

**JOINT HEALTH SCRUTINY COMMITTEE FOR
SEFTON AND ST. HELENS**

**SCRUTINY OF THE PROPOSED CHANGES
FOR FUTURE PROVISION OF
MEDIUM SECURE SERVICES
BY MERSEY CARE NHS TRUST**

FINAL REPORT JUNE 2015



St. Helens Council

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1. PURPOSE AND RECOMMENDATIONS OF THE JOINT HEALTH SCRUTINY COMMITTEE

A Joint Health Scrutiny Committee was established to consider proposals for the future provision of medium secure services provided by Mersey Care NHS Trust. The Committee was established in line with the “Protocol for Establishment of Joint Health Scrutiny in Cheshire and Merseyside”.

The Committee received evidence from a range of stakeholders over the course of three meetings, following key lines of enquiry. This report provides details of the scrutiny undertaken. Having received and considered the presented evidence the Committee agreed the resolution set out in Paragraph 2 below.

2. RESOLUTIONS SUPPORTED BY THE JOINT HEALTH COMMITTEE

The Committee unanimously supported the proposal for the future provision of medium secure services. The resolution of the Committee was as follows:-

“RESOLVED:

That the proposals for the future of medium secure services provided by Mersey Care NHS Trust be supported, namely for a new build for medium secure services at the Ashworth Hospital site to be pursued.”

3. OVERVIEW

A Joint Health Scrutiny Committee (the Committee or the OSC) was established in January 2015, under the provisions of the Health and Social Care Act 2012 and the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013. The purpose of establishing a joint Committee was to consider proposals for changes to the future provision of medium secure services, as provided by Mersey Care NHS Trust.

The Committee was established following consideration of the proposals made by Mersey Care NHS Trust within each of the local authorities affected by the proposals. St. Helens MBC’s Health and Adult Social Care Overview and Scrutiny Panel and Sefton MBC’s Overview and Scrutiny Committee (Health and Social Care) considered the proposals initially. Each local authority was asked to consider whether the proposals constituted a substantial variation and whether each local authority would wish to scrutinise the proposals to transform medium secure services. Both local authorities agreed that the proposals were a substantial variation, and as a result, a joint overview and scrutiny function was established by both local authorities.

The principles underpinning joint health scrutiny are set out in the “Protocol for Establishment of Joint Health Scrutiny in Cheshire and Merseyside” which was agreed by the local authorities concerned during 2014.

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4. JOINT HEALTH SCRUTINY PROCESS

The membership of the Committee has included six elected Members from the following local authorities, three from each:-

- St. Helens Metropolitan Borough Council; and
- Sefton Metropolitan Borough Council.

The Committee has been chaired by an elected Member, the Chair of the Overview and Scrutiny Committee (Health and Social Care) from Sefton MBC with an elected Member from St. Helens MBC as Vice-Chair.

The Joint Health Scrutiny Committee met on three occasions. The Committee heard evidence from the following:-

- Executive officers from Mersey Care NHS Trust;
- Patients;
- Staff members;
- Local Healthwatch organisations;
- A local Ward Councillor for Sudell Ward, Maghull; and
- The Clerk of Maghull Town Council.

In addition, the Committee received the following documents:-

- Briefing Report on “Transforming Secure Care Pathways – Medium Secure Services”;
- Transforming Medium Secure Service – The Case for Change; and
- A letter addressed to the Chair of each local authority scrutiny body headed “Arrangements for Overview and Scrutiny in regard to Transforming the Secure Pathway for Medium Secure Services (Scott Clinic) Consultation by Mersey Care NHS Trust” (this was subsequently revised).
- A public Consultation Plan produced by Mersey Care NHS Trust.
- Mersey Care shared a letter in March 2015 informing Members of the OSC of the extended consultation period which was in direct response to earlier feedback received from consultation events.

5. SITE VISITS

5A. Scott Clinic, St. Helens

Medium Secure Mental Health Services are currently provided by Mersey Care NHS Trust at the Scott Clinic, St. Helens. The Committee undertook a site visit to the current Scott Clinic site at the very beginning of the joint health scrutiny process, in order to view first-hand the facilities there.

