

Decision Maker: **Adult and Community Performance Development and Scutiny Committee - 26th July 2011**

Date: 26th July 2011

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **PROPOSED CHANGES TO OLDER PEOPLE'S MENTAL HEALTH IN-PATIENT SERVICES WITHIN OXLEAS NHS TRUST**

Contact Officer: Claire Lynn, Strategic Commissioner Mental Health and Substance Misuse
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Chief Officer: Terry Rich, Dircetor of Adult and Community Services

Ward: All wards

1. Reason for report

To provide an opportunity for members of the Policy Development and Scrutiny Committee to comment on proposals received from Oxleas NHS Trust on proposed changes to in patient services for older people with mental ill health in Bromley.

2. **RECOMMENDATION**

Members are invited to comment on the proposals.

Corporate Policy

1. Policy Status: Existing policy. supporting Bromley residents to meet their health and social care needs through access to local services
 2. BBB Priority: <please select>.
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Financial

1. Cost of proposal: No cost Commissioned and funded by Bromley PCT
 2. Ongoing costs: <please select>.
 3. Budget head/performance centre: N/A
 4. Total current budget for this head: £N/A
 5. Source of funding:
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Staff

1. Number of staff (current and additional): N/A staff employed by Oxleas NHS Trust
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: No statutory requirement or Government guidance.
 2. Call-in: Call-in is not applicable.
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Currently 44 in-patient beds are provided for Bromley residents as part of the older peoples' mental health service
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? <please select>
2. Summary of Ward Councillors comments:

3. COMMENTARY

- 3.1 In-patient services for older people with Dementia and organic mental health problems are currently provided by the Oxleas NHS Trust at Green Parks House in Scadbury (Older Adults) and Cator (Dementia) wards.
- 3.2 Oxleas NHS Trust also provides similar services to the residents of Greenwich and Bexley from sites at Queen Mary's – Sidcup and Queen Elizabeth – Woolwich. The Trust are proposing to reconfigure these services in the light of changing usage of in-patient beds which will result in the closure of Cator ward.
- 3.3 Over the past few years, the use of inpatient beds for older people with mental ill health has reduced considerably as more people are cared for in their own homes, supported by an increased level of resource in community older people mental health services and through social care services. This has meant that older people inpatient wards frequently have empty beds – with an average occupancy rate of around 70%. There are currently four wards at Green Parks House providing a total of 93 beds. These are divided into three wards (49 beds) for those of working age (one of which is a triage ward) and two for older people (44 beds). The older people's wards are divided into one ward for functional illness (depression, anxiety, psychosis etc) and the other for those problems associated with organic illness such as dementia. Two years ago there were regular occupancy levels at Green Parks House of over 130% against a government target of 92% and a recommended 87% by the Royal College of Psychiatrists.
- 3.4 Commissioners supported Oxleas NHS Trust in introducing a number of developments to reduce this pressure including establishing an Early Intervention Team, a Crisis and Home Treatment Team and a day treatment service. Greater emphasis was placed on reducing delayed discharges and maintaining throughput from in-patient wards, which is managed in part through the Demand Management Panel. More recently the Trust also introduced a triage ward which appears to have had a significant impact on reducing demand for in-patient services. The result has been a reduction in occupancy levels to between 92% to 100% for adults and a steady reduction in occupancy levels to below 65% over a six month period for older people's beds.
- 3.5 Oxleas NHS have considered this under occupancy on a trust wide basis to improve the quality of care and to make more effective use of resources. They are proposing to reorganise services to create a centre of excellence in the care of people with dementia at the Woodlands Unit and two further specialist wards for older people with other mental health problems at Green Parks House, Princess Royal University Hospital, Bromley and at Oxleas House, Queen Elizabeth Hospital, Greenwich. In this process, the overall number of beds will be reduced to meet the lower level of demand. Oxleas Trust report that this pattern in under-occupancy for older people's beds is replicated across Bromley, Bexley and Greenwich. The Trust also suggested that a reduction in beds would enable it to meet the national efficiency savings in 2011/2012. Funding is rarely released through the partial closure of wards because of the economics of staffing a ward. However, funding can be released for reinvestment through the closure of a full ward. This would not be possible within one borough but could be achieved if an Oxleas wide approach is taken.
- 3.6 The proposals submitted by Oxleas to the Council and the PCT are attached at Appendix One.

4. POLICY IMPLICATIONS

The report is presented to this committee as part of their role in scrutinising health services.

5. FINANCIAL IMPLICATIONS

The proposals will realise some savings to Oxleas NHS Trust. Oxleas are discussing with the PCTs and local authorities in Bromley, Bexley and Greenwich how these resources will be used to meet local priorities for services to people with dementia.

