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Bae Abertawe
Swansea Bay University
Health Board

Changing for the Future

Public Engagement

From 31st January 2022 to 18th March 2022

**Our proposals for the future location of
Adult Acute Mental Health Assessment
Beds in Swansea Bay University Health
Board**

Version 13 – 18.01.22

Version Control Sheet

Version	Summary	By
Version 1	Initial draft	JAD
Version 2	Draft including submission from DN	JAD
Version 3	Draft including submission from HE	NO'S
Version 4	Redraft with submissions to date	JAD
Version 5	Further redraft & simplification of language	JAD
Version 6	Updated based on feedback	NO'S
Version 7	Amended to reflect public transport discussion	NO'S
Version 8	Amendments based on document review feedback	NO'S
Version 9	Amendments based on document review feedback	NO'S
Version 10	Amendments based on document feedback	DN
Version 11	Amendments based on document feedback	DN
Version 12	Feedback from MB	NO'S
Version 13	Feedback from SHG MH	NO'S / DR

Who are we, and what do we do?

Swansea Bay University Health Board runs your local NHS services in Neath Port Talbot and Swansea areas, specialist services for South West Wales and some very specialist services for people from further away. We plan and provide services provided by family doctors (GPs), dentists, chemists and opticians as well as providing community services such as district nurses, therapists, school nursing and health visiting.

About 390,000 people live in Swansea Bay and we employ approximately 12,500 staff and spend around £1.1 billion every year on providing health services for our population.

In all of this, we work closely with patients, their families and carers, the ambulance service, local authorities, universities, and the voluntary sector.

We provide a wide range of community and inpatient Mental Health services, in partnership with the Social Services Departments of Neath Port Talbot County Borough Council, Swansea Council and the voluntary sector.

Most of the care for people with mental health needs is provided in the community, supporting people to live in their own homes with additional support where required from the NHS, family doctor services, social services, the voluntary sector, communities, carers, and families. Our main hospitals (Morrison, Neath Port Talbot, and Singleton) also provide care for people with mental health problems who have physical health problems as do our community services and family doctor services.

Even with the enhanced community support provided for people with mental health needs there are occasions, due to various clinical needs

and risks factors, that some people will require an inpatient admission, either informally or being subject to the Mental Health Act Legislation. On those occasions, it is crucial that those people have access to acute assessment beds so that a comprehensive assessment can take place as quickly as possible allowing the person to move to the treatment wards or return to the community as soon as possible. The assessment and treatment inpatient facility forms a crucial and valued part of the overall service model for Adult Mental Health Services.

Our Mental Health Adult acute assessment and treatment inpatient beds are dispersed across four sites and are provided in Fendrod and Clyne Wards on the Cefn Coed Hospital site; in Ward F on the Neath Port Talbot Hospital site and in Coity Clinic (Psychiatric Intensive Care) on the Princess of Wales Hospital.

In April 2019, responsibility for the planning and delivery of services for the Bridgend population transferred to Cwm Taf Morgannwg University Health Board and Swansea Bay University Health was formed.

However, Swansea Bay patients continue to be admitted to the Princess of Wales Hospital in Bridgend if they need Psychiatric Intensive Care services, as there is currently no such provision in Swansea Bay area.

What is this engagement about and who should read it?

We agreed to develop a new single adult mental health assessment unit in 2014. We want to hear your views on the locations we have looked at as possible sites for our new single adult mental health assessment unit. A multi-agency group, including service users and carers, reviewed options for locations against a set of agreed criteria, to inform our

recommendation for the future site. We want to know what you think of this recommendation.

Within this document, we outline the range of services we are proposing to include within the new unit to help inform your feedback.

Haven't you proposed changes to adult mental health acute assessment beds before?