Members and officers toured the Hawthorne and Ivy Wards and viewed office space, laundry facilities, showering facilities, an isolation room, and the general lounge area of the wing. They also talked with service users on facilities and activities. With the

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consent of service users, those present were also permitted to view a service user's own room.

With regard to the gym currently available at the Scott Clinic facility, it was noted that the ceiling sloped, which would not be conducive to team game playing, and there were no toilet facilities available at the gym.

A Mersey Care staff representative meeting was held. The Chair, Chief Executive and senior clinical leads attended. A presentation outlining the case for change was provided and a range of frontline staff, both clerical and non-clerical attended to share their views on the proposed changes.

5B. Ashworth Hospital, Maghull

Mersey Care NHS Trust owns the land at the Ashworth Hospital site, Maghull, where High Secure Mental Health Services are provided. The proposal is for a new build on land available at the Ashworth hospital site in order to accommodate Medium Secure Mental Health Services. Committee Members visited the proposed site to view the proposed location of the new build and to note the situation with regard to vehicle parking facilities at the site.

Members also met informally with a number of staff located at the Ashworth site to hear concerns raised by them regarding the proposals. Some staff voiced concerns regarding the possibility of encountering patients within the community, together with a fear of reprisals should patients learn where staff lived. Assurances were given that no such incidents had occurred against staff living in the current Scott Clinic location vicinity. Some staff raised concerns regarding the removal of mature trees growing at the Ashworth site, in order to make way for the new building works, should they commence. Assurances were given that tree planting would take place to replace tree losses. Members also raised concerns regarding inappropriate vehicle parking at the Ashworth site and the possibility of re-marking white lines

5C. Clock View, Walton

Clock View is a new purpose-built mental health facility situated on the former Walton Hospital site. It treats local people for a range of mental health issues including depression, anxiety and dementia. The facility principally replaced an existing adult mental health inpatient unit, Stoddard House, at the Aintree University Hospital site. The new build has been designed to create light and airy spaces, 80 individual bedrooms of the highest standard, all with en suite facilities, providing privacy and dignity, as well as communal activity areas and safe inner courtyard gardens to aid people's recovery. Spiritual space, family visiting rooms and meeting rooms are all contained in attractive low level buildings, surrounded by landscape. It will also provide Liverpool city's new psychiatric intensive care unit for those most in distress and in need of urgent in-patient care.

Committee Members visited this site in order to view at first hand a modern mental health facility and understand the type of environment that can be created for patients.

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6. JOINT HEALTH SCRUTINY COMMITTEE - KEY LINES OF ENQUIRY

Key lines of enquiry formed the basis of much of the formal meetings of the Joint Health Scrutiny Committee where stakeholders provided information and responses to questions from Members of the Committee. These areas included the following:-

- The case for change and the rationale behind the proposals;
- Patient perspectives;
- Front line staff perspective;
- Transport routes in and out of the Ashworth site and project management plans;
- Additional traffic issues;
- Staffing Issues, including possible redeployment of staff not able to move;
- The Consultation report; and
- Concerns held by a local Ward Councillor and a representative of Maghull Town Council.

The following paragraphs 7 – 13, set out the key themes from the evidence gathered.

7. PROPOSALS FOR TRANSFORMING MEDIUM SECURE SERVICES – THE CASE FOR CHANGE

Mersey Care NHS Trust is seeking to redesign its Medium Secure Mental Health Services as a result of the need to increase capacity and also to meet the latest guidance and legislation around Medium Secure Care and Environmental Standards.

The current facilities at the Scott Clinic are deteriorating despite regular maintenance and offer a poor therapeutic environment which has been adapted as much as possible to improve these factors. The limited bed capacity increases costs due to the necessity of nursing between 18 and 20 patients out of area with support from the trust's clinical team.

Discussions about the proposals for the development of the medium secure service have taken place over the past two years and staff and service users have been involved in identifying the preferred option.