6. PERSONNEL IMPLICATIONS

There are no personnel implications for the Council as all staff are employed by Oxleas NHS Trust

Non-Applicable Sections:	Legal
Background Documents: (Access via Contact Officer)	[Title of document and date]

OXLEAS NHS FOUNDATION TRUST

Title:	Proposed changes to older people's mental health inpatient services: briefing
From:	Helen Smith, Deputy Chief Executive, Oxleas NHS Foundation Trust Estelle Frost, Service Director, Older Person's services, Oxleas NHS Foundation Trust

1. Introduction

The trust is developing proposals to reconfigure older people's mental health inpatient services in Bexley, Bromley and Greenwich. Current inpatient provision is as follows:

	Dementia beds	Other MH beds
Bexley: Woodlands Unit	Camden ward: 14	Leyton ward: 17
Bromley: Green Parks House	Cator ward: 22	Scadbury ward: 22
Greenwich: Oxleas House	Shepherdleas ward: 19	

Over the past few years, the use of acute older adult inpatient beds has reduced considerably as more people are cared for in their own homes, supported by an increased level of resource in our community older people mental health services. This has meant that our older people inpatient wards frequently have empty beds – we calculate that the average occupancy rate is now only around 70% and on any day, we have the equivalent of a ward of empty beds across the trust. Table 1 below details bed occupancy borough by borough for each of the last 12 months

TABLE 1: Acute older adult inpatient use: average ward occupancy (excluding leave) levels for each borough April 2010 – March 2011

	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Bex	80%	72%	77%	79%	63%	62%	61%	82%	76%	84%	70%	54%
Bro	93%	92%	92%	96%	86%	78%	74%	72%	64%	63%	57%	64%
Gre	68%	71%	58%	73%	85%	89%	79%	67%	79%	77%	58%	70%

Table 2 below details Bromley's Occupied Bed Days for the last year for this client group.

TABLE 2: Bromley PCT acute older adult Occupied Bed Days (excluding leave), April 2010 – March 2011

Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
1180	1198	1111	1116	983	947	914	854	784	774	683	838

The community provision of older adult services in Bromley is detailed below.

Community provision of older adult services

	Average caseload	Average no. referrals/ month
CMHT East	280	9
CMHT West	286	15
Bridgeways Day Hospital	45	9
Bridgeways community assessment & therapy team	95	93
Older adults OT service	50	10
Memory Clinic	1060	63

2. Quality Improvements

The reduced occupancy gives us an opportunity both to improve the quality of care we offer and to make more effective use of resources. We are proposing to reorganise our services to create a centre of excellence in the care of people with dementia at the Woodlands Unit, QMS, and two further specialist wards for older people with other mental health problems at Green Parks House, PRUH, Bromley and at Oxleas House, QEH, Greenwich. In this process, the overall number of beds will be reduced to meet the lower level of demand.

The changes will mean that some patients and carers have to travel further to receive inpatient care; however, there will be the following benefits:

- Inpatient services will be more specialised and deliver better outcomes and patient satisfaction;
- Men and women will be cared for in separate accommodation to ensure safety, privacy and dignity;
- The staff skill mix will be enhanced to ensure full multi disciplinary input;
- We will improve the provision of therapeutic groups and activities on the wards
- A new post will take responsibility for ensuring a smooth pathway for patients from admission through to discharge.
- Elimination of double bedrooms, all patients will have a private bedroom, many with ensuite facilities.

3. Service changes

It is proposed to:

- Close Cator ward in Bromley, leading to a reduction of 22 beds
- Reconfigure the two wards in the Woodlands (31 beds) into specialist dementia wards
- Refurbish Leyton ward (Woodlands) to ensure full female/male separation
- Reconfigure the remaining two wards across Oxleas House and GPH (41 beds in total) into functional mental health beds
- Identify a small number of beds in GPH for triage; patients will be admitted for assessment to determine which ward is most appropriate
- Capital investment in the wards where necessary to ensure a high quality environment

4. Mitigating the impact of increased travel

There were 66 admissions of Bromley residents to Cator ward last year (2010/11); in the future, these patients would have to travel to the QMS site for inpatient care.

There are a number of bus routes to QMS and there is a bus terminus on the site. There is also on-site parking.

We have reconfigured our volunteer service in the trust and placed it within the older adults directorate in anticipation of these changes, and will look to extend our volunteer driver service.

SLHT have already moved to a model of service delivery based over 3 sites and many Oxleas patients will be used to using Queen Mary's and Queen Elizabeth hospitals to receive treatment for physical health conditions.

5. Impact on staff

We have begun the process of talking to staff about the changes and will be launching a formal staff consultation process in due course. We are hopeful that all affected staff will be found suitable roles within the trust, as we know their skills and experience will assist the development of the new model.

6. Involvement of patients, carers and other stakeholders

We will be working with patients and their families, our governors and partner organisations to ensure that this development takes place smoothly and that the changes deliver inpatient services in the way patients want.

We are setting up a stakeholder reference group open to any partner organisation, to provide regular feedback and to incorporate a wide range of views in our planning. The first meeting of the steering group is Friday 17 June 2011, at 10.00am (venue tbc).