



**Your opportunity to tell us about your  
experiences of Mental Health services for older  
people in Swansea and Neath Port Talbot**

**And**

**Engagement document on proposed closure of  
some beds at Tonna Hospital for older people  
with mental health problems**

**Public Engagement – 2<sup>nd</sup> March to 24<sup>th</sup> April 2020**

## **Who are we, and what do we do?**

Swansea Bay University Health Board runs your local NHS services in Neath Port Talbot and Swansea areas, specialist services for South West Wales and some very specialist services for people from further away. We plan and provide services provided by family doctors (GPs), dentists, chemists and opticians as well as providing community services such as district nurses, therapists, school nursing and health visiting.

We have three main hospitals – Morriston, Singleton and Neath Port Talbot, as well as a community hospital in Gorseinon. We also provide a full range of learning disability services for an even greater population.

We provide inpatient and community mental health services, in partnership with the Social Services Departments of Neath Port Talbot County Borough Council and Swansea Council and the voluntary sector. Older People's Mental Health inpatient beds are provided in Ysbryd Y Coed on the Cefn Coed Hospital site for the Swansea area and both Neath Port Talbot Hospital and Tonna Hospital for the Neath Port Talbot area.

We also help you stay fit and healthy by providing information and support about healthy lifestyles.

About 390,000 people live in Swansea Bay and we employ approximately 12,500 staff and spend around £1billion every year on providing health services for our population.

In all of this we work closely with patients, their families and carers, the ambulance service, local authorities, universities and the voluntary sector.

## **What is this engagement about and who should read it?**

We want to hear about your experiences of our older people's mental health services across Neath Port Talbot and Swansea. The Health Board, Local Authorities and voluntary sector are developing a longer term plan for all our services for older people with mental health problems and we want to take into account your experiences to develop this plan.

We are also proposing the permanent closure of 14 older peoples' mental health beds at Tonna Hospital, and this engagement document is seeking your views on that proposal. After these 14 beds have been closed there will still be 20 beds left open at Tonna Hospital, including 4 respite beds.

In the last few years we have invested a lot of money in developing more services in local communities, so more people can receive care in their own home and stay at home longer. This means that we have a lot of empty beds at Tonna Hospital, so we believe we can continue to provide the same level of service with less beds. While we engage on permanently closing these 14 beds, we have temporarily closed them because we are having problems staffing the existing two suites, and are having to rely on agency staff. The remaining 20 beds at Tonna Hospital, including 4 respite beds, will stay open. Once the engagement is complete the Health Board and Community Health Council will review all the responses to the engagement and then the Health Board will make a decision on whether the beds should stay permanently closed or whether they should reopen.

## **Why our NHS needs to change**

Our Older Peoples' Mental Health Services have been changing and developing for a number of years to provide more community based services and support for people to stay at home for as long as possible as well as establishing services which support care homes to be able to care for people more appropriately and for longer. Our focus has been, and continues to be, ensuring people are cared for at home or as close to their home as possible with the right people supporting them to do this. Investment of £1.5million into these services over the past 2 years has already enabled us to reduce our inpatient beds and establish a better balance between inpatient and community services. This means that we have 14 beds in Tonna Hospital that we don't currently use. However, the 34 beds we currently have and the 20 patients on average in them are spread over two suites, which require significantly more staffing than would be required for caring for the 20 patients in one suite. The proposed reduction of these beds at Tonna Hospital as outlined in this document has been made possible because of introduction of the new community services and the lower use of our inpatient beds as a result.

## **Is it just about saving money?**

No it's not. It's about making sure we provide the highest quality services possible in the most appropriate place and with the best staff. However we do need to make sure we are living within our means and using all our resources – money, staff and buildings, as efficiently and effectively as possible. Swansea Bay University Health Board has a budget of about £1billion every year. However we are currently

overspending this budget and so we have to make sure we're using all of this public money wisely and to best effect.

We have significant numbers of nursing vacancies across the Health Board and specifically in our Mental Health and Learning Disabilities services. Currently there are about 60 full time registered nurse posts and 27 non-registered nurse posts vacant. Our workforce has a lot of staff aged over 50 and because many of them can retire at 55 this also affects the number of vacancies we have. In addition, in mental health services there are higher sickness rates, compared to other services, partly due to the intense nature of the work and partly to a higher instance of assaults on our staff, which contributes to absences with stress, anxiety or depression. We have staff wellbeing services for mental health to look after our staff in the long run but we still rely heavily on the use of agency and bank staff to fill gaps in staffing. We know that using temporary staff, however well qualified or experienced they are, can sometimes reduce the quality of care and patient experience. This is because temporary staff may be unfamiliar with the environments and may not have the personalised knowledge of patients' individual needs that comes with consistency of staffing. Any staff affected by our proposed changes will be provided with the available options for redeployment into existing vacancies or utilised across other areas with their individual needs addressed as far as possible. There is no risk to the employment of any of our staff.