Yes. In 2013-14, the former Abertawe Bro Morgannwg University (ABMU) Health Board undertook formal public consultation on the organisation and location of its Adult Mental Health Acute Assessment Facilities. In March 2014 ABMU Health Board considered the outcome of this consultation and concluded that a single acute mental health assessment unit for the Swansea, Bridgend and Neath Port Talbot population covered by ABMU, should be built, supported by local community and crisis mental health services. The Board further agreed that the site for this unit should be Neath Port Talbot Hospital as it was an acute hospital site (reflecting Welsh Government guidance at the time), it was geographically central for the areas served and the site could accommodate this new build. The then ABMU Community Health Council subsequently agreed to support, in principle, the centralisation of these services subject to the development and implementation of pathways of care to support this in advance of the new unit opening.

Due to changes to the Health Board's boundary, the potential site options need to be reconsidered, as Neath Port Talbot Hospital site is no longer a central site for the Swansea Bay population, and Welsh Government guidance recommending co-location with an acute hospital has changed. Therefore, the planned new build was not progressed and

further work was required to reconsider the best location of this unit for the Swansea Bay area. We now need to confirm the future site for the new unit through this engagement so that we can work with Welsh Government to identify the required capital funding and start the detailed planning, with our staff, partners, service users and carers for the unit.

As part of our response to the pandemic, we have developed a single integrated service, designated specific wards for admissions and treatment and built on the work our Crisis / Home Treatment teams are doing. We are also developing a Mental Health Assessment Hub for all ages utilising the 111 platform. These developments support the pathway preparation in advance of the new unit opening.

Why do we need to change our services?

As outlined in the previous public consultation, the Health Board recognises that Fendrod and Clyne Wards, which provide adult acute assessment beds at Cefn Coed Hospital, are not fit for purpose, and do not provide the facilities, privacy, or dignity which our patients deserve. The wards are the last remaining Victorian styled psychiatric buildings in Wales and their design and layout have been criticised in a number of reports as no longer being suitable for providing modern care. Whilst improvements have been made to the wards, it is not possible to modernise it fully to meet suitable standards of care for now and in the future. Our proposal of a new unit will incorporate en-suite bedrooms, therapeutic spaces, single sex facilities, quiet rooms, activity areas both internally and externally and easy access to secure, safe outdoor spaces to support our patients' recovery.

Ward F at Neath Port Talbot Hospital, which currently provides adult acute assessment beds, is more modern, but the combination of these beds with other services on the ward such as the “age appropriate” bed for 16–18-year-olds in crisis and the Calon Lân substance misuse inpatient detoxification unit is not satisfactory. Each of these patient groups have different needs and require their own designated areas within the overall service.

We are working with the Area Planning Board (APB) for Substance Misuse Services on their plans for the remodelling of its existing model of service, which the inpatient detox unit forms part of. Jointly with the APB we have commissioned a review of the model of service for inpatient Detox services to better inform the future provision for this aspect of the overall service. This review will be complete before the end of the engagement and will be used with feedback from the engagement exercise to inform the next steps.

Our Services before the Covid-19 Pandemic

Pre-Covid, Adult Mental Health Services were divided into Swansea and Neath Port Talbot Localities. Both localities had their own inpatient admission beds, crisis teams and community mental health teams within their localities.

Swansea inpatient beds were based on Clyne (14 bed female ward) and Fendrod (19 bed male ward) in Cefn Coed Hospital along with the mental health crisis/home treatment team. There were three community mental health teams that cover the Swansea area based across the geographical area.

Neath Port Talbot inpatient beds were based on ward F (21 beds mixed gender) on the NPTH site along with the crisis/home treatment team.

There were two community mental health teams based in Tonna Hospital for Neath and The Forge Centre for Port Talbot areas.

There are other services across the adult mental health services that have remained unchanged and will continue to remain unchanged in relation to purpose and location e.g. Local Primary Mental Health Services, Veterans services, Early Intervention Psychosis services, Assertive Outreach services.

How we changed services to cope with the Covid-19 pandemic

When the Covid-19 pandemic started early in 2020, the NHS in Wales worked hard to identify how its available beds could be managed to cope with the expected rise in the number of patients we would need to treat. As a result, a number of changes were made to Adult Mental Health services:

- The service has been provided as one integrated service across Swansea Bay, rather than separate services for Swansea and Neath Port Talbot populations.
- Specific wards were designated across the Health Board for new admissions so patients could be assessed and tested in a single location, so reducing the risk of Covid-19 spreading to our other patients.