Mersey Care considers there is a clear need for change in the configuration of medium secure mental health services which is endorsed in a series of national guidance, namely:

- Best Practice Guidance for Medium Secure Services (DH 2011)
- Environmental Design Guide for Medium Secure Services Department of Health (2011)
- Quality Network for Forensic Mental Health Royal College of Psychiatrists (2014)

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- [NHS England's Prescribed Specialist Services Commissioning Intentions \(2014/15 and 2015/16\)](#)
- [Mersey Care NHS Trust Strategic Plan \(2014-2016\)](#)

The Trust's strategic plan 2014 - 2016 outlines key areas for improvement, which are:-

- Transition between levels of security through the pathway relating to high secure, medium secure, low secure and community settings.
- Creation of a more therapeutic, flexible space.
- Providing a high standard of physical health care to support mental health care.
- Opportunity for developing a greater range of therapies.
- Creating an environment that is compliant with clinical guidelines, monitoring frameworks and service specifications.
- Creating a flexible and transferable skills base for staff to enable them to respond more effectively to fluctuations in demand across the service, whether in relation to diagnostic or security levels.

Mersey Care NHS Trust proposes to redesign the services it delivers in the following way:-

- Development of a rapid response and holistic care pathway.
- Provide treatment in the right place for the patient, in the right environment which supports recovery, is closer to patients home and accessible for family and friends to maintain contact.
- Co-location of staff and the opportunity for them to work across all areas of the secure campus, enhancing their skills and sharing expertise.
- Providing improved staff training and professional development opportunities which in turn enhance patient care.

Overall, the Trust proposes to increase the number of medium secure beds from the existing 56 to 90 through the construction of a 90 bed Medium Secure Services unit on the Maghull site. 75 beds will be used by Mersey Care NHS Trust and 15 beds will be used by a third party provider, Calderstones NHS Trust, who would manage one 15 bed ward.

In order to future proof medium secure services, the infrastructure for an extra 30 bed pod will be put in place during the proposed build to ensure that services are able to expand at some point in the future if required.

In any public sector service delivery change proposal such as this there is a requisite to facilitate public consultation to test and take account of public views about the proposals. The public consultation undertaken is outlined within the public Consultation Report produced by Mersey Care NHS Trust.

There will be some implications for local services in St Helens and Maghull where the current and proposed Scott Clinic services will be provided from.

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The case for change could be summarised as follows:-

- Trust estate framework – to develop and maintain a modern fit for purpose flexible estate that supports the delivery of the care strategies across the clinical divisions.
- Poor environment and an inflexible configuration.
- Poor patient privacy and dignity.
- Poor therapeutic environment.
- Limited bed capacity.
- Poor care co-ordination.
- Workforce issues – particularly due to small ward sizes economies of scale.
- Policy imperatives – treating of patients as close to home as possible not being met.
- Patient view – own space for chosen activity and other space issues.

8. SCOTT CLINIC - PATIENT VIEWS

Committee Members met patients during the site visit to the current Scott Clinic site at St. Helens. Patients commented on the lack of facilities available to them, particularly the lack of work-shops which only took place about once per fortnight. It was noted that the general lounge area was fairly limited and there was not really anywhere else for patients to go.

With the consent of service users, those present were also permitted to view a service user's own room. This was quite small and there were no en suite facilities.

The current gym facility has a sloping ceiling which would not be conducive to team game playing. There were no toilet facilities available at the gym, so users would require a nurse to accompany them to another part of the building to access any toilet facilities, taking a warden away from the gym facility.

A video of an in-patient's story and experience was viewed at the first formal meeting of the Committee. One of her concerns was that it had been difficult for her father and beloved pet dog to visit an isolated venue.

Service users recognised the building was no longer fit for purpose and wanted to move to improved facilities. Current space was confined and was not conducive to a recovery/rehabilitation setting.

9. SCOTT CLINIC - STAFF VIEWS

A snapshot of the views expressed by staff during evidence gathering by the Committee is set out below:-

- Whilst some members of staff did not particularly wish to travel to Ashworth Hospital on a personal level, they recognised the need for the new facilities on a professional level. The possibility of the Trust providing a shuttle bus was suggested.

