

## **Proposal for centralised place of safety -**

### **South London and Maudsley NHS Foundation Trust**

**February 2016**

#### **Briefing note for Southwark Overview and Scrutiny Committee**

##### **Summary**

The purpose of this briefing note is to provide an update on proposals to change the current service model of place of safety provision within the Trust from four separate to one central place of safety. A trigger template is included for your consideration.

##### **Context**

A number of people are brought to hospital under Section 136 of the Mental Health Act (MHA). This is a power that police officers can use if someone is in a public place and the police have concerns about them. Across the Trust we have four Place of Safety or 136 Suites, where people can be brought, assessed and cared for.

The Trust currently has four suites, one located at each of our four hospital sites. Following an assessment in one of these suites, by a doctor and an interview with an Approved Mental Health Professional (AMHP), the person can either be discharged with or without referral for further mental health support, or admitted for further treatment.

The Mental Health Crisis Care Concordat published in February 2014 commits all local agencies to improving the services people with mental health problems receive when in crisis. A commitment has been made through the London wide Mental Health Partnership Board by all London mental health trusts and the Metropolitan Police to end all detentions under Section 136 in police custody.

##### **Reasons for change**

The current provision of four places of safety is inadequate and the Trust has had difficulty maintaining the availability of places of safety, resulting in the suites being closed regularly. During the period January 2015 through to August 2015, the Trust was unable to provide any place of safety to the Police on 40 occasions.

The largest single factor which has led to closures has been the availability of staff. With no dedicated staffing team, staff are drawn from other wards on the site to assist the place of safety. Where this is not possible due to staffing availability or levels of activity, the place of safety suite is closed. Other reasons for closing suites include where there is high demand and suites become occupied, or the length of stay of people in the suites.

Where suites are closed, those detained under S136 have no immediate access to an assessment suite and may result in long delays in police vehicles or ambulances whilst awaiting a suite to become vacant, or on occasion re-direction to Emergency Departments.

It is widely acknowledged that people in crisis are best supported in a health based facility to minimise their distress and to support safe practice and it is now considered unacceptable for a person in an acute mental health crisis to be detained in a police station.

## **The proposal**

The proposal outlined in the attached trigger template is for the development of a central, fully resourced and purpose built place of safety. The aim of the proposed model is to ensure that an assessment facility is always available 24/7; that assessment is carried out speedily and by a team with specific expertise in the field and that the environment in which people are received is modern, welcoming and fit for purpose for all ages including children and young people. The Trust would wish to have the centralised suite ready by 1 April 2016.

## **Communications of changes to patients and key stakeholders and equality impact assessment**

The Trust is engaging with the police, local authorities, commissioner and other stakeholders on these proposals. Our assessment is that these changes will mark a significant improvement to the current provision and improve the current pathway for patients. We have completed an equality impact assessment which demonstrated that there is no adverse impact anticipated by this proposal for people from any of the 9 protected characteristics.

Catherine Gormally, Director of Social Care  
Zoe Reed, Director of Organisation and Community

## TRIGGER TEMPLATE

<b>NHS Trust or body &amp; lead officer contacts:</b>	<b>Commissioners e.g. CCG, NHS England, or partnership. Please name all that are relevant , explain the respective responsibilities and provide officer contacts:</b>
Kristin Dominy Chief Operating Officer South London and Maudsley NHS Foundation Trust	Croydon, Lambeth, Lewisham and Southwark CCGs and Local Authorities

Trigger	Please comment as applicable
<b>1 Reasons for the change &amp; scale of change</b>	
What change is being proposed?	The development of a central, fully resourced and purpose built modern Place of Safety for the reception and assessment of those detained by the Police under Section 136 of the Mental Health Act 1983, across Lambeth, Southwark, Lewisham and Croydon. The new Central Place of Safety would have capacity to assess up to six people at any one time in an environment suitable for people of all ages and levels of distress.
Why is this being proposed?	<p>The current provision of four places of safety is inadequate in terms of the number of assessment facilities provided. There is currently no dedicated staff team to provide the service – staff are drawn from wards to which the four suites are attached. This can lead to closures of suites meaning those detained under S136 have no immediate access to an assessment suite and may result in long delays in police vehicles or ambulances whilst awaiting a suite to become vacant, or on occasion re-direction to Emergency Departments. This is unacceptable practice. Access to physical health assessment is limited and the environments in which the assessments take place are not for purpose in most of the existing locations.</p> <p>In summary the current model of service provision is not sustainable in terms of timely accessibility for assessment, safety and service user experience.</p>