- We designated our treatment wards within Cefn Coed Hospital as wards where patients who required ongoing treatment following assessment would be cared for.
- We created a COVID isolation unit attached to Ward F at Neath Port Talbot Hospital, using the space previously used for the Substance Misuse Detoxification Unit (Calon Lân) which allowed us to isolate patients that were admitted and tested positive for Covid-19.
- In collaboration with the Local Authorities and the Police we re-designed our place of safety under the Mental Health Act to Neath Port Talbot Hospital as part of the admission unit (Ward F).
- The crisis/home treatment teams continue to work separately by day within Swansea and NPT areas, but out of hours both these teams are based in Neath Port Talbot Hospital attached to Ward F. This allows us to concentrate our staff resources to deal with out of hours' assessments.
- During this time, we also made changes to the medical on call rota following a review of the arrangements put in place as part of the Health Board boundary changes in 2019. As a result, we no longer have a shared Neath Port Talbot / Bridgend medical rota. This means that we now have a junior on call doctor based in Ward F, Neath Port Talbot Hospital covering the admission unit and providing support to Cefn Coed Hospital when required.

The table below shows the number of adult assessment mental health beds prior to the pandemic and how they have changed during the pandemic.

	Number of beds pre-pandemic	Changes made during Pandemic
Neath Port Talbot Hospital	21 admission and treatment beds on Ward F for Neath Port Talbot patients	21 admission/assessment beds on Ward F for Swansea and Neath Port Talbot patients
Neath Port Talbot Hospital	5 Inpatient Substance Misuse Detox beds on Calon Lan	Temporarily closed the 5 beds on Calon Lan and re-provided access to 2 detox beds on ward F at Neath Port Talbot Hospital
Cefn Coed Hospital	33 admission and treatment beds on Fendrod and Clyne for Swansea patients	33 treatment beds on Fendrod and Clyne for the Swansea and Neath Port Talbot patients
Princess of Wales Hospital	Access to 5 beds with the PICU unit in POW	Access to 5 beds with the PICU unit in POW
Total	64	64

These changes have allowed us to continue to provide Adult Mental Health Services during the pandemic in the safest way for our patients. This is working towards the centralised model outlined and agreed in the previous public consultation, where we have designated separate assessment and treatment wards, which is the preferred future model of care and will provide better patient experience. It is proposed that we continue with this change whilst we agree the future location for our adult mental health beds and progress with the necessary business case to access Welsh Government capital for this new facility.

How did we confirm how many beds and what services we would need in the new unit?

We confirmed the various options and future number of beds needed following various reviews. The Health Board commissioned an external consultancy to work with Health Board, Local Authorities, third sector organisations and patient/family representatives to be part of a process completing a needs assessment and potential future modelling for Adult Mental Health Services.

Outlined in the table below are the number of beds available pre-Covid and the number proposed in the planned new unit.

	Number of beds pre-pandemic	Proposed beds within new facility
Neath Port Talbot Hospital	21 admission and treatment beds on Ward F for Neath Port Talbot patients	0
Neath Port Talbot Hospital	5 Inpatient Substance Misuse Detox beds on Calon Lan	0
Cefn Coed Hospital	33 admission and treatment beds on Fendrod and Clyne for Swansea patients	0
Princess of Wales Hospital	Access to 5 beds with the PICU unit in POW	0
New Unit	0	55 adult mental health beds in 3 wards for assessment and treatment. + 5 bed PICU solely for Swansea Bay patients + 5 beds for inpatient substance misuse detox (tbc)
Total	64	65

What services would be included in the new unit?

The new unit will have all the inpatient beds on one site, which will include an assessment ward, two treatment wards, and our own Psychiatric Intensive Care Unit for the Swansea Bay area, as we will discontinue using the service currently provided at Princess of Wales Hospital in Bridgend. There is also a planned inpatient Substance Misuse Detoxification unit and we are continuing to work with Area Planning Board and its commissioning team in relation to the future

requirements of this service. This will be informed by the review which will be completed by the end of February 2022.

