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Bwrdd Iechyd Prifysgol
Bae Abertawe
Swansea Bay University
Health Board



Meeting Date	27 February 2020	Agenda Item	3.1
Report Title	Engagement on Experience of Older People's Mental Health Services in Swansea and Neath Port Talbot and Proposed Permanent Closure of 14 Beds at Tonna Hospital		
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Report Sponsor	Siân Harrop-Griffiths, Director of Strategy		
Presented by	Siân Harrop-Griffiths, Director of Strategy		
Freedom of Information	Open		
Purpose of the Report	<p>This report outlines how the Health Board is asking for people's experiences of older people's mental health services so that these views can be taken account of in developing the multi-agency strategic framework for these services.</p> <p>It also outlines the engagement proposed on the permanent closure of 14 older people mental health beds at Tonna Hospital. This will then leave 20 beds open including 4 respite beds at Tonna Hospital.</p>		
Key Issues	<p>Swansea Bay UHB is working with its partner Local Authorities, the voluntary sector, carers and patients to develop a multi-agency strategic framework for older people's mental health services. It is well documented that within the Swansea Bay area there is an imbalance in these services with too much resource being utilised in inpatient beds and not enough in community services. Moving more resources into community services has been happening over the past few years with an investment of £1.5million to enhance these services which enabled the closure of some older people's mental health beds in 2018. However this imbalance is still evident and this has combined with the difficulties of continuing to staff 6 wards in three locations when occupancy levels have decreased. As a result it is proposed that the Health Board should formally engage on a proposal to permanently close 14 beds (Suite 4) at Tonna Hospital, so that public monies are used wisely and services are sustainable and safe. Whilst this engagement is ongoing, because of the staffing</p>		

	difficulties being experienced, the Community Health Council have agreed to the temporary closure of Suite 4.			
Specific Action Required <i>(please choose one only)</i>	Information	Discussion	Assurance	Approval
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Recommendations	<p>Members are asked to:</p> <ul style="list-style-type: none"> • Note that suite 4 at Tonna Hospital has been temporarily closed from 18th February with the agreement of the CHC • Support formal engagement on the permanent closure of these beds should commence • Comment on and agree the draft engagement document on the permanent closure of suite 4 at Tonna Hospital • Comment on and support the draft equality impact assessment on this change • Note the engagement plan and timeline developed and agreed with the CHC 			

**ENGAGEMENT ON EXPERIENCE OF OLDER PEOPLE'S MENTAL HEALTH
SERVICES IN SWANSEA AND NEATH PORT TALBOT
AND
PROPOSED PERMANENT CLOSURE OF 14 BEDS AT TONNA HOSPITAL**

1. INTRODUCTION

This report outlines that the Health Board is asking for people's experiences of older people's mental health services so that these views can be taken account of in developing the multi-agency strategic framework for these services. It also outlines the engagement suggested on the proposed permanent closure of 14 older people mental health beds at Tonna Hospital.

2. BACKGROUND

The then ABMU Health Board engaged on changes to older people's mental health services in 2017 as part of a package of changes aimed at investing more in community services, so allowing the number of older people's mental health beds to be reduced. 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 few years has already enabled us to reduce our inpatient beds and establish a better balance between inpatient and community services.

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.

Comparison across the UK indicates 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:

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

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.

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%, and 76% across all 114 older peoples' mental health beds across Swansea Bay. This means that on average there have been 27 empty older peoples' mental health beds across Swansea Bay since April 2018, 15 of which are in Tonna Hospital. However we also know that the use of these beds is still reducing.

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 vacancies. Our workforce has a lot of staff aged over 50 and because many of these 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.

Therefore it is proposed that the Health Board formally engage on closing 14 beds at Tonna Hospital to help improve staffing across older people's mental health services and reduce the reliance on agency staffing, which will improve the quality and continuity of care and reduce costs. The draft engagement document is attached as **Appendix A**. Because of the staffing difficulties being experienced currently it has been agreed with the Community Health Council that these beds should be shut temporarily while the engagement is underway.

A draft Stage 1 Equality Impact Assessment on the proposed closure of 14 older peoples' mental health beds at Tonna Hospital has been undertaken to assist the Health Board in discharging its Public Sector Equality Duty under the Equality Act 2010. An overview of the Stage 1 Equality Impact Assessment has been attached to this report in summary form only as **Appendix B**. The Stage 1 EIA has assessed that the proposed closure of 14 older peoples' mental health beds at Tonna Hospital will affect individuals with assessed needs in relation to Mental Health. However, it

is anticipated that the proposal will not have an overall adverse impact on people with Mental Health as the same levels of service will continue to be provided to the same numbers of patients, albeit utilising less beds. Further to this all patients will undertake assessments to identify their assessed needs. Once identified, patients will receive an appropriate service to meet these assessed needs.