## **So what services are we planning to change?**

We have been working hard to develop new ways of providing care for people, aimed at preventing problems before they occur, intervening

sooner when things do go wrong, and ensuring people don't have to be admitted to hospital unless there is no other way of providing appropriate care for their needs.

Because of this and the importance of us using our money and staff as effectively as possible, we have been developing new services and ways of ensuring that we use our hospital beds, in particular, as fully and appropriately as possible.

Outlined below is a proposal to permanently close 14 beds at Tonna Hospital. We want your views on this proposal and anything you think we should take account of when considering yours' and others views on this proposal prior to making a decision on whether to implement this proposed change or not.

We are also working with our Local Authority partners, voluntary sector services, service users, carers and their families to develop a Strategic Framework for Older People's Mental Health services which will describe the current and future pattern of services for the Swansea Bay area. We want to hear your experiences of our current services, good and bad, as well as your ideas for how they can be improved. Details about this are included below. This Strategic Framework is likely to cover areas such as, but not only,

- Improved access to respite care to meet a range of different needs for the Swansea Bay region;
- Consistent access to day hospital services across the Swansea Bay area;
- Providing older peoples' mental health beds on a regional basis rather than separately for each Local Authority area.

This Strategic Framework will be available in the Summer of 2020 but will then also be widely consulted upon.

## **Mental Health services for older people in Swansea and Neath Port Talbot areas**

Swansea Bay University Health Board provides a range of services to support older peoples' mental health in partnership with our Local Authorities and the voluntary sector. These not only include dementia care but also other mental health conditions which affect older people such as depression, psychosis and anxiety. We have been developing a range of services which provide more early, community based services so keeping people in their own homes for as long as possible, and reducing their need for hospital admission and enabling people to return home or to other community based settings when their need for hospital care ends. We will continue to develop these and other such community based support services.

To achieve this we are increasingly focussing our inpatient services on assessment and treatment for people experiencing severe mental distress and who display challenging behaviour because of their illness, alongside developing community services with each Local Authority and the voluntary sector across Swansea Bay. The investment we have made in these community services has reduced demand for older people's mental health beds and so gives us further opportunity to reduce the number of wards we need, and improve staffing levels for the remaining wards.

The Health Board's older peoples' mental health beds are used to admit the most vulnerable, high risk and acutely unwell patients, usually for relatively short periods to overcome an acute episode or adjust the level

of support required at home. There are occasions where the needs of a person are so complex that they cannot be met through community based support (including in care homes) and in these cases extended assessment may be required at Tonna Hospital. The criteria for receiving care at Tonna Hospital has not changed and is based on the continuing health care criteria of the nature, intensity, complexity and unpredictability of needs. The community teams for older people with mental health problems try all options to treat a patient at home in their familiar environment before admission into a bed is considered.

Demographic changes and improvements in life expectancy mean that there is an expected increase in the overall number of people with dementia. In 2015, approximately 6,979 people in the ABMU area had a diagnosis of dementia. By 2030, this is predicted to rise by 48% to 10,295. (Figures not available for Swansea Bay as it only came into existence in April 2019). However in spite of these increases in demand the services we have developed to support people at home, in care homes and in the community, mean that demand for admissions to our inpatient Older Peoples' Mental Health beds is still decreasing, making the proposed closure of these beds possible.

We have already started making changes to the pattern of services we offer our patients – a reduction in 38 beds across the then ABMU area was agreed in 2017 alongside investment of £1.5million into community based services to support older people with mental health problems and their carers and families in the community. This has started to better balance the future demands for services to meet our populations' needs by reducing the amount of care delivered in hospital and increasing community services.



Comparison across the UK demonstrates that there is currently a higher than average number of older people's mental health beds in Swansea Bay than other areas. This is outlined in the table below:

<b>Area</b>	<b>Beds per 100,000 over 65 year olds</b>
United Kingdom	48
Wales	84
Swansea now (60 beds)	125
Neath Port Talbot now (54 beds)	182
Swansea Bay now (114 beds)	147

(Over 65 population at end September 2018 – NPT 29,530 and Swansea 48,049 – from Welsh Government Statistics for Wales).

