

Modernising Inpatient Mental Health Services in Bedford Borough, Central Bedfordshire and Luton



Case for change partners:
East London NHS Foundation Trust
Bedfordshire, Luton and Milton Keynes
Clinical Commissioning Group

A plan to improve inpatient mental health care as part of our transformation of mental health services for residents of Bedford Borough, Central Bedfordshire, and Luton.

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Foreword

by the Chair of the Service User and Carer Working Group



Mack Mclean
Chair of the ELFT Bedfordshire Service User/
Carer Inpatient Redesign group

With more than two centuries of history as an institution, and of late, an abandoned shell, the Shires House building at the North Wing Site is set to be repurposed into an inpatient mental health centre of excellence.

Service users in Bedfordshire were shown the architectural plans of a new development planned for this site nearly a decade ago. The Weller Wing inpatient unit was still in operation. At that time, the plans never came to fruition.

Weller Wing was unsafe and unkempt, not conducive to wellbeing or recovery. However, since the closure of the unit, inpatients have been housed in locations much less accessible for visitors. Time-consuming, unreliable public transport, or the unpredictability of the M1 made visits to unwell relatives a greater emotional strain. Bedfordshire has never had a CAMHS inpatient facility, so young people have had to be hospitalised in other counties, far away from their families and friends.

Under East London Foundation Trust, Bedfordshire service users and carers from both adult services and services for children and young people (CAMHS) have been part of the plans since their inception. We have a service user and carer focus group dedicated to making the building design from the ground up appropriate, innovative, and sensitive to the needs of everyone who will occupy, work, and visit the unit. Patients need privacy, and to feel better connected to their loved ones. Carers and other visitors also need to feel respected, and comfortable in the hospital environment. We have



produced a survey for the wider service user and carer population, to gauge which design features are most important to them.

Through people participation, service user and carer input for the case for change has been informed by both recent and historical experience. There have been recurring themes which suggest there is a need for both environmental improvement and a cultural shift. It is clear, given our cumulative experience, that this requires a building design which fosters individual service user and staff wellbeing and resilience. The facility must be desirable to work in, to attract and retain the most dedicated staff, to create an ethos of compassion. The centre must be therapeutic, with a focus on service user rehabilitation, and individual recovery pathways. Part of this must be a smooth transition into supportive community services.

It is essential that all mental health services are improved moving forward. This Case for Change illustrates that need with specific regard to the inpatient setting. The reconstruction of this site into a proper centre of excellence is vital. The facility must exist to deconstruct the stigma of mental illness, through appropriate location and design.

It must also foster an ethos of inclusivity and diversity for all because there are more people than ever who need to both restore their wellbeing, and to rebuild their lives. Attached is the progress pride flag which represents the LGBTQ+ communities including marginalised people of colour and trans individuals. The flag is important to me – as are the values of ELFT that include respect and inclusivity.

Glossary

BLMKCCG: Bedfordshire, Luton & Milton Keynes Clinical Commissioning Group – responsible for planning and purchasing health services to meet the needs of residents in Bedford Borough, Central Bedfordshire, Luton and Milton Keynes

BLMKICS: Bedfordshire, Luton & Milton Keynes Integrated Care System – a partnership of NHS and Council commissioners and providers, organising planning and improvement of health services and supporting the integration of health and social care across Bedford Borough, Central Bedfordshire, Luton and Milton Keynes

BLMHWS: Bedfordshire & Luton Mental Health & Wellbeing Services, mental health and wellbeing services provided by ELFT in Bedford Borough, Central Bedfordshire & Luton

CQC: Care Quality Commission, the quality regulator of health and social care

CAMHS: Child and adolescent mental health services

ELFT: East London NHS Foundation Trust, provider of Bedfordshire & Luton Mental Health & Wellbeing Services, mental health and wellbeing services for residents of Bedford Borough, Central Bedfordshire & Luton

Health & Wellbeing Board: A formal committee that each Council has, which brings NHS and social care organisations together to promote integrated care and to understand and plan to meet the prevention needs of the local population.

