

Non-Executive Report of the: Health Scrutiny Sub-Committee 12 February 2019	
Report of: Tower Hamlets Clinical Commissioning Group	Classification: Unrestricted
Health Based Places of Safety in North and East London	

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Wards affected	All wards

Summary

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 (HBPoS).

In May 2018 HLP produced a pan-London business case for fewer better quality HBPoS. This paper outlines the recommended changes and how they will impact on Tower Hamlets residents.

Recommendations:

The Health Scrutiny Sub-Committee is recommended to:

1. Review and comment on the proposed pan-London business case for fewer, better quality HBPoS, considering how this will impact on Tower Hamlets residents.

1. EXECUTIVE 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 new model of care for individuals detained under Section 136.

The 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.

This paper details the options, impact and the subsequent engagement process for the reconfiguration of Health Based Places of Safety and the impact within North East London.

Whilst a number of local options have been considered, the recommended proposal is a three site HBPoS option, with rooms located at Sunflower Court (Outer NE London), the Homerton Hospital, and Newham Centre for Mental Health. The current HBPoS at The Royal London would no longer be in use, with patients using instead the suite at the Homerton. This will mean that in the region of 291 people a year who are currently being conveyed to the HBPoS at the Royal London, will likely in the future use a reprovided and expanded suite at the Homerton Hospital. This is in recognition that the current Royal London site does not meet newly developed standards; particularly in regard to having a distinct space to ensure that privacy and dignity is maintained. The changes are planned to take affect from June in 2019.

2. CONTEXT

- 2.1 Section 136 detainments 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.

2.2 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. An HBPOS options appraisal in conjunction with an extensive engagement process, was undertaken by Healthy London Partnership to identify how London’s HBPOS sites could be improved and reconfigured to address these pressures. Over 400 Londoners with lived experience of Mental Health crisis and carers were involved in developing a new model of care through to be implemented across London.

Workshops, online surveys, and patient statements informed and series of options and recommendations. The options appraisal identified several delivery options, with the aim of deciding on an optimal Pan-London configuration including:

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

2.3 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 room)
- Homerton Hospital, in Hackney provided by ELFT (one assessment room)
- Royal London, in Tower Hamlets, provided by ELFT (one assessment room)

2.4 Based on activity in 2017-2018 The Royal London undertakes 291 individual assessments per annum.

Figure 3: Table of INEL Place of Safety Activity at Royal London (12 months 2017-18)

Royal London	No.CCGs	assessments	% of total
Outside London	18	67	23%
Outside ELFT's footprint	18	58	20%
NH	1	24	8%
TH	1	125	43%
CH	1	17	6%
TOTAL	39	291	100%

3. PROPOSED CHANGES

3.1 The proposed reconfiguration adopts HLPs standards across North East London, footprint so reducing current variation in the quality of provision.

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 due to the lack of privacy.

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



3.2 Based on the case for change a three site HBPoS option will be developed, to commence from June 2019. North East London will therefore have 3 sites at :