All the support services required for the assessment facility will also be provided within the unit. For example, space for therapy support for inpatients from the various wards, and all the associated catering, cleaning and portering services.

Changes have been made within some of the community mental health services that support the inpatient units, for example, changes to the Crisis / Home Treatment teams as part of our response to the pandemic. We have also worked with Welsh Government on developing a new Mental Health Assessment Hub for all ages utilising the 111 platform and building on the existing crisis team model. As this develops, it will form a core part of the new Adult Mental Health Inpatient provision, operating in a similar way to the service being planned and developed on the Neath Port Talbot Hospital site, attached to Ward F.

Mental health service improvement funding has been provided to the Health Board again for 2022/2023 and this presents further opportunities to enhance community services. One of the impacts of this investment will be that as community services are better able to support more challenging patients, this will mean that the patients requiring admission will be those who are more unwell. This supports the need for one facility sited in the most appropriate location. Patients supported by the community teams will be afforded local rehabilitation and support in partnership with social care.

The number and organisation of the current Adult Mental Health community mental health teams will not change and they would continue to function within the geographical areas they currently cover across Swansea and Neath Port Talbot.

What will be the location of the new unit?

When we made the decision to build the unit at Neath Port Talbot Hospital the former ABMU Health Board was responsible for Swansea, Neath Port Talbot, and Bridgend populations. With the transfer of the Bridgend population's services to Cwm Taf Morgannwg University Health Board, we decided we should revisit our decision on where the new unit should be built.

Between February and November 2020, thirteen sites were identified by external advisors as being of suitable size and location within the Swansea Bay area. These sites included land owned by the NHS and others. A series of workshops were then held with stakeholders to discuss and agree the criteria to evaluate the suitability of each of these sites.

These criteria were agreed as:

- Location provides acceptable access for areas of high demand for services across the Health Board area.
- Location has access to outside space & activity areas and is considered 'safe' in terms of avoiding known high risk areas for the development of Psychiatric Units and is 'safe' in terms of 'sanctuary'.
- Location is accessible, by public transport if necessary.
- Location offers the opportunity for joint working with other mental health services and/or physical health care services.
- Location promotes inclusivity and has reasonable access to local amenities.

In January 2021 a shortlist of five options were agreed, through the application of these criteria to the original long list of thirteen options, resulting in the following sites being considered further:

- Cefn Coed Hospital site
- Two different sites adjacent to Morriston Hospital
- Neath Port Talbot Hospital site
- Singleton Hospital site

The shortlisted five options were all NHS hospital sites. These were the options which best met the criteria and reflected the importance of being located on a site with other health or mental health services to provide clinical support as well as access to wider support services.

In April 2021, a virtual workshop was held with stakeholders including clinicians, Local Authorities, the voluntary sector, service users and carers. The workshop's participants were split into three groups, with each having clinician, service user, carer, voluntary sector and statutory service representatives. The five shortlisted sites were considered across the four potential locations listed above.

The results of this evaluation were as follows:

Evaluation Criterion	Cefn Coed Hospital	Adjacent to Morriston Hospital	Neath Port Talbot Hospital	Singleton Hospital
Location provides acceptable access for areas of high demand for services across the Health Board area.	✓✓ ✓✓ ✓	✓✓ ✓✓ ✓	✓✓ ✓✓ ✓	✓✓ ✓✓ ✓
Location has access to outside space & activity areas and is considered 'safe' in terms of avoiding known high risk areas for the development of Psychiatric Units and is 'safe' in terms of 'sanctuary'	✓✓✓ ✓✓✓ ✓✓✓	✓ ✓ ✓✓	✓ ✓ ✓✓	✓ ✓ ✓✓
Location is accessible, by public transport if necessary	✓✓ ✓ ✓	✓✓✓ ✓ ✓	✓✓✓ ✓ ✓	✓✓✓ ✓ ✓
Location offers the opportunity for joint working with other mental health services and/or physical health care services	✓✓✓ ✓✓ ✓✓✓	✓✓ ✓✓ ✓✓	✓✓ ✓ ✓✓✓	✓✓ ✓ ✓✓
Location promotes inclusivity and has reasonable access to local amenities.	✓✓✓ ✓✓ ✓✓✓	✓✓ ✓ ✓	✓✓ ✓ ✓✓✓	✓✓ ✓ ✓✓
Total	34	24	26	24
Rank	1	3	2	3