NHSE&I: NHS England & Improvement, national commissioners and health care regulators.

The NHS in Bedfordshire, Luton and Milton Keynes: The NHS in Bedfordshire, Luton and Milton Keynes includes:

- the Bedfordshire, Luton and Milton Keynes Integrated Care System, a partnership of the NHS and Councils which is responsible for planning services to meet the needs of the population
- the Bedfordshire, Luton & Milton Keynes Clinical Commissioning Group, which is responsible for purchasing health services and for developing and overseeing plans for significant changes to health services, and
- Bedfordshire and Luton Mental Health & Wellbeing Services managed by ELFT, provider of community and inpatient mental health services for people resident in Bedfordshire and Luton.



Executive Summary

The NHS in Bedfordshire, Luton and Milton Keynes is committed to working with service users and carers and Council and voluntary sector partners to develop modern, state-of-the-art mental health services for people with mental health needs in Bedfordshire and Luton. In response to the NHS Long Term Plan, the NHS will invest around £37 million in new and improved mental health services across Bedford Borough, Central Bedfordshire, Luton and Milton Keynes between 2019/20 and 2023/24, £27m of which will be in Bedford, Central Bedfordshire and Luton. This will include mental health services for pregnant women and new mothers, children and young people, adults with common mental health problems and adults with serious mental illness, including crisis and community services.

As part of our approach to improving mental health services, we are committed to investing in inpatient mental health services, improving the quality of our hospital based services at the Luton Centre for Mental Health, and returning acute adult inpatient mental health services to Bedford following the closure of Weller Wing at Bedford Hospital in 2017.

We want to develop community and inpatient mental health services that deliver the best possible outcomes for the children and young people, adults and older adults that we serve, providing great care in a recovery-focussed and therapeutic environment, that supports our staff and teams to practice to their full potential.

The proposals include moving from the four current inpatient sites for adult residents of Bedford Borough, Central Bedfordshire and Luton (Bedford Health Village in Bedford, Luton Centre for Mental Health at the Luton & Dunstable Hospital, Oakley Court in Leagrave and Townsend Court in Houghton Regis) to two sites, a new Bedford Centre for Mental Health at Bedford Health Village and the existing Luton Centre for Mental Health. The proposals therefore include the closure of our small standalone inpatient services at Oakley Court and Townsend Court, and the re-purposing of those sites.

The proposals also include creating two new wards for children and young people at the Bedford Centre for Mental Health: at present there are no inpatient facilities for children and young people in Bedfordshire, Luton or Milton Keynes, which means that children and their families often have to travel very long distances – for example to Sheffield, Manchester or Southampton – when they need inpatient care.

We believe the proposals will significantly improve the quality of care for all residents across Bedford Borough, Central Bedfordshire, and Luton:

- The current clinical environment requires significant improvement – despite the very best efforts of our brilliant staff, the current environment does not always promote privacy, dignity and recovery. Our proposals will result in a newly built hospital in Bedford, and improvements to our existing hospital at the Luton Centre for Mental Health
- The fragmented nature of our current inpatient services, spread across four sites – five including London – with standalone, isolated units at Oakley Court and Townsend Court, do not promote the multi-disciplinary team based care that we want to provide as part of a modern, recovery-focused inpatient mental health service. Our proposals will help us to build two centres of excellence, with the right concentration of staff and expertise to provide the very best care and support
- We do not currently provide local inpatient mental health services for all residents. People in Bedford Borough and the north of Central Bedfordshire and their families currently have to travel long distances to the current inpatient units in Townsend Court, Oakley Court, the Luton Centre for Mental Health and at times to London. These distances and the often limited public transport options available to those without a car mean that families and carers are often unable to visit as easily as they would if it were local. Our proposals will mean adults from Bedford who need to be admitted for hospital

care could be admitted to Bedford, adults from Luton to be admitted to Luton and adults from Central Bedfordshire to be admitted to the facility closest to home

