

Item 4

**Report to Warwickshire Health Overview and Scrutiny Committee –
September 2011**

Rugby Crisis House

1. Purpose of Report

To update the Committee as to the current position of Coventry and Warwickshire Partnership Trust on the use of Charles Street as crisis house accommodation.

2. Background

Crisis houses are used often alongside the intervention of Crisis Resolution/Home Treatment (CR/HT) to support individuals who are in a psychiatric crisis and where hospital admission can be avoided.

Respite or crisis houses are usually located in ordinary houses in the community and whilst there are a variety of models, they are generally run by Third Sector organisations which work in partnership with statutory services, particularly CR/HT Teams, to prevent hospital admission and more latterly to enable and support earlier discharge.

Many areas of the country have varying degrees of facilities, with some areas not having any access to such provision at all.

It is not a national or local requirement to provide a crisis house or accommodation, for those in psychiatric crisis and who would be under the care of the Crisis Resolution/Home Treatment Team.

It is however deemed as good practice and the feedback from Service Users and Carers is that it can help to support and break the cycle of repeat admissions, where it is offered as an alternative, and robust Crisis Resolution/Home Treatment Teams are available and they work together.

Currently in Warwickshire there are two such facilities already in operation; one in Nuneaton called Gwenda House and another in Leamington called Park House.

During changes to services within the Partnership Trust during 2007/2008 and the subsequent consultation document on the development of Adult Mental Health services in Rugby July – October 2007 (see paragraph 3.3), the agreement to look at a third provision was highlighted.

At the time the Trust was fully committed to working alongside the Commissioners to do so and purchased a property called Charles Street for this purpose.

Since this time Charles Street has never been opened or utilised as specific commissioning has never been available.

During the subsequent years since the consultation work took place, these Crisis House services which were previously run independently in many ways from the provider Trust, are now an integral part of services with admissions being gatekept by the Crisis Resolution/Home Treatment Teams provided by the Partnership Trust.

Other recent developments have included that in 2010 we opened the first Partnership Trust Resource Centre at the Railings in Rugby, as a central hub for all our clients receiving specialist services from the Partnership Trust. This development has seen all services under one roof and ensures the residents of Rugby receive specialist services as close to home and where ever possible in their own community or their own home.

A further development was creating open access to both facilities in Nuneaton and Leamington, so any client from Warwickshire could have access to either facility when in crisis.

This process was non existent at the time of the original consultation. It means that Service Users from Rugby, if they meet the criteria can be offered a crisis bed in Leamington or Nuneaton as part of their support package.

A recent review by the Partnership Trust and the crisis house providers, Rethink and Friendship Housing, looked at current demand and capacity to ensure we could meet the expansion of this provision to all Warwickshire Service Users.

3. Current Position

There are two crisis houses in Warwickshire; one in Nuneaton and one in Leamington both of which are funded by NHS Warwickshire. An additional house in Rugby was purchased by the Trust in 2008, but it has never been opened as a crisis house. Ad hoc arrangements also exist to support Service Users in crisis at Harry Salt House in Coventry.

Referring to the occupancy chart (page 3) you will clearly see that capacity currently outweighs demand and opening the referral route up to all areas will not create unmanageable demand. All of the crisis houses are currently operating at varying degrees of under occupancy.

The Partnership Trust has shared this information with NHS Warwickshire and based on these figures they are not intending on commissioning a third sector provider or commissioning the Partnership Trust to provide another facility in Rugby at this time.

Table 1: Crisis House Provision for Coventry & Warwickshire					
Property	Owners	Size	Operators	Commissioning Arrangements	Average Occupancy Levels 2009/10
Park House Leamington	CWPT	6 beds plus office accommodation	Rethink	NHS Warwickshire 3 year contract - £123,000 pa	50%
Gwenda House, Nuneaton	Warwickshire County Council	3 beds	Friendship Care and Housing	NHS Warwickshire 3 year contract - £154,000 pa	66%
Rugby Crisis House	CWPT	4 beds	Unused - £120,000 revenue required to open house	Not commissioned	0%
Harry Salt House, Coventry	Midland Heart	2 beds within CWPT Rehab Service	CWPT	Unfunded	28%

We have worked with the current Rugby Crisis Team managers and Leads who inform us that clients from Rugby are always considered for admission to the crisis facilities and that they are used on a regular basis.

