

Adults and Health Select Committee

9 November 2017

Developing Mental Health inpatient Services in Surrey

Purpose of report: To provide an update to the Adults & Health Select Committee on the progress of plans to improve mental health hospital facilities.

Introduction:

1. In 2008/09 Surrey & Borders NHS Foundation Trust (SaBP) and its commissioners consulted publicly on re-providing mental health inpatient services on three sites. The outcome identified the three sites as Farnham Rd, Guildford; Abraham Cowley Unit, St Peter's Hospital, Chertsey and a site to be identified in Redhill in East Surrey. The first phase at Farnham Rd was completed at the end of 2015. Phase 2 (Chertsey) and Phase 3 (Redhill) have not commenced.
2. In 2015/16 SaBP established a group with representatives of people who use services and carers to review bed numbers that formed part of the public consultation in 2008/09, to consider whether they would still meet the needs of the population today and into the future. Health planning consultant, Mental Health Strategies, was commissioned to advise on the required bed numbers and the number of sites, taking into account recent developments within community services and the focus on recovery models and early intervention.
3. In 2016/17, a draft Strategic Outline Case was developed to consolidate phases 2 and 3 with detailed options appraisal including a shortlist of options for building a new facility. However, following discussions with commissioners, all of the shortlisted schemes were not considered to be financially viable. Since then, further design feasibility on alternative approaches has been considered based on a refreshed bed modelling study carried out in June 2017. The study demonstrated the need to respond to increased demand and demographic changes through additional beds beyond what is currently available and had been planned. This has resulted in a return to the three site option as it is more capable of delivering the quality and affordability required.
4. Do nothing is not an option as an improvement in the environment for people has to be achieved. The programme has therefore revisited options which would optimise the use of existing premises and sites through refurbishment and extension of existing buildings.

5. Quality and people's experience

- 5.1 **Farnham Road Hospital Guildford (Phase 1)** - A new building on our existing site has provided 60 beds consistent with modern care practices. A further ward in an older building on the same site has 20 beds but not of a modern standard.
- 5.2 **Abraham Cowley Unit, Chertsey** - Although the location, and general welfare facilities at Chertsey are both safe and convenient, ward layouts do not meet the privacy and dignity standards expected by the Care Quality Commission (CQC) as some beds are provided in dormitories, as opposed to single bedroom accommodation, and do not meet the single sex accommodation standards expected for mental health facilities that are the aspiration.
- 5.3 **The Meadows, Epsom** - Whilst this facility has single rooms, bathroom and toilet facilities are shared. The wards are small (eight beds) and whilst this does enable gender separation it is challenging from an efficiency point of view.
- 5.4 **Langley Green hospital, Crawley** - This facility is run by Sussex Partnership NHS Foundation Trust. It provides 13 beds (male and female) for people living in East Surrey. Sussex Partnership has indicated that, within the plan period they will require SaBP to vacate this ward and so it is proposed that the provision for East Surrey could be accommodated in the Phase three project.

6. Increasing demand and forecast bed requirements

- 6.1 SaBP's clinical strategy is underpinned by a philosophy of supporting people out of hospital and avoiding admission and nationally, Surrey has one of the lowest beds per population. However, SaBP routinely operates well in excess of 85% bed occupancy threshold considered optimum for running resilient inpatient services. This pressure manifests itself in delays and poor experiences for people (impacting on the wider system e.g. A&E and acute colleagues), an increasing need to fund additional beds in the private sector resulting in people being cared for out of area and consequent expenditure pressures.
- 6.2 SaBP renewed modelling for inpatient bed numbers with external consultants Mental Health Strategies to estimate the number of beds required to secure adequate provision for the population in the future. The outcome of this re-modelling is to estimate that the population needs 244 beds versus the 208 beds it currently operates. It should also be noted that:
 - the 36 additional beds will probably require additional revenue funding of circa £4 million per annum and will cost £27 million to build;
 - of the 208 beds SaBP currently operates, only 60 offering en-suite bedrooms and all remaining beds are provided in dormitories and/or with shared bathing facilities;
 - 148 beds need to be re-provided. The cost of re-provision will be circa £75 million assuming that they will be a mix of refurbishment and extension rather than new build;

- the capital costs of providing 244 beds will be circa £100 million of which SaBP will be able to source circa £35 million from disposal of existing operational assets. The depreciation, interest and PDC impact of this £100 million capital expenditure will be another circa £3 million per annum.

The Way Forward

7. At the SABP Trust Board on 13th September 2017 a proposal was considered and agreed to achieve maximum benefit delivered in the swiftest time using existing capital resources.
8. As a result the Trust is now progressing plans to proceed with refurbishment and extension of the Abraham Cowley Unit on the St Peter's site in Chertsey which will provide 84 beds and satisfy part of the plan supported by the earlier consultation. This will be carried out in close collaboration with Ashford and St Peter's NHS Foundation Trust to optimise alignment with their urgent care development plans with a view to enhancing interface working across physical and mental health. The investment in this refurbishment and extension will be in the region of £35m funded through land sales.
9. Alongside this work will also begin on managing risks around decanting services through transitional work and drawing up plans for an improvement programme which will involve the development of up to 80 beds on a site in the east of the county. The lowest cost option is to refurbish and extend existing inpatient facilities at 'The Meadows' at the West Park Hospital site in Epsom. Alternative options are the other sites in Epsom and Redhill, but these would involve a new build potentially the leasing or purchase of land.

Conclusions:

10. Both developments are required to meet the quality and quantity of current and forecast mental health needs of Surrey's population. Whilst utilising capital resources will support the refurbishment of the Abraham Cowley Unit in Chertsey, there will be a gap in financial investment in this work that health commissioners will be considering to provide the number of beds required to support the revenue consequences and additional capital to complete the provision of 80 beds in the east of the County. These plans need to be supported by the Sustainability and Transformation Partnerships (STPs) and have been referenced in the Surrey Heartlands Plans.

Recommendations:

It is recommended that the Adults and Health Select Committee

- i. notes progress and proposals to date to achieve improved hospital facilities for people who are mentally unwell.
- ii. Receives a further update on the development of mental health patient in services at its meeting on 7 November 2018

Next steps:

None

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Sources/background papers:

Your Future Your Say consultation 2008/09

Surrey and Borders Partnership NHS FT: Board Item 98.17 24/7 Report 13.09.17

Glossary of Terms:

CQC – Care Quality Commission

SaBP – Surrey and Borders Partnership NHS Foundation Trust