- There are no inpatient units for children and young people in Bedfordshire, Luton and Milton Keynes, and children and young people and their families can have to travel very long distances to access a bed, far from friends and family. It is very good news that we have now received permission to develop inpatient services for children and young people in the area, which we are developing quickly, and are involving young people and their families in discussions about interior planning and clinical design. But at this stage, we will only be able to develop a temporary facility which unfortunately won't be built with children and young people in mind specifically. Our proposals will enable children and young people from across Bedfordshire, Luton and Milton Keynes to be admitted much closer to home
- In the context of changing patterns of demand, we need to create the capacity that ensures people no longer need to travel to London, that allows people from Bedford Borough and the north of Central Bedfordshire to be admitted locally when they need it, and for people from

Luton and the south of Central Bedfordshire to be admitted to Luton, when they need it. Part of this lies in the development of our community services, alongside ensuring a recovery focused, locally based inpatient service. Our proposals include an increase in adult admission, male psychiatric intensive care, and children and young people's beds

- An opportunity to redesign the community and inpatient mental health services of the future, where we prevent more people from needing to be admitted in the first place through well-resourced community mental health services working in a joined-up way across the voluntary sector, GPs, mental health services and social care; alongside inpatient centres of excellence that provide cutting edge treatment and support, rooted in the communities in which they are based. Our proposals, along with the considerable new investment into community services, will allow us to provide much improved community and inpatient services.

The case for change lays out the context for our proposals, the proposals themselves in greater detail, and why we think this is the right thing to do. We are now keen to hear your views. At the back of this document are details on how you can get involved... please get in touch!



Introduction

The proposals contained within the document will evolve and change as we listen to service users and carers, local residents, staff and other stakeholders.

This document lays out our case for modernising inpatient mental health services in Bedford Borough, Central Bedfordshire and Luton. It briefly describes services as they currently are, before going on to outline our proposals for change, and why we think our proposals are the right thing to do.

We are interested in hearing your response to the following questions:

- Do you agree with our proposals?
- Is there anything you don't agree with?
- Are there any areas of the proposals you would like to understand more about?
- Is there anything missing from our proposals that you would like to see included?

So please get in touch!