This resulted in a clear ranking of each site and the extent to which it met the criteria. Ranked first was Cefn Coed Hospital. It scored the highest of the options by some margin. In addition, all three individual

groups ranked Cefn Coed as their top option. The other location options scored within 2 points of each other. **In summary, Cefn Coed Hospital was selected as the preferable option for the location of the new unit.**

Feedback in the workshops from service users and carers preferred the Cefn Coed site to Morriston for several reasons:

- Service users and carers preferred the tranquillity of the Cefn Coed, compared to the high level of activity on an acute site such as Morriston with many patients, visitors, ambulances arriving and it being overwhelming for mental health patients when they are poorly.
- Privacy was important to service users and carers, acute sites such as Morriston with increased footfall from visitors and patients didn't offer the same level of privacy as Cefn Coed.
- The availability of green outside space, offers an environment that would be positive for mental health and wellbeing and was valued by service users and carers.
- The Cefn Coed site, with housing developments and nearby amenities offers patients the opportunity to be part of a local community, which can help with recovery. The location of Morriston hospital doesn't offer the same opportunity.
- Morriston is closer to high risk areas for people who are unwell than Cefn Coed.

If the new unit were to be built on the Cefn Coed site, as proposed in this document, there would be access to on-site expertise and

existing facilities from the existing units and services provided there. These services include the Older People's Mental Health inpatient wards and Mental Health Rehabilitation wards, allowing the new Adult Mental Health Unit to be an integrated part of a range of mental health services for the Swansea Bay population within new fit for purpose units on one site.

Offering mental health services on one site has several advantages including less transport and disruption for patients who become more poorly and require the PICU service as well as patients who are improving and ready to access rehabilitation services.

Locating the mental health services together provides additional benefits around economies of scale, particularly around costs such as medical rotas, cross cover of staff between wards and reduced costs for support services.

. In addition, it is a health board owned location that means the planning permissions required would be quicker and simpler.

The Health Board's strategic direction has been agreed to provide local services where possible and specialist where necessary and the approach to the development of a single adult mental health unit fits with our agreed direction of travel. The Health Board's Changing for the Future public engagement exercise, which was carried out during the summer of 2021, gave a clear mandate to the Health Board's strategic development of our acute hospital sites. The co-location of mental health services on the acute hospital sites is not a part of the creation of these centres of excellence for physical health. The proposed location

supports the outcome of the Changing for the Future public engagement, and the Health Board's Clinical Services Plan.

How will we get to the unit?

We know that when we put services on a single site this can sometimes cause difficulties when people need to visit, especially for people who do not have access to a car or are dependent on public transport. We are currently working with the voluntary sector to look at how we can offer alternatives to improve access to several health services including mental health, and this would be part of those discussions.

What about the money?

These changes are about making sure we provide the highest quality services possible in the most appropriate place and with the best staff in appropriate environments. We need to make sure we are living within our means and using all our resources – money, staff, and buildings, as efficiently and effectively as possible. Swansea Bay University Health Board has a budget of about £1.1 billion every year. However, we are currently overspending this budget and so we have to make sure we are using all of this public money wisely and to best effect.

These proposals will largely depend on capital funding being available from Welsh Government to build the new unit. The Health Board will need to ensure as part of this process that it can afford the ongoing costs of running the unit within the resources available to it. However, to develop a business case for the new unit, and so obtain the capital

funding required, we need to be clear about the proposed location of this unit, which is why this engagement is being carried out.

Summary of our proposals

This document outlines how services for adults with acute mental health needs will be provided in the future and explains the possible sites for this unit that have been identified and therefore the proposed location of this facility at Cefn Coed Hospital.