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- Staff members who had previously worked at the Maghull site had not experienced any travelling difficulties. There were a number of back routes available which avoided any possible traffic congestion.
- Many staff members were excited to move and work in the new facilities.
- The possibility of redundancies – the process was being viewed as an opportunity to grow and create jobs. Every member of staff was being offered a one to one meeting and all would go through the process. If an individual did not wish to relocate then the possibility of being redeployed at an existing site would be examined.
- Staff at both the St. Helens and Maghull sites were encouraged to share experiences and knowledge. Some staff had not had experience of working on different sites and might not be aware of the differences between medium secure and high secure services.
- Trade Unions had been included in discussions and were members of the project board.

10. TRANSPORT ROUTES IN AND OUT OF THE ASHWORTH SITE AND PROJECT MANAGEMENT PLANS

Mersey Care NHS Trust has a dedicated Director of Transformation who attended each meeting of the Committee to provide information and respond to questions. Kier Construction is responsible for the project management plans and for devising transport. A snapshot of the information provided during evidence gathering by the Committee is set out below:-

- Aspects of the proposed construction access routes to the Maghull site were explained.
- The importance of reinforcement of routes and parking restrictions was emphasised.
- Parking on nearby estates had proved to be an issue during the Whiston Hospital build.
- Inspection of the surrounding area would take place prior to work commencing and broken kerb-stones, paving stones, etc. would be acknowledged.
- There was plenty of capacity on-site for construction parking and all parking would be required there. Neighbours would be provided with the mobile telephone number of the construction site manager to report any difficulties.

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11. ADDITIONAL TRAFFIC ISSUES

Mersey Care NHS Trust has a dedicated Head of Estates who explained aspects of the Ashworth Hospital Maghull site. A snapshot of the information provided by Mersey Care NHS Trust and Kier Construction, during evidence gathering by the Committee on additional traffic issues, is set out below:-

- Aspects of the proposed access routes to the Maghull site were explained.
- Some 350 people were currently working on the site.
- At peak times, it was anticipated that some 250 additional staff from the Scott Clinic would park at the Maghull site, although as this figure incorporated shift workers, it should be considerably less at any one time.
- HMP Kennet had its own separate car parking facility on the Maghull site.
- Building contractor's vehicles would probably be segregated, unless there was high demand for parking.
- Additional car parking has been considered should 350 additional spaces prove to be insufficient.
- A travel plan would be available.

12. STAFFING ISSUES, INCLUDING POSSIBLE REDEPLOYMENT OF STAFF NOT ABLE TO MOVE

Mersey Care NHS Trust has a dedicated Director of Workforce. A snapshot of the information provided by Mersey Care NHS Trust representatives during evidence gathering by the Committee on staffing issues, is set out below:-

- Some 200 staff work at the Scott Clinic.
- 30% of staff live locally to the Scott Clinic.
- A mini bus would be considered as part of the travel plan for staff to the Maghull site. Members considered this to be an important point.
- A redeployment list would be produced of those staff unable to relocate to the Maghull site and attempts would be made for them to be accommodated within Mersey Care NHS Trust.
- Any vacancies would be filled internally in the first instance.
- Mersey Care would work with other NHS Trusts to redeploy staff.
- Domestic staff, etc. could possibly be redeployed via St. Helens Council.

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- Not many difficulties were anticipated during the process.
- The age profile suggested that a number of retirements could be anticipated, with trends indicating early retirement after age 55.
- Most of the staff were enthusiastic about the proposals.
- Excess travel allowance would be paid for four years following the move.
- Rather than working a few hours per day over six days, working hours could be amalgamated into fewer working days.
- Recruitment into non-qualified nursing roles by Mersey Care NHS Trust, particularly at the newly built Clock View facility in Walton, could provide different experience and opportunities.

