Medium Secure Services
Reprovision
December 2013

Targeted consultation plan
Transforming the Medium Secure Care Pathway

St Helen’s OSC 6th January 2014

Introduction

This paper is presented by Mersey Care NHS Trust to inform the OSC of proposals to close the Scott Clinic, Rainhill and transfer services to a new Medium Secure Facility on Trust land at Ashworth Hospital, Maghull.

As the service is currently provided at the Scott Clinic, Rainhill it is presented to the St Helen’s OSC as the current ‘host’ Authority.

The Trust will also be attending the Sefton OSC as the potential ‘receiving’ OSC to gain its approval to a targeted consultation.

Purpose

This paper seeks agreement from the St Helen’s OSC for Mersey Care NHS Trust to adopt a ‘targeted’ consultation approach to transforming the medium secure care pathway across the Cheshire and Merseyside catchment population served by the Trust.

Current Service

Medium Secure Services for Merseyside and Cheshire zone has been provided by the Scott Clinic, Rainhill Road, St Helens, Merseyside since 1983. It was one of the first Medium Secure Units to be purpose built and was an exemplar at the time.

In terms of the population served the male only weighted population for Merseyside /Cheshire is 2,298,133 (ONS mid 2011) thus our services treat a very small target group of the population.

The Unit provides forensic mental health assessment, care and treatment for 48 male and 8 female mentally disordered offenders within a secure setting and a 10 bedded step down unit which prepares patients to live within the community, the in patient services are supported by a small community team who provide aftercare for some patients before handing patients to their community care co-coordinators. The Service also has a Forensic Personality Disorder Assessment Liaison Team (FPDALT) which provides gateway assessments for all our patients with a diagnosis of personality disorder who are in facilities throughout the country.

Scott Clinic has four wards with 12 beds for male patients and one ward with 8 beds occupied by females. The model of care follows a bio-psychosocial model which provides medical, psychological and behavioural treatments. The 10 bedded Step Down Facility is a more recent addition to the Scott Clinic site.
Medium Secure Services accepts referrals from Criminal Justice Services i.e. courts, prisons, police cells, high secure, low secure, Psychiatric Intensive Care Unit (PICU) and some private facilities where our service users have been placed pending bed availability within the clinic.

The Service has 170 staff who are very experienced and experts in treating and managing this client group. The staff group consists of medical, nursing, psychology, occupational therapy, social work, security and facility staff. The service provides high quality care and enjoys a good reputation with commissioners, service users, carers and people who live in the locality. The average length of stay at Scott Clinic is 2 years and is recognised as one of the lowest lengths of stay nationally.

**Drivers for Change**

Whilst the service provided is seen by Commissioners as delivering a high quality clinical service there are a number of shortcomings which impact significantly on patients and needs to be addressed. These shortcomings are primarily related to the size and condition of the infrastructure within a tight site that offers little room to develop or increase services without significant disruption to patients.

The Scott Clinic building is no longer fit for purpose in terms of its size, its ability to provide privacy and dignity, and there are insufficient beds to admit and treat patients who fall within our target population. As a consequence 25 patients being equivalent to approximately 30% of total inpatients are admitted to hospital outside of their locality which can lead to significant challenges for patients and their families.

The recent addition of the 10 bedded Step Down Unit has been a success with numerous patients being repatriated within the local community supported by the Forensic Intensive Resource Team (FIRT) and local Mental Health Services. However, current thinking is that these services may be best delivered within a more local community setting so patient recovery can be further improved.

The issues raised above have been continually raised by Commissioners who have, for some time, rated the lack of beds and the accommodation as unsatisfactory and not meeting contractual obligations.

It is our aim to provide care in a facility that caters for our current model of care and expand services to include the personality disordered client group ensuring care is efficient and effective throughout the whole care pathway.