At this point in the Stage 1 EIA process feedback from patients, wider stakeholders, carers and staff has not been captured/evidenced fully. The anticipated impacts on the protected characteristic groups will be updated in full once that feedback has been collected via the proposed engagement process. This Stage 1 EIA will remain in draft form throughout the engagement period and will be updated accordingly as further evidence is gathered.'

Work is underway between the Health Board, Local Authorities, the voluntary sector and service users and carers on the development of a Strategic Framework for Older People's Mental Health services and so it is further proposed that the engagement on the permanent closure of the beds at Tonna Hospital is also used to get the views of people who have experience of these services on what works well and what needs improving so that this can be incorporated into this strategic framework. The Framework will be available in the Summer of 2020 but will then also be widely consulted upon.

It has been agreed with the CHC that the engagement will run for an 8 week period from 2nd March to 24th April 2020 and an engagement plan and associated timeline has been agreed and is attached at Appendix C. Based on this 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. Feedback will be given to those who have asked to be involved in future planning of service changes.

3. GOVERNANCE AND RISK ISSUES

As with all engagements on service changes, and bed closures in particular, there are a number of risks for the Health Board:

- That the public believes this is about saving money not improving services;
- That the public does not believe that a reduction in beds makes sense when pressures on the NHS are intense, even though the pressures are not directly impacting on older peoples' mental health services;
- That there could be a judicial review challenge to the process;
- That there are concerns from staff both within the services and within acute hospitals over the impact of reducing the beds;

4. FINANCIAL IMPLICATIONS

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 which will be used to reduce our use of agency staffing while still delivering the same levels of service in fewer beds. This will help

to bring our finances back into balance as we are spending more money than we have. 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.

5. RECOMMENDATION

Members are asked to:

- **NOTE** THAT SUITE 4 AT TONNA HOSPITAL HAS BEEN TEMPORARILY CLOSED FROM 18TH FEBRUARY WITH THE AGREEMENT OF THE CHC
- **SUPPORT** FORMAL ENGAGEMENT ON THE PERMANENT CLOSURE OF THESE BEDS SHOULD COMMENCE
- **COMMENT ON AND AGREE** THE DRAFT ENGAGEMENT DOCUMENT ON THE PERMANENT CLOSURE OF SUITE 4 AT TONNA HOSPITAL
- **COMMENT ON AND SUPPORT** THE DRAFT EQUALITY IMPACT ASSESSMENT ON THIS CHANGE
- **NOTE** THE ENGAGEMENT PLAN AND TIMELINE DEVELOPED AND AGREED WITH THE CHC

Governance and Assurance		
Link to Enabling Objectives (please choose)	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input checked="" type="checkbox"/>
	Digitally Enabled Care	<input type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
(please choose)	Staying Healthy	<input type="checkbox"/>
	Safe Care	<input checked="" type="checkbox"/>
	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input checked="" type="checkbox"/>
	Timely Care	<input checked="" type="checkbox"/>
	Individual Care	<input type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
Quality, Safety and Patient Experience		
<p>Reducing the 14 beds at Tonna Hospital will enable substantive staff to fulfil the majority of the shifts there so improving the continuity and quality of care by reducing the reliance on agency staff. The concerns from families, through a number of meetings, have been listened to and addressed prior to the temporary closure of Suite 4 at Tonna Hospital.</p>		
Financial Implications		
<p>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 which will be used to reduce our use of agency staffing while still delivering the same levels of service in fewer beds. This will help to bring our finances back into balance as we are spending more money than we have. 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.</p>		
Legal Implications (including equality and diversity assessment)		
<p>A draft Stage 1 Equality Impact Assessment on the proposed closure of 14 older peoples' mental health beds at Tonna Hospital has been undertaken to assist the Health Board in discharging its Public Sector Equality Duty under the Equality Act 2010. At this point in the Stage 1 EIA process feedback from patients, wider stakeholders, carers and staff has not been captured/evidenced fully. The anticipated impacts on the protected characteristic groups will be updated in full once that feedback has been collected via the proposed engagement process. This Stage 1 EIA will remain in draft form throughout the engagement period and will be updated accordingly as further evidence is gathered.'</p> <p>There is a risk that a judicial review complaint could be pursued against the Health Board regarding this process, as is the case with any service change.</p>		

Staffing implications	
Engagement with the staff and 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.	
Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)	
The engagement will identify peoples' experiences of older people's mental health services and how these should be improved going forward, to be taken account of in the development of the Strategic Framework for older peoples' mental health services. This Framework will ensure that services are planned on the basis of the Well Being of Future Generations 5 ways of working.	
Report History	N/A
Appendices	Appendix 1 – Engagement document Appendix 2 – Equality Impact Assessment Appendix 3 – Engagement Timeline and Plan