephone 0191 541 0138 or 0191 541 0139
5. Attend one of the following public meetings:
 - 13 October, 1–3pm, Living Waters Church, St. Jude's Terrace, South Shields
 - 20 October, 5–7pm, Hetton Centre, Welfare Road, Hetton le Hole.
 - 4 November, 10.30am–12.30pm Washington Arts Centre, Biddick Lane, Fatfield, Washington
 - 12 November, 10.30am–12.30pm Bede's World, Church Bank, Jarrow
 - 19 November, 4–6pm Living Waters Church, St. Jude's Terrace, South Shields
 - 25 November, 10am–12pm, The Argent Business and Conference Centre, 24/26 Norfolk Street, Sunnyside, Sunderland
6. Invite us to attend a meeting with you or your organisation by calling 01670 501804
7. The closing date for all responses is 31 December 2009.

Which of the four options do you prefer?

Please indicate by ticking the relevant box

Option 1

- **Ryhope:** Sunderland adult services.
- **Monkwearmouth:** All Sunderland older people's services and the organic illness service for South Tyneside.
- **South Tyneside:** South Tyneside older people's functional illness services.

Option 2

- **Ryhope:** Sunderland adult services.
- **Monkwearmoutha:** All Sunderland older people's services.
- **South Tyneside:** All South Tyneside older people's services.

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- **South Tyneside:** South Tyneside older people's functional illness services.

Option 4

- **Ryhope:** All Sunderland adult and older people's services.
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- * **Organic illness** refers to dementia, such as Alzheimer's Disease.

Please let us have any additional comments you would like to make on the options, our plans, or this consultation document.