In line with our Trust strategic objectives we will:

- Improve patient outcomes and quality of service
- Create pathway integration supported by an efficient and effective workforce
- Deliver service growth and improve flexibility
- Deliver a sustainable and viable long term solution
Proposal for a Medium Secure Hospital at Maghull adjacent to Ashworth hospital

The key drivers for change clearly indicate the problems experienced with current services and the consequences for patients and families. The Trust Board has, therefore, produced a Strategic Outline Case (SOC) which identifies how it wishes to address the shortcoming in services through a new expanded model of care supported by increased capacity and a need to develop and increase the workforce. The case also explains how these can only be enabled through the reprovision of the Scott Clinic.

The Trust has considered a number of options including refurbishing the Scott Clinic and new build. After due consideration the site at Maghull which houses Ashworth Hospital is the preferred option as there will be numerous benefits for co-locating secure services including:

- Patients movement through services will be greatly enhanced thus reducing length of stay;
- Patients will be repatriated to their local service provider within the Cheshire and Merseyside catchment zone;
- An increase in service provision and workforce numbers;
- The site is also the focus for our Research and Development facilities which will help ensure that our treatment programmes are at the forefront of evidence based practice;
- An opportunity to use the expertise of staff in a way that has really positive outcomes for patients;
- The model of care being developed within a secure pathway offers the opportunity to look at economies of scale in terms of workforce and infrastructure costs;
- The site is vacant and owned by the Trust, has previously accommodated mental health services and is within the catchment area.

The trust will need to appoint a Construction partner to develop the scheme and to lead the planning application and in addition will need to gain approval for the scheme from the NHS Trust Development Agency. Should the Trust be successful in both these endeavours then the facility is expected to be open in December 2016.

Closure of Scott Clinic at Rainhill

The trust board recognizes that the closure of Scott Clinic could have an impact on local employment and the community.

It is important that the trust understands the full impact of this proposal and therefore will ensure that the consultation is conducted to give an opportunity to all stakeholders to understand the proposal and to make comment.
**Targeted Consultation**

Mersey Care wishes to consult on this proposal as the process will allow stakeholders the opportunity to review plans and to make suggestions which can improve the proposal.

However given that the number of patients, staff and the general public affected when set in the context of a Cheshire and Merseyside male only population of 2,298,133 (ONS mid 2011), the Trust believes that engagement should be concentrated on the stakeholders affected by the change and not the general public within the catchments area.

The Trust believes this will have the following benefits:

- Allows resources to be focused and more time spent with key groups;
- Ensures that key clinicians can attend patient/staff/public events without adversely impacting on current services;
- Ensures a more economic and cost effective consultation process.

The Trust will consult with the following individuals, groups and organizations:

- Patients and carers
- members of staff
- Staff Side and professional body representatives
- NHS partner organisations within the catchment footprint including specialist trusts, clinical commissioning groups
- Organisations Mersey Care reports to including NHS England and the TDA
- Elected representatives including local MPs, councillors and Oversee and Scrutiny Committees within Sefton and St Helens
- Public in those areas around the existing and proposed site

Given the targeted nature of the consultation exercise the Trust believes that a period of 6 weeks is a reasonable timescale to consult on the Strategic Outline Case proposal.

**NHS England Oversight and Assurance**

Within the Health Service, NHS England has an oversight and assurance role with regard to any significant service change. The level of scrutiny a proposed service change is subject to is dependent on a number of factors but as a minimum NHS England, through the local Area Team, will consider the Department of Health’s four tests:

i.) Strong patient and public engagement
ii.) Consistency with current and prospective need for patient choice
iii.) A clear clinical evidence base
iv.) Support for proposals from clinical commissioners

NHS England (Merseyside) will be undertaking the assurance role for this service change and will be liaising with Clinical Commissioning Groups and specialised service commissioners as well as Merseycare in compiling a portfolio of evidence.
In recognising the important role of OSC in scrutinising any substantial variation in the provision of a health service it’s proposed to return to this OSC following targeted patient consultation and the internal NHS assurance process described to provide an update and potentially present a case for service re-provision.

**Next steps**

Following consultation the trust will produce a written report detailing the findings and present the document to both overview & scrutiny committees on a date to be agreed.

**Conclusion**

The Trust asks the St Helens’s OSC to accept that the consultation should be targeted as outlined above and conducted within a 6 week period.

Ann Kenwright  
Lead for ‘transforming the secure care pathway’.  
16th December 2013