

Promenade Ward – Tier Four Substance Misuse Inpatient Unit

Introduction and purpose

Sussex Partnership NHS Foundation Trust will close Promenade Ward at Mill View Hospital on the 31st March 2016.

This paper sets out for the Brighton & Hove OSC the background and the reasons why the decision was made and the provision for the Brighton & Hove population going forward.

Background

Sussex Partnership NHS Foundation Trust provides the tier four inpatient substance misuse services on Promenade Ward as part of the mental health block contract for Brighton & Hove and East Sussex. The Brighton & Hove apportionment of contract equates to five beds and East Sussex equates to three beds at any one time.

The four tier system operates in substance misuse services to delineate the levels of care and treatment and the types of interventions provided. Tier four is the upper level and refers to specialist inpatient or residential rehabilitation treatment services for people who experience substance misuse problems.

Sussex Partnership NHS Foundation Trust has also been the provider of tier four inpatient substance misuse services for the populations of four south west London boroughs (Wandsworth, Richmond, Sutton and Merton) since January 2011. The contract term was an initial three year block term with opportunities for extensions. Twelve of the contracted beds have been provided on Dove Ward, a stand-alone ward within Crawley Community Hospital. Three of the contracted beds have been provided for on Promenade Ward as part of the contract.

Community Substance Misuse Services in Brighton & Hove

In 2014 the Brighton & Hove Public Health Department awarded the provision of tier three community substance misuse services to the third sector provider. Cranstoun were commissioned to deliver the services over the next three years in Brighton & Hove with their clinical provider partners, Surrey and Borders NHS Trust.

Therefore Sussex Partnership NHS Foundation Trust (Trust) has not been providing the tier 3 community substance misuse services in Brighton & Hove since April 2015. A consequence of the community service re-commissioning is the impact on the whole care pathway. Sussex Partnership NHS Foundation Trust are no longer responsible for the complete care pathway for substance misuse services in Brighton & Hove.

As part of the transition to the new providers the Trust transferred over all staff working in the community to the new provider. This transfer included the Consultant Psychiatrist, and medical team, for Promenade Ward who worked across both the community and inpatient services.

South West London Re-Commissioning

The three year contract to provide the inpatient tier four services for the four south west London boroughs ended in January 2015. The four boroughs agreed to extend the contract and service provision on Dove and Promenade Ward until the 31st March 2016.

During 2015/16 the four boroughs decided to dissolve their commissioning partnership and agreed to re-commission services as separate boroughs. As a result all four boroughs have taken a different approach to the re-commissioning of tier four substance misuse services; with most returning to either more local solutions or committing to community detoxification packages.

The net result is that Sussex Partnership NHS Foundation Trust will close Dove ward on the 31st March 2016 as they are no longer commissioned to provide services beyond this date. The ceasing of the contract also means that Promenade ward will have three less commissioned beds as from the 31st March 2016.

Brighton & Hove and East Sussex Re-Commissioning

The substance misuse contract with Sussex Partnership NHS Foundation Trust has been on a roll over basis for a number of years. Since losing the contract to provide community substance misuse services in Brighton & Hove and East Sussex the Trust has been in regular dialogue about the commissioning intentions for the tier four services.

To date East Sussex commissioners have not communicated their intentions for the ongoing provision.

In Brighton & Hove the commissioners have articulated that they were not in a position to confirm their intentions for 2016/17 until the financial year commenced. However they have indicated that if they were to re-commission tier four beds there would be a strong likelihood that they would require fewer than the currently commissioned five beds. The commissioners informed the Trust that they would like to roll over the current contract for the 2016/17 year pending further re-commissioning decisions.

Therefore, going into the 2016/17 year, the only contract the Trust would have in place is the rolled over contract for Brighton & Hove, amounting to five beds. This would mark a considerable decline in commissioned beds across the Trust's portfolio, dropping from twenty three beds in 2015/16 to five in 2016/17.

This situation would not be sustainable for the Trust; both from a quality and financial perspective. Therefore the decision was taken to terminate the contract for the provision of tier four substance misuse services.

It is important to note that the Trust did not take this decision lightly. Promenade ward has provided high quality specialist services to the population of Brighton & Hove for many years. The ward had developed a reputation for its innovation and has gathered together a staff cohort who were highly skilled and dedicated specialists within this field.

Financial

From a financial perspective Promenade Ward is incurring a significant cost pressure. Without secured future business any configuration of services would have meant that the trust would commence the new financial year in a deficit situation.

A significant cost is attributable to the use of an agency Consultant on Promenade Ward. When the Trust transferred community services in Brighton & Hove they lost the services of the Consultant for Promenade Ward. The Trust has not been able to attract a replacement through recruitment as there was no certainty of a contract beyond March 2016.

Quality

There are a number of factors that have had a negative impact on the quality of the service provision on Promenade Ward in recent months. These are:

- Imminent closure of Dove Ward and loss of bed provision on Promenade ward
- Unfunded and vacant Consultant post on Promenade Ward (covered by agency)
- Departure of key nursing staff from ward due to uncertainty of ward future
- General uncertainty and increased staff anxiety of staff around future of service

It is important to note that the Trust have maintained the high standards of service provision during this uncertain period. The Trust has remained fully compliant with all CQC standards and continues to receive high levels of patient satisfaction feedback; both directly and via NHS Choices.

Future Provision for Population of Brighton & Hove

The Trust gave notice of contract termination to the commissioners in December 2015. Further dialogue ensued to confirm the closure date and potential solutions for the ongoing provision of tier four services for the population of Brighton & Hove.

The Trust understands that the commissioners have secured interim provision through Cranstoun, the provider of the community substance misuse services.

It is our experience, from delivering tier four inpatient services for the four south west London boroughs, that there is potential value in treating people in a different geographical situation to their home. Regular patient and worker feedback suggests that receiving inpatient treatment for substance misuse problems away from home area improves the chances of recovery. Patients are removed for the duration of the admission from a range of influences that have the potential to have a negative impact on the treatment and onward recovery.

Addendum 1
March 11th 2016

Future of Promenade Ward

The trust has proposed that Promenade Ward will be considered as the long term re-provision solution for the inpatient dementia treatment services, which is currently provided on Brunswick Ward in Brighton & Hove. This solution will address CQC compliance matters around eliminating mixed sex accommodation.

The trust is preparing an OSC paper for this re-provision (57a) which will be titled:

Brunswick Ward – Eliminating Mixed Sex Accommodation.