	<p>The main aims of the proposal are to ensure that an assessment facility is always available 24/7; that assessment is carried out speedily and by a team with specific expertise in the field and that the environment in which people are received is modern, welcoming and fit for purpose for all ages.</p>
<p>What is the scale of the change? Please provide a simple budget indicating the size of the current investment in the service, and any anticipated changes to the amount being spent.</p>	<p>The annual revenue costs of the new central place of safety will be approximately £1.65 million pa, which is an increase of approximately £800k pa on the existing costs.</p>
<p>How you planning to consult on this? (please briefly describe what stakeholders you will be engaging with and how) . If you have already carried out consultation please specify what you have done.</p>	<p>The Trust's Director of Social Care and Head of Crisis Services have met with the four DASSs in each of the four boroughs. Meetings have been held with the social care leads and head of AMHP services in each of the boroughs and the details of the proposal have so far been discussed at the Lambeth Social Services Leadership Group and the Southwark Adults and Children's Board. It is planned to replicate these discussions in Croydon and Lewisham.</p> <p>Discussions have already taken place with the Police Mental Health Liaison officers for each of the four boroughs and the proposal is on the agenda for the forthcoming Trust Police Liaison Committee.</p> <p>An audit of the experiences of approximately 100 service users who have been detained under Section 136 has been conducted and the findings used to inform the development of the central place of safety and its operational procedures.</p> <p>The proposal is also for discussion at the Psychological Medicine Advisory Group on 17 February which is the formal process of discussing service developments in crisis services with user and carer representatives. Service users have been part of the steering group overseeing the development of the proposal.</p> <p>Further engagement is planned with the Healthwatch and relevant local VCS in all 4 Boroughs as well as Trust internal service user groups.</p>

**2 Are changes proposed to the accessibility to services?**

**Briefly describe:**

Changes in opening times for a service	There will be no changes in opening times – this is a 24/7 service.
Withdrawal of in-patient, out-patient, day patient or diagnostic facilities for one or more speciality from the same location	There is no withdrawal of service proposed.
Relocating an existing service	The place of safety assessment function for Lambeth, Lewisham and Croydon will be relocated to the Maudsley Hospital. There are no changes of location for Southwark residents.
Changing methods of accessing a service such as the appointment system etc.	The main improvement in this area will be the ability to access the facility, rapidly at all times.
Impact on health inequalities across all the nine protected characteristics - reduced or improved access to all sections of the community e.g. older people; people with learning difficulties/physical and sensory disabilities/mental health needs; black and ethnic minority communities; lone parents. Has an Equality Impact Statement been done?	<p>The central place of safety will have a range of assessment rooms within the same facility. A separate assessment room with adjacent sitting room will be available for those under 18 and their carers. This will also be available for older adults or for those who may have special needs (e.g. those with learning disabilities) who may benefit from a quieter, less stimulating environment.</p> <p>The new facility will be fully accessible for those with disabilities including wheelchairs or mobility aids. There is also a DDA compliant toilet facility. At present, two of the suites are not DDA compliant.</p> <p>There will be no impact on others with protected characteristics; and EIA has been carried out.</p>
<b>3 What patients will be affected? (please provide numerical data)</b> <span style="float: right;"><b>Briefly describe:</b></span>	
Changes that affect a local or the whole population, or a particular area in the borough.	There are approximately 75-80 people per month detained under Section 136 across the four boroughs. On average 18-20 people per month from each borough. The development of the central place of safety would mean that up to 60 people per month would be accessing the central place of safety from boroughs other than Southwark.
Changes that affect a group of patients accessing a specialised service	None
Changes that affect particular communities or groups	None

<b>4 Are changes proposed to the methods of service delivery? Briefly describe:</b>	
Moving a service into a community setting rather than being hospital based or vice versa	No
Delivering care using new technology	No
Reorganising services at a strategic level	The main change is the relocation of the service currently provided in three hospital (or borough) locations to join the service already provided on the Maudsley site.
Is this subject to a procurement exercise that could lead to commissioning outside of the NHS?	No
<b>5 What impact is foreseeable on the wider community? Briefly describe:</b>	
Impact on other services (e.g. children's / adult social care)	The proposal will have an impact on local authority partners, on current AMHP duty arrangements and local authority duties under S13 of the Mental Health Act. Initial discussions have taken place with each local authority borough and the potential impact and possible options to mitigate the impact have been scoped out by the Director of Social Care in the Trust.
What is the potential impact on the financial sustainability of other providers and the wider health and social care system?	The proposal could have an impact on the statutory responsibilities of Southwark Local Authority for assessing those presenting under Section 136 due to the place of safety being located within the borough of Southwark. Work has already commenced with the DASSs in each of the boroughs to develop a legal and workable arrangement for the provision of AMHP services from other boroughs to the place of safety, thus not increasing the workload or increasing the demand on Southwark services.
<b>6 What are the planned timetables &amp; timescales and how far has the proposal progressed? Briefly describe:</b>	
What is the planned timetable for the decision making	The Mental Health Crisis Care Concordat published in February 2014 commits all local agencies to improving the services people with mental health problems receive when in a crisis. A commitment has been made by the London wide Mental Health Partnership Board to end all detentions under Section 136 in police custody. To enable us to resource this commitment the proposed creation of a central POS is essential. The Trust Board will make the final decision on implementation at it's

	March meeting in the light of the results of the consultation process.
What stage is the proposal at?	<p>The Trust has considered options on how it could provide an improved place of service facility and is of the view that a central place of safety is the preferred option and the only option which enables a safe, reliable service to be offered with an improved access and experience for service users.</p> <p>Consultation is still ongoing and the findings from that exercise will be reported to the Board in March.</p>
What is the planned timescale for the change(s)	The Trust aims to have the change implemented by 1 April 2016
<b>7 Substantial variation/development</b>	<b>Briefly explain</b>
Do you consider the change a substantial variation / development?	Yes
Have you contacted any other local authority OSCs about this proposal?	Yes we propose to discuss it with all of them