Swansea Bay after the proposed closure of 14 beds at Tonna Hospital (100 beds) will have 129 beds per 100,000 over 65 year olds which will still be higher than the Welsh or UK averages.

We also have above average hospital admissions when compared with the UK with 182 admissions per 100,000 of over 65 year olds, compared to the UK average of 170. However we clearly have more than enough beds to cope with this level of admissions, even with the reduction in beds proposed.

The Welsh Government's Delivery Unit's report into older people's mental health services in Abertawe Bro Morgannwg University Health Board (Swansea Bay's predecessor organisation covering Neath Port Talbot, Swansea and Bridgend areas) also showed that the balance between hospital and community based care needs to change in favour of more community based care.

**Overall we believe this shows us that we have too much money and staff resources tied up in hospital beds and we need to move more staff to support patients in community settings and in their own homes, including providing more support to their families and carers.**

The number of patients being admitted into our beds has, and is, continuing to reduce across all our sites. The average occupancy of older peoples' mental health beds in Tonna Hospital since April 2018 has been 72%, with the average occupancy across all 114 older people's mental health beds in Swansea Bay at 76%. This means that on average there have been 27 empty older peoples' mental health beds across Swansea Bay since April 2018 with 15 in Tonna Hospital. However we also know that the use of beds is still reducing.

In 2017 we invested an additional £1.5 million to develop more community based services which can support people staying at home for longer and helping them get home more quickly. This money has been used to develop services aimed at:

- Improving quicker access to memory assessment services so that people can receive an earlier diagnosis of dementia, which can help them adapt earlier to living with dementia
- Providing support for people with physical and mental health problems closer to home so that hospital admissions are avoided
- Providing services in care homes for people with complex needs to anticipate problems and so avoid hospital admissions
- Providing Community Mental Health Teams for older people with complex ongoing issues living in the community

- Using beds to provide acute care and meeting the needs of people with complex conditions and challenging behaviours

The £1.5 million investment has enabled more psychology, physiotherapy and occupational therapy services to provide support to people in the community to better manage behaviour problems, promote physical exercise, improve balance and mobility and develop activities of daily living which can reduce reliance on medicines. We have also developed a team who provide input into care homes across each Local Authority area. Over 50% of care home residents have some form of dementia symptoms which increase the risk of hospital admission. Providing support and specialist input into care homes helps improve staff's understanding of their residents' needs and in turn improves the service provided to them and reduces hospital admissions where earlier intervention could prevent this.

## **Proposed closure of beds at Tonna Hospital for older people with mental health problems**

Across Swansea Bay University Health Board area there are currently a total of 114 older people's mental health beds, distributed as outlined in the table below. We are proposing to close Suite 4 at Tonna Hospital permanently, meaning that we will close 14 out of the total 114 beds currently provided.

<b>Locality</b>	<b>Total Beds</b>	<b>Total</b>	<b>Proposed Future Beds</b>	<b>Total</b>
<b>NPT</b>	34 – Tonna	54	20 – Tonna	40

<b>Locality</b>	<b>Total Beds</b>	<b>Total</b>	<b>Proposed Future Beds</b>	<b>Total</b>
	20 – Neath Port Talbot Hospital		20 – Neath Port Talbot Hospital	
<b>Swansea</b>	60 – Ysbryd y Coed, Cefn Coed Hospital	60	60 – Ysbryd y Coed, Cefn Coed Hospital	60
<b>Total</b>		<b>114</b>		<b>100</b>

Occupancy of all our older people's mental health wards has decreased over the past 2 years, as outlined above, in part due to the investment of the additional £1.5million. We are also struggling to maintain safe staffing levels in some areas and having to resort to agency staff to do so, which reduces the consistency and continuity of care.

Currently there are 3.08 whole time equivalent qualified nurse staff vacancies on the wards at Tonna Hospital, which we are having to fill with agency staff. This is proving expensive and doesn't provide best continuity and quality of care, particularly as on average over the past 2 years Tonna has had 15 vacant beds, and these numbers are increasing. Therefore we have closed the 14 beds in Suite 4 of Tonna Hospital temporarily from mid-February 2020 while we undertake the engagement with the public, staff and stakeholders outlined in this document prior to the Health Board making a decision on whether the closure of these beds should be made permanent or not. Any feedback from patients, relatives and staff about the impact of this temporary closure will be collected and included in the feedback from this engagement to the Health Board so that they can consider this as part of

their decision making on whether Suite 4 at Tonna Hospital should be permanently closed or not.