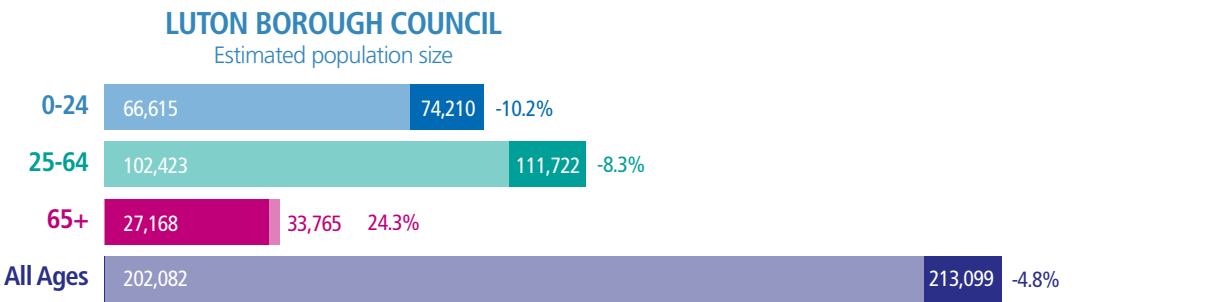
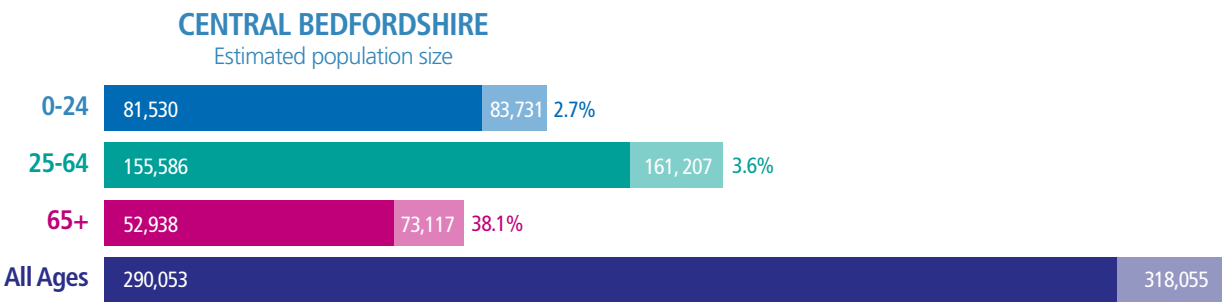
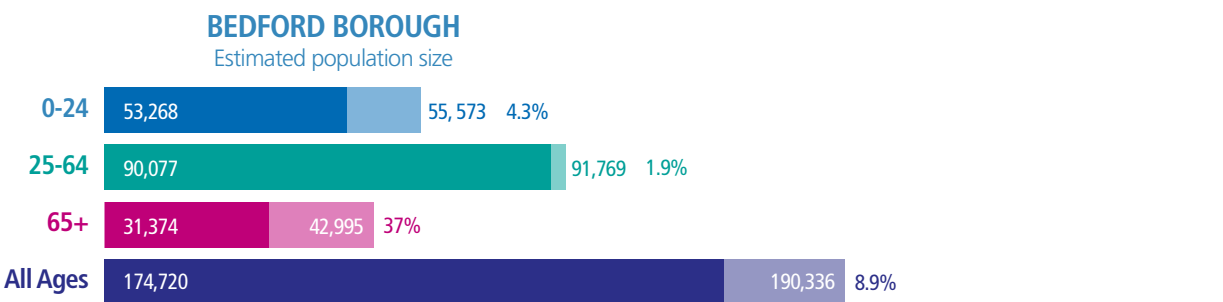
You can contact us by emailing elft.modernising_inpatientcare@nhs.net with any comments, questions or queries.



The Population of Bedford Borough, Central Bedfordshire and Luton

BLMHWS served a total population of 677,872 in 2020 according to the Office for National Statistics, with 721,335 people registered with a GP.

The total population across Bedfordshire & Luton (Bedford Borough, Central Bedfordshire and Luton Borough Council combined) is expected to increase by 4.9% between 2020 and 2035. This being driven by those aged 65 and over.



Mental Health and Wellbeing in Bedford Borough, Central Bedfordshire and Luton

What Is Mental Ill Health?

Every year, one in four people will experience a mental health problem. The overall number of people experiencing mental health problems has been increasing in recent years. The Covid-19 pandemic is also having a significant impact on the mental health of the nation, with people experiencing more mental ill health as a direct result of having had Covid-19, due to the isolation many have experienced during lockdown, and the impact of the pandemic on the economy.

People can develop poor mental health over the course of their lives for many complex reasons, including poverty, debt, unemployment and job insecurity, poor housing or homelessness, problems with family or relationships, isolation, substance misuse, poor physical health, trauma or loss as a child or as an adult.

A healthy prenatal and childhood environment, good housing, good employment opportunities, strong social relationships and healthy lifestyles can all protect people from poor mental health.

Mental Health And Wellbeing In Bedford, Central Bedfordshire And Luton

Bedford Borough, Central Bedfordshire and Luton Council Health and Wellbeing Boards have identified the mental health and care needs of the populations they serve in their Joint Strategic Needs Assessments, and all have developed Health & Wellbeing strategies to outline how they will address the needs they have identified.