13. THE CONSULTATION REPORT

Over 15,000 households living adjacent to the current and planned Scott clinic site received direct information about the plans to transform medium secure services (14,539 Sefton residents and 426 St. Helens residents).

3, 700 Mersey Care staff received direct communication and the Trust held dedicated staff events and meetings to hear staff views.

Local press releases were sent in Liverpool, St. Helens and Sefton newspapers. Following the extended consultation period, a Sefton specific advertisement and full page information sheet was produced in The Champion newspaper (which has a weekly reach of 166,000 circulations).

Mersey Care NHS Trust produced a public Consultation Report on Transforming Medium Secure Services, based on consultation undertaken during January – April 2015. This was considered by the Committee at its final meeting prior to determining its recommendations.

The Report sets out an Executive Summary of the re-design of medium secure services; the background to the matter; an introduction on the issues behind the proposals; the methodology of the consultation on the proposals; details of qualitative findings; survey results; a summary of survey findings and qualitative response links; a summary of findings and key points for consideration; together with the next steps to be taken. Appendices to the Report include the Minutes of meetings of the Joint Health Scrutiny Committee; copies of public consultation documents; the Communication and Consultation Strategic Plan; details of Mersey Care NHS Trust consultation meetings and events calendar; and details of question and answer sessions held with Mersey Care NHS Trust staff.

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14. SPECIFIC CONCERNS RAISED

The Committee heard from a local Ward Councillor for the Maghull area who requested further consultation with Maghull Town Council. She also raised concerns about the lack of leisure facilities in the Maghull area for patients to access, should they be permitted out of the Medium Secure Unit, under escort. Transport to neighbouring leisure facilities could also be problematic.

The Committee also heard from a representative of Maghull Town Council who raised concerns regarding the potential for increased traffic in the Maghull area and indicated that the Consultation Report would have been welcomed by Maghull Town Council for consideration. It was explained that the statutory duties for the NHS are to report initially to the OSC, and following receipt of this, all paperwork, including the consultation report, becomes a public document. The final decision making for the proposal will not be known until September 2015, at which time, the public feedback phase would begin. The Trust has made a commitment to meet with the Town and Parish Council Members following the final decision making in September 2015.

In considering representations made and information received, Members of the Committee commented on the issue of staff car parking at the Ashworth Hospital site and considered that a commensurate increase in parking facilities would be required.

Other issues raised included the following:-

- Inadequate facilities at the current Scott Clinic site at St. Helens and the high standard of work carried out by staff under the circumstances.
- Staff living in the vicinity of the current Scott Clinic site were largely accepting of the necessity of travelling to the Maghull site.
- Fears held by local Maghull residents, particularly staff, of meeting patients allowed into the local community. Greater understanding and communication was required by the public of the restrictions placed on different categories of patients and whether patients were accompanied on visits outside the hospital.
- Local residents in the area surrounding the current Scott Clinic location were disappointed that the facility was moving.
- There were concerns in regard to reach and length of the earlier days of the consultation and in response the consultation timeline and public involvement was increased significantly. The consultation report was accepted unanimously.

15. LEGAL IMPLICATIONS FOR THE JOINT HEALTH SCRUTINY COMMITTEE

The Joint Health Scrutiny Committee was established under Section 30 of the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 to appoint a joint committee. The purpose of the Joint Health Scrutiny Committee has been carried out in accordance with these regulations to:-

- (a) Make comments on the proposal consulted on;

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- (b) Require the provision of information about the proposals; and
- (c) Require an employee or a responsible person to attend before to answer questions in connection with the consultation.

The Committee was established in accordance with these Regulations and within the agreed "Protocol for Establishment of Joint Health Scrutiny in Cheshire and Merseyside".

16. THANKS AND ACKNOWLEDGEMENTS

The Committee would like to thank all stakeholders who attended Committee meetings to present information and their openness in responding to questions posed by Committee Members. Particular thanks are expressed to staff and patients who made Committee Members welcome on their various visits and who made time to show Members aspects of the services available. This was particularly helpful in assisting Members to understand the opportunities that the proposed development could create for future Medium Secure Mental Health Services.