This document outlines the Health Board's proposal to permanently close the 14 beds on Suite 4 at Tonna Hospital so that we can concentrate our nursing and therapy staff onto the remaining suite / ward of 20 beds. This will make better use of scarce resources and allow us to use public money to best effect. We believe that because of the investment in community services we have already made and the reduction in demand for admissions, we can reduce beds at Tonna Hospital without negatively affecting our ability to provide services for our patients when they need it.

### **What services at Tonna Hospital will not be affected by these proposed changes?**

Swansea Bay University Health Board remains committed to Tonna Hospital and continuing to provide a range of services and facilities there for patients. Tonna Hospital provides services in addition to older peoples' mental health inpatient beds. These services and facilities are outlined below and **will not change**:

- 20 inpatient beds including 4 respite beds for older people with complex mental health problems
- Tonna Day Hospital
- Access to medical staff
- Access to physiotherapy
- Access to Speech and Language Therapy

- Access to Occupational Therapy – this will actually improve with provision of 2 dedicated OT technicians and a part-time qualified OT
- Patient Activity Room
- Day Room
- Sensory Room
- Faith Room
- Sensory Garden
- Base for and clinic facilities for Community Mental Health Teams
- Swansea Bay wide Integrated Autism Service

In addition the Welsh Government Minister for Health and Social Services has recently announced that he is providing £1.5million capital monies to enable an interim Mother and Baby Unit for women with mental health problems to be developed in one of the already vacant Suites at Tonna Hospital. This will provide a service for the whole of South Wales so that mothers experiencing mental health problems do not have to travel outside Wales to receive the care they need. The service will be in place by April 2021.

### **What are the benefits and drawbacks of these proposed changes?**

Detailed below are some of the benefits we believe will be delivered by these proposed changes:

- These proposals are part of a wider plan being developed to modernise the whole system of older people's mental health services with our Local Authority partners.

- Consistent nursing and medical staffing improves patient care.
- Increased availability of home based support to further reduce the need for inpatient care and to increase access to memory assessment services.
- Less wards across the Health Board increases our ability to staff the remaining ones and to ensure a safe service.
- Less wards also increases consistent levels of nursing and medical care and increases the availability of therapists to our patients.
- Closing beds allows us to invest in community services.
- Reduced use of bank and agency staff improves consistency and quality of care and reduces its cost.

The use of temporary staffing is costing more than we can afford and these proposed bed reductions will reduce this. Overall if we close the 14 beds at Tonna Hospital we will save £384,000. This will help to bring our finances back into balance as we are spending more money than we have. In effect we have been double running our new community services and beds to ensure that the anticipated increase in care nearer peoples' homes is delivered and demand on beds reduced as a result. We now believe that there is sufficient spare capacity in our older peoples' mental health beds to close the 14 beds at Tonna Hospital.

The Health Board will continue to use mental health transformation monies allocated from Welsh Government to further support the development of community services for Older People with mental health problems.

We have discussed these proposed changes with the Community Health Council and relatives of older people with mental health problems currently receiving care in Tonna Hospital's beds. They have raised a

number of concerns about these proposed changes, which are outlined below along with the actions taken to address these concerns:

<b>Issue Raised</b>	<b>Action Taken to Address</b>
Mixing men and women in one Suite at Tonna Hospital, raising concerns over privacy and dignity	Suite 2 has been redesigned so that men and women can be cared for on the one ward but with the ability to segregate different areas by gender.
How will the security of patients on a mixed ward be addressed and individuals risk assessed?	Each suite at Tonna Hospital currently has daily occupational therapy provision. Providing all beds in one Suite will allow the concentration of this input to provide a wider range of individual and group activities both on and off the ward. All patients in Tonna Hospital beds have an individual multi-disciplinary risk assessment that informs how care is delivered and reduces patient risk.
Need for a bath on Suite 2	One of the bathrooms on Suite 2 has been refurbished and a bath incorporated.
By combining male and female patients onto Suite 2, and dividing	The new ward has a male and female side with a lockable door in



Issue Raised	Action Taken to Address
the ward into two halves, will reduce the space and lose the “walkabout” loop	between. A risk assessment will be undertaken at the start of every shift to assess whether the door needs to be locked or can remain open. The working assumption will be, as in line with Health Board policy, that the dividing door should be open unless there is a risk to patients or staff which means it should be locked. This means that there will be occasions when the walkabout loop is not available but these will be kept to a minimum.
Lack of private / quiet space on Suite 2	There is a day room which will be available plus a dedicated relative’s room off the ward and all patients will continue to have their own bedrooms as now.
The change to Suites at Tonna Hospital will be detrimental for patients’ physical and mental health	We understand that change can be difficult for patients, and particularly those with dementia. However the suites at Tonna are mirror images of each other and therefore the relationships of rooms to each other and their

