

Joint Health Overview and Scrutiny Committee: Health Based Places of Safety in Outer North East London

Subject Heading:

North East London CCGs – Health Based Places of Safety (HBPOS)

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Policy context:

In 2017, the government formally announced changes to section 136 of the Mental Health Act 1983 (s136 MHA) through the Policing and Crime Act 2017. These came into effect on 11 December 2017. Under these amendments, CCGs must ensure plans for the designation, and appropriate staffing of CCG-commissioned health-based places of safety. In May 2018 HLP produced a pan-London business case for few better quality HBPOS.

SUMMARY

A Health-Based Place of Safety (HBPoS) is a space where people can be detained under Section 136 of the Mental Health Act and assessed. Patients are typically detained under the Mental Health act under Section 136 by Police, then transported to a Section 136 Suite to be assessed.

Since 2015, Healthy London Partnership (HLP) has worked in partnership with London's health and care system to develop a Pan-London business case to inform a specification for a new model of care for individuals detained under Section 136.

The HLP business case proposes that the 20 existing dedicated HBPoS sites across London are reduced to nine hubs, each with better facilities and immediately available 24/7 staffing on site. This includes hubs within North East London.

The aim is to deliver:

- Better, quality, built environments that offer patients who are vulnerable or acutely unwell, the safety, privacy and dignity they deserve.
- Improved capacity with more rooms being added to fewer sites, to ensure blue light services are turned away less often.
- Trained and experienced dedicated staffing to improve the quality and efficiency of assessments and the relationships between services.

The HLP business case has been subject to a North East London STP options appraisal which was conducted by the STP Workstream 3, with stakeholders from each of the sites.

This paper details the options and recommendations arrived at as the result of this options appraisal, and the subsequent engagement process required for the reconfiguration of Health Based Places of Safety and Section 136 detentions, Pan-London and within the North East London STP.

RECOMMENDATIONS

It is recommended that The North East London STP proceed with **Option 5**, a three site HBPoS option in the short term, located with three rooms each at Sunflower Court and Homerton Hospital, and one at the Newham Centre for Mental Health. This option is in line with the Transition Phase recommended in the HLP business case.

After a year of operation, the option will be assessed and a view taken on whether to keep the Newham HBPoS, or whether to re-divert the flows and move to a two site solution: Homerton and Sunflower Court.

REPORT DETAIL

Context

Section 136 detentions give the police the power to remove a person from a public place when they appear to be suffering from a mental disorder to a place of safety. The person will be deemed by the police to be in immediate need of care and control as their behaviour is of concern. It is important to point out that a person is not under arrest when the decision is made to remove the person to a place of safety, where they can be assessed by relevant healthcare professionals. The police power is to facilitate assessment of their health and wellbeing as well as the safety of other people around them.

London's crisis care system is under significant pressure and does not have the services or infrastructure to ensure people experiencing a mental health crisis under a section 136 detention receive timely, high-quality care that respects individual needs.

The Pan-London change and engagement process

An HBPOS options appraisal in conjunction with an extensive engagement process, was undertaken by the Healthy London Partnership to identify how London's HBPOS sites could meet the developed specification. Over 400 Londoners with lived experience of Mental Health crisis and carers have been involved in developing the new model of care through an extensive engagement process.

Workshops, online surveys, and patient statements have been used in order to inform the Options Appraisal and recommendations.

The options appraisal identified several delivery options, with the aim of deciding on an optimal Pan-London place of safety configuration including:

- the required number of sites;
- optimal capacity; and
- optimal locations across London.

The output of this process was a nine-site model. This wider, pan-London process has then informed the development of a business case for HBPOS service change across the NEL STP.