What are the benefits and drawbacks of these proposed changes?

Detailed below are some of the benefits that will be delivered by these proposed changes:

- Improves the quality and safety for patients because of the difficulties in providing safe and supportive care within the current outdated facilities.
- Stops our most unwell patients having to be transferred between our assessment wards and the current Psychiatric Intensive Care Unit facility at Princess of Wales Hospital, Bridgend.
- Improves the overall environment for patients and resolves the issues that have been highlighted by previous external reviews and feedback from patient access in the services, such as lack of privacy and dignity. Current facilities do not have any en-suite bedrooms. There is also limited access to outdoor space and physical exercise on some current wards. The outdated buildings also hinder the efforts of staff to continuously maintain effective infection, prevention, and control.

- It will enable us to continue to develop enhanced community services across the Health Board area to support the new unit.

Detailed below are some of the potential disadvantages that could arise from these proposed changes:

- The potential of ongoing stigma attached with the Cefn Coed Hospital site if that site became the agreed option.
- Public transport and access links to a single site may not be as easy as they currently are.

What will happen to staff affected by these proposed changes?

The proposed introduction of the single adult mental health unit on the Cefn Coed site for Swansea Bay will be managed in accordance with the agreed Organisational Change Policy and there is no risk to the employment of any member of staff affected. For some of our staff this will mean a permanent change of base for their work. Any staff affected by these proposed changes will be provided with the available options for redeployment into existing vacancies or utilised across other areas with their individual needs addressed as far as possible.

We will also work with Cwm Taf Morgannwg University Health Board regarding potential implications as a result of the changes to Psychiatric Intensive Care Unit in Princess of Wales Hospital.

What about the impacts on equality groups?

We need to make sure that any decisions we make following engagement ensures we understand and take account of any impacts on people with protected characteristics under the Equality Act 2010. In addition, the new socio-economic duty, introduced on 31st March 2021, means we need to also actively consider the effects of these changes on increasing inequalities both nationally and locally. Therefore, we have produced an Equality Impact Assessment on these proposed changes that we will also engage on alongside this document.

What do you think of these proposed changes?

In partnership with the Swansea Bay Community Health Council, the NHS Watchdog for our area, we will be discussing these proposals with our patients, their carers, the public, politicians, and partner organisations. It is important that we get as many views as possible on these proposals for change and on how we can improve our services and the support we provide going forward.

We are engaging on these proposed changes between 31st Jan 2022 and 18th March 2022

We have agreed the range and scope of engagement with the Swansea Bay Community Health Council and will also be using events being run by partner organisations to talk to people (albeit virtually) about the proposed introduction of a single adult mental health unit on the Cefn Coed site for Swansea Bay.

The CHC and Health Board will consider the outcome of the engagement and all the responses received in April 2022. Based on this,

decisions will be made about whether the single adult mental health unit on the Cefn Coed site can be implemented or whether further public consultation is required.

You can let us know what you think by:

Completing the online response form: [include link here](#)

Writing to us: Chief Executive
Swansea Bay UHB
One Talbot Gateway
Baglan, SA12 7BR

Emailing us: SBU.engagement@wales.nhs.uk

Phoning us and leaving us a message: (01639) 683355

Contacting us on Facebook: Swansea Bay NHS

Twitter: @SwanseabayNHS

We have produced a response form you can complete to respond to this engagement. We would appreciate you filling this in. You can complete it online, or alternatively by sending / emailing it to the contact points listed above.

Alternative versions of this document, in Welsh, large print (English and Welsh), audiobook (English and Welsh), British Sign Language video, Easy Read and Braille are available at <https://sbuhb.nhs.wales/about-us/public-engagement-consultation/> and you can request these by ringing 01639 683355 or by emailing us at SBU.engagement@wales.nhs.uk.

Alternatively, you can let the Community Health Council know your views by:

Writing to them:

Swansea Bay Community Health Council

Cimla Health & Social Care Centre

Cimla

Neath

SA11 3SU

Or emailing them:

swanseabay@waleschc.org.uk