Issue Raised	Action Taken to Address
	<p>location will be familiar. The majority of staff from Suite 4 will transfer to Suite 2 so there will also be familiar faces for patients. The new nurse staffing establishment for Suite 2 has been reviewed and has been increased. Access to medical staff, physiotherapy and speech and language therapy will not change</p>

In addition a number of disadvantages of these proposed changes could be seen to be:

- Changes to inpatient care requires redeployment of some staff which could negatively affect their wellbeing
- Changes could be interpreted as a reduction in services rather than rebalancing care between inpatient and community services
- There is a potential risk that reductions in beds could overburden care homes and domiciliary care services which are already fragile across Swansea Bay.

However when the previous closure of beds took place a Joint Evaluation Group was set up between the Health Board and Local Authorities to monitor the impact of these bed closures and review data about the impacts, which found that:

- Admissions remained constant

- Discharges remained constant
- Funded placements remained constant
- Occupancy levels reduced

To ensure that this further reduction in beds does not cause any unexpected pressures across the health and social care system this Joint Evaluation Group will be reformed on a multi-agency basis to monitor any effects

## **What will happen to staff affected by these proposed changes?**

Engagement with the staff and Trade Unions involved has taken place in order to implement the temporary closure of Suite 4. In the main staff are being redeployed within the Mental Health Delivery Unit of the Health Board, many into Suite 4 at Tonna Hospital. This will be managed in accordance with the agreed Organisational Change Policy and there is no risk to the employment of any member of staff affected.

## **Your experiences of Mental Health services for older people in Swansea and Neath Port Talbot areas**

Whilst this document outlines a specific proposed change in our services by closing 14 beds at Tonna Hospital, we also want to know about your experiences of services for older people with mental health problems in the Swansea Bay area so that we can make sure we take account of these when developing our Strategic Framework for Older People's Mental Health Services.

We want to know what your experiences have been – good and bad, and what you think we should do differently in providing services for older people with mental health problems in the future and their carers and families, particularly how we can support you to stay in your own home.

Below you will find details of the variety of ways you can contact us and get involved in this engagement. We have produced a response form so that it is easier for you to respond to this engagement. We would appreciate you filling this in and sending / emailing it to the contact points listed below.

## **What do you think of these proposed changes?**

In partnership with the Swansea Bay Community Health Council, the NHS Watchdog for our area, we will be discussing these proposals with our patients, their carers, the public, politicians and partner organisations to get their views on our proposals to reduce the beds for change and to get your suggestions on how we can improve our services.

Between 2<sup>nd</sup> March and 24<sup>th</sup> April 2020 we are engaging on these proposed changes.

We have agreed the range and scope of engagement with the Swansea Bay Community Health Council and are using events being run by partner organisations to talk to people about the proposed reduction in beds at Tonna Hospital and to get as many people as possible to tell us about their experiences of our older peoples' mental health services and their ideas for how we can improve these.

The outcome of the engagement will be considered by the CHC and Health Board in May 2020. Based on this, decisions will be made about whether the proposed closure of beds at Tonna Hospital can be implemented or whether further public consultation is required. Any other ideas put forward by the public and our partners will be incorporated into the Strategic Framework for Older People's Mental Health Services which we are developing with our partners.

You can let us know what you think by:

**Writing to us:** Chief Executive  
Swansea Bay UHB  
One Talbot Gateway  
Baglan, SA12 7BR

Emailing us: [SBU.engagement@wales.nhs.uk](mailto:SBU.engagement@wales.nhs.uk)

Phoning us and leaving us a message: (01639) 683355

Contacting us on Facebook: Swansea Bay NHS

Twitter: @SwanseabayNHS

We have produced a response form so that it is easier for you to respond to this engagement. We would appreciate you filling this in and sending / emailing it to the contact points listed above.

Alternative versions of this document, in Welsh, large print (English and Welsh), audiobook (English and Welsh), British Sign Language video, Easy Read and Braille are available at <https://sbuhb.nhs.wales/about-us/public-engagement-consultation/> and you can request these by ringing 01639 683355 or by emailing the above address.

We will be attending a range of community events to talk to people about these changes and get their views. A list of these events can be found on our website, we will also be publicising these via social media.

Alternatively you let the Community Health Council know your views by:

Writing to them: Swansea Bay Community Health Council  
Cimla Hospital  
Cimla  
Neath  
SA11 3SU

Or emailing them: [swanseabay@waleschc.org.uk](mailto:swanseabay@waleschc.org.uk)