Current Provision of Health-Based Places of Safety (HBPOS) in North East London

There are currently four HBPOS sites operating in North East London:

- Sunflower Court, in Redbridge, provided by NELFT (2 assessment rooms)
- Newham Centre for Mental Health, in Newham provided by ELFT (one assessment room)
- Homerton Hospital, in Hackney provided by ELFT (one assessment room)
- Royal London, in Tower Hamlets, provided by ELFT (one assessment room)

Figure 1 – Health Based Places of Safety within the North East London STP



Key issues within the case for change can be summarised as follows:

- The HBPoS at the Royal London Hospital within Tower Hamlets is situated in a busy Accident and Emergency department, potentially compromising patient safety, privacy and dignity. The unit is also situated one mile away from mental health teams and wards, making an immediate transfer to patients problematic and drawing on staff support from mental health teams difficult. For these reasons the RLH is not considered an appropriate environment by CQC and HLP.
- The HBPoS at Royal London, Homerton and Newham have no dedicated staff and use staff from the wards. This makes it hard to ensure staff with sufficient experience and training are available. It therefore does not comply with the recommendations of HLP's business case that staff from wards are not used and that all staff are trained and experienced.
- The HBPoS at Homerton is situated in a rather public space and is not easily accessible.

Options for Service Delivery

The following options for delivery of a new model of Health Based Places of Safety within the North East London STP were considered.

Option 1: Do nothing - Sunflower Court, Homerton, Royal London, Newham General all remain open.

Option 2: Develop an alternative HBPoS to Royal London at Mile End hospital; Homerton, Newham and Sunflower Court remain open.

Option 3: Two Sites - Sunflower Court & Homerton and Newham General HBPoS).

Option 4: Two Sites remain open - Newham and Sunflower Court.

Option 5: Three Sites remain - Homerton, Newham and Sunflower Court.

Based on the case for change and the options appraisal alongside an analysis of revenue costs, it is recommended that ELHCP proceed **with option 5**, a three site HBPoS option in the short term:

- **Sunflower Court** (3 rooms) with a dedicated core staff team
- **Homerton Hospital** (3 rooms) and re-located to offer better patient privacy and dignity and staffed with a dedicated core staff team
- **Newham Centre for Mental Health** (1 room).

Figure 2 Option 5, HBPoS Three-Site Option



This option expands the Homerton site's capacity to absorb the potential re-directed s136 flows from the Royal London.

Furthermore, the use of option 5 has the following advantages:

- More flexible facilities in terms of capacity in the short-term, and allows time for further planning for a future two-site model if appropriate.
- Means reduced travel distances compared to Option 3.

- Enables experienced, qualified staff to be immediately available 24/7 on all sites.
- Incorporates capacity close to the City of London, which has a high number of section 136s.
- Facilitates better care for children and young people with two co-located CAMHS sites.
- Is in keeping with HLPs 13 site transition phase.

Option 4 (HLP's recommended final configuration), was rejected in the short-term because it was considered that re-directing flows from two sites at once was too risky. It was agreed that it would be better to close one site, map the flow, and then assess the case for closing a second site.

It was also agreed that Option 4 would be difficult to deliver in the short-term due to the higher revenue and capital cost implications. This could delay the re-diversion of flows from Royal London which does not meet standards of patient safety, privacy and dignity.

IMPLICATIONS AND RISKS

Financial and Activity implications and risks:

a) Financial Implications

- The Department of Health has funded a £388,200 capital development at Homerton (2-3 rooms) and £349,000 at Sunflower court (3 rooms). This element is thus cost-neutral to the local healthcare economy. Revenue costs are currently under negotiation with local CCGs.

b) Activity:

- The model predicts that the additional capacity from the closure of the Royal London site will be absorbed by the Homerton; any additional demand will be mitigated by the increased use of Street Triage and home treatment teams.

c) Legal implications and risks: Not applicable to this report.

d) Human Resources implications and risks: Not applicable to this report.

e) Equalities implications and risks: The preferred option is likely to improve the safety, privacy, and dignity of all service users through improved built environments and dedicated staffing teams. Older adults and people with disabilities may benefit from closer adjacencies to the wards. A dedicated and trained and qualified staff team is also more likely to have a better understanding of the needs of BME and LGBT patients and share this in good working relationships with the police.

Appendices

London's Mental Health Crisis Care Programme, Stakeholder Engagement Summary, July 2018, Healthy London Partnership

Mental Health Crisis Care for Londoners, HBPOS Business Case, March 2018, Healthy London Partnership