3.1 Park House Leamington

The accommodation consists of 6 beds. It is currently under utilised. This figure has increased slightly since the reconfiguration of adult in-patient mental health beds; however it remains at around 50%. This facility is being used to support Services Users from South Warwickshire and Rugby. This has been the case for around the last 18 months.

The accommodation is under utilised and not in line with the expected service delivery model, as it is in a part of a building that is also used as a community accommodation base for staff from Coventry and Warwickshire Partnership Trust.

As identified in the previous position paper in April 2010, the Trust is currently the landlord without a lease. This is an ad hoc arrangement which presents a risk and cannot continue without a more formal contract in place. This will be progressed by Coventry and Warwickshire Partnership Trust.

3.2 Gwenda House Nuneaton

This Crisis House opened in June 2007, after many years of planning and advocacy for such a house by the Service User led organisation, Voices for Choices. Located next to the Wellbeing Centre, this is a small, 3-bedroomed house, its lounge and dining room enhanced by the imaginative provision of outside space at the end of the garden. The property is rented by Friendship Care and Housing from Warwickshire County Council.

Friendship Care and Housing, a Housing Association, provides support to guests who are able to stay in the house for up to 3 weeks. A flexible service, including day attendances if needed, is provided. Staff¹ are on site from 8.00 am until 10.00 pm, although the Crisis Team gate keep admissions and visit to provide clinical support. The house has 3 bedrooms, 1 en-suite, and is attractive and well-furnished, although there is no wheelchair access to the bedrooms.

The contract was tendered by NHS Warwickshire and won by Friendship Care and Housing with a value of £154.000 pa. It has recently been extended for another 3 year period, with the same specification as the Crisis House in South Warwickshire. Monitoring data is provided to the PCT, covering the number of admissions and outcomes for Service Users. Although occupancy data is not provided, it is estimated that, over the year, the house is, on average, two thirds full². Some initial discussions have been had with Commissioners and Friendship Care and Housing about occupancy levels.

Established and valued by Service Users, this house is nevertheless not used to its full occupancy. With the closure of the Avenue Clinic, Nuneaton demand has been monitored closely to ensure that admissions to hospital are avoided and early discharge facilitated.

¹ A service manager and 4 support staff

² Data provided by Phil Cullen, Team Manager

Potential Options/Recommendations

Review of current points of entry to ensure that for both houses the accommodation has access to Service Users from across Warwickshire and Rugby. This will require operational discussion and alignment as when a Service User is admitted to a Crisis House it is the role of the CR/HT to visit daily or more often to care through 24 hours a day and 7 days a week.

Currently this falls to the local team however with the potential of Nuneaton Service Users being offered a crisis bed in Leamington, and then more appropriate and effective protocols need to be developed. These protocols will need to support the Service User, Carer, Crisis House, as well as the CR/HT and will ensure consistency.

3.3 Charles Street Rugby

Following 2 high profile homicides, Coventry and Warwickshire Partnership Trust consulted on the development of Adult Mental Health Services in Rugby from 11 July until 17 October 2007. The consultation proposed new premises for all Community Teams in Rugby and relocating Linden Ward, the only adult acute inpatient ward on the St Cross site, to the Caludon Centre. The consultation document said, "We also intend to explore the opportunity to establish a Rugby Crisis House which would also enable us to reduce the numbers of patients who need inpatient care".

As part of the consultation process, Warwickshire HOSC established a Task and Finish Group comprising representatives of Rugby Borough Council and Warwickshire County Council. At the panel day on 24 September, the CEO gave a commitment to set up a Crisis House from the Trust's 2007/08 budget and to establish a Rugby Community Mental Health Centre, with funding to be provided from the 2008/09 budget. The results of the Task and Finish Group were reported to HOSC on 7 November 2007. The Trust's commitment to establish a crisis house in Rugby was reiterated in December 2007, in response to the HOSC review.