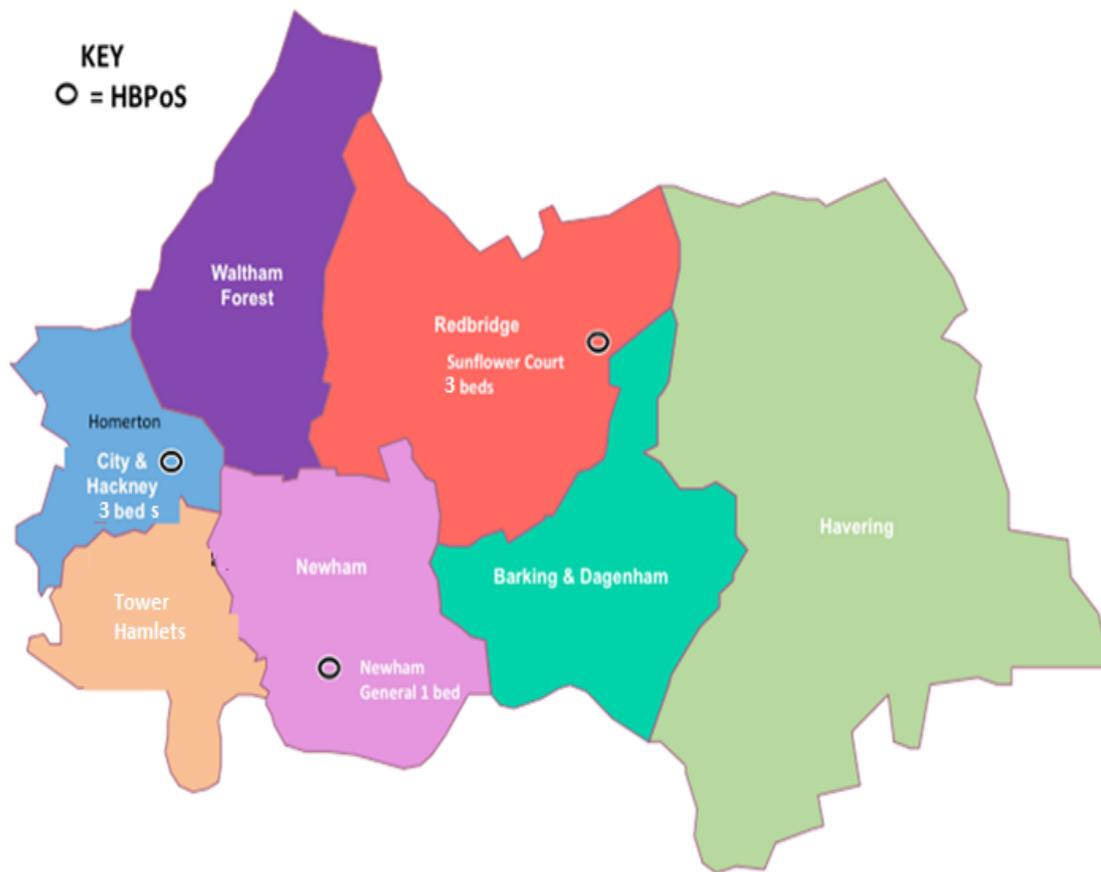
- **Sunflower Court** (3 rooms) with a dedicated core staff team
- **Homerton Hospital** (3 rooms) a re-located suite offering patient privacy and staffed with a dedicated core staff team
- **Newham Centre for Mental Health** (1 room).

This option expands the Homerton site’s capacity to absorb the re-directed s136 flows from the Royal London. Furthermore, the configuration offers:

- purpose built facilities with increased capacity.
- experienced, qualified staff immediately available 24/7 on all sites.

- better care for children and young people with two co-located CAMHS sites.

Figure 2 HBPOs Three-Site Option



4. IMPLICATIONS

4.1 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.

4.2 Activity

The model predicts that the additional capacity from the closure of the Royal London site will be absorbed by the Homerton. In terms of geographical location and travel times the table below shows the distances and travel times between sites in the INEL area and also includes the nearest adjacent site: the Highgate Centre for Mental Health.

The current HBPOs at The Royal London would no longer be in use, with patients using instead the suite at the Homerton. This will mean that in the region of 291

people a year who are currently being conveyed to the HBPOS at the Royal London, will likely in the future use a reprovided and expanded suite at the Homerton Hospital. This is in recognition that the current Royal London site does not meet newly developed standards; particularly in regard to having a distinct space to ensure that privacy and dignity is maintained.

Figure 2: Travel distances and travel times by car for Place of Safety Sites

	Homerton	Royal London	Newham General	Sunflower Court	Highgate Centre
Homerton		3.1 miles/16 mins	6.2 miles/19 mins	9.3 miles/26 mins	6.2 miles/27 mins
Royal London	3.1 miles/16 mins		5.5 miles/16 mins	11.8 miles/31 mins	6 miles/31 mins
Newham General	6.2 miles/19 mins	5.5 miles/16 mins		8 miles/23 mins	10.9 miles/42 mins
Sunflower Court	9.3 miles/26 mins	11.8 miles/31 mins	8 miles/23 mins		16.7 miles/46 mins
Highgate Centre	6.2 miles/27 mins	6 miles/31 mins	10.9 miles/42 mins	16.7 miles/46 min	

4.3 Equalities implications and risks: The preferred option will improve the safety, privacy, and dignity of all service users through improved built environments and dedicated staffing teams. A dedicated and trained and qualified staff team is also more likely to have a better understanding of the needs of patients and share this in good working relationships with the police.