The report to the Trust Board on the consultation process in November 2007 clearly identified that the Project Team would set up a Crisis Intervention House.

On 5 December 2007, Warwickshire PCT considered the development of Adult Mental Health Services in Rugby and supported the closure of the Linden Unit and the community services development in Rugby. The Trust's commitment to the Crisis House was reiterated and Warwickshire PCT clearly "Supported the establishment of the crisis house to be available towards the end of this financial year and provided from within existing resources".

A semi-detached house at 29 Charles Street, Rugby, was bought for £160,000 in early 2008. The purchase was reported to the Trust Board on 18 March 2008 and the plan to close Linden Ward in April 2008 and to search for premises for a new Community Mental Health Centre in Rugby was reiterated. The Railings was finally purchased in 2009 and opened in June 2010.

Charles Street is a 4 bed roomed house with an integral garage and garden in a cul-de-sac in a residential area. It was originally let on a short-term basis to a family but since the autumn of 2009 provided short-term accommodation for the IAPT service until the Railings opened in June 2010. It has however been vacant since then. No revenue budget exists for a Crisis House within operational services and the property has not been used for this purpose to date.

Issues for Consideration

- For the last 18 months the Rugby CR/HT Team has been utilising Park House for any Service Users who meets the criteria. The Manager of the Rugby Crisis Resolution/Home Treatment Team has reported that there has not been one occasion when a Service User in need of a crisis bed was declined. Despite this Park House is still operating at a 50 % occupancy level. Therefore the current demand for crisis accommodation does not justify another service being developed. (Note – the full changes to in-patient beds has now been in operation for over a year)
- NHS Warwickshire are clear that they did not agree or would be in a position to fund a Crisis House and additional revenue of at least £120k which would be required to open such a facility.
- Mental Health Services CWPT has a duty to make most effective use of its resources and ensure value for money. It has annual commitments to reduce its cost base for Learning Disabilities and Mental Health by £5m per annum as part of its statutory contracts and has no spare resource.
- The non provision of a Crisis House in the Rugby locality is likely to be challenged by Service Users and Carers especially given the promises made to the HOSC as part of the consultation.
- An ongoing review of access to all crisis accommodation is underway and NHS Warwickshire is keen to see the two existing facilities provide access for all residents of Warwickshire.
- Since 2010 an excellent locally based resource centre has operated in Rugby (The Railings). This has been greatly welcomed by the people of Rugby, staff and clinicians.

Park House and Gwenda House are Warwickshire facilities and Service Users from across Warwickshire requiring crisis support are supported to use either of these facilities depending on their current capacity.

Charles Street in Rugby has not opened and could be disposed of by the Trust, avoiding further demands on resources – currently unavailable.

The review cannot at this point justify that another facility should be provided or commissioned based on occupancy levels of the other houses and the ability for open access for any resident from Warwickshire.

The Rugby CR/HT Team, at any one time, cares for around 16 Service Users who are actively receiving home treatment. At any one time only one of those may be offered admission to a crisis house with the others receiving treatment in their own home. Therefore if such a facility was opened locally, demand would not warrant the cost.

4. Recommendations

The Committee is asked to consider the following proposals in the light of current evidence on demand and the lack of available funding :-

1. Charles Street could be released for disposal. to support the Partnership Trust's estates rationalisation plans. The Committee acknowledge that at the current time, the opening of another crisis house in Rugby is not desirable or possible due to funding streams and more importantly, cannot be shown to be required due to demand and capacity.
2. That operational services continue to work with the two current Third sector providers in Warwickshire and the Commissioners, to review access, standardise procedures and practices and review the interface between the Trust and the crisis houses.
3. Key stakeholders are informed of the moves and changes that have occurred since the original agreement and that the plan around a third crisis facility cannot be justified or resourced.

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