[Bedford Borough Joint Health and Wellbeing Strategy](#)

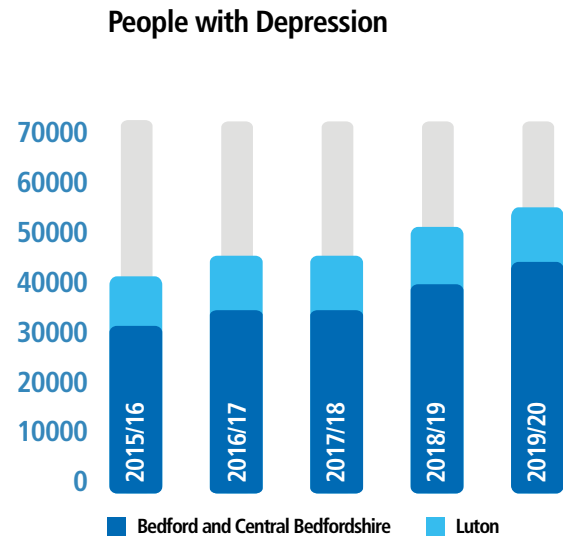
[Central Bedfordshire Health and Wellbeing Strategy](#)

[Luton's Population Wellbeing Strategy](#)

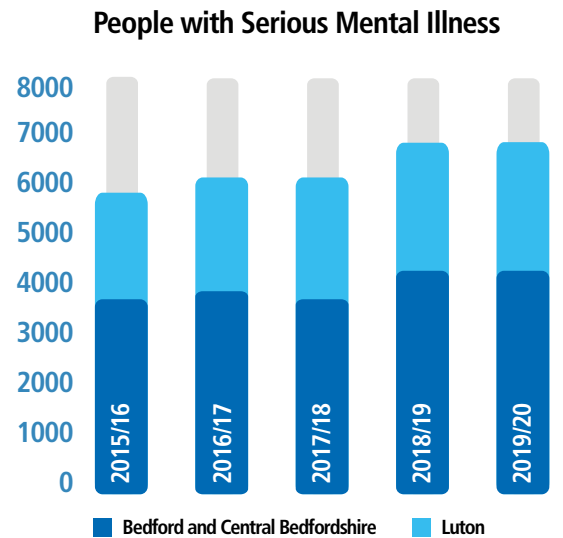
Whilst we don't have prevalence data for mental health problems in children and young people at practice level, referrals to CAMHS services increased by 33.2% between 2019/20 and 2020/21 and for eating disorders by 91% over the same period.



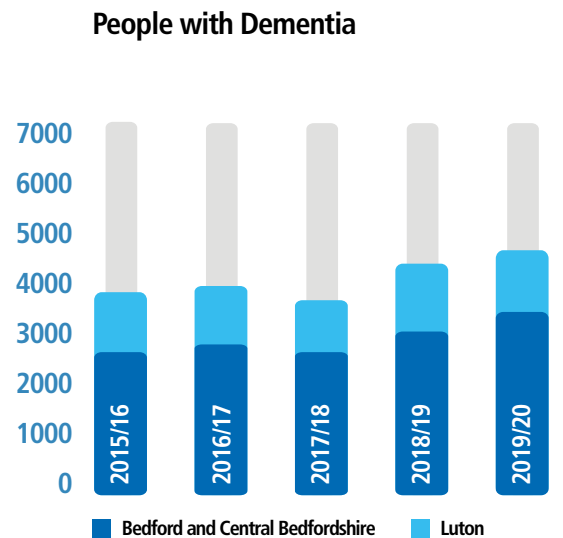
The number of people recorded by GPs with depression has grown by 39.5% to 59,794 across Bedford Borough, Central Bedfordshire and Luton over the past five years.



The number of people recorded by GPs with schizophrenia or bipolar disorder has grown by 16.5% across Bedford Borough, Central Bedfordshire and Luton to 7,035 over the past five years.



The number of people recorded with dementia in primary care has grown by 23.5% across Bedford Borough, Central Bedfordshire and Luton to 4,836 over the past five years.



Mental Health Services in Bedford Borough, Central Bedfordshire and Luton

Community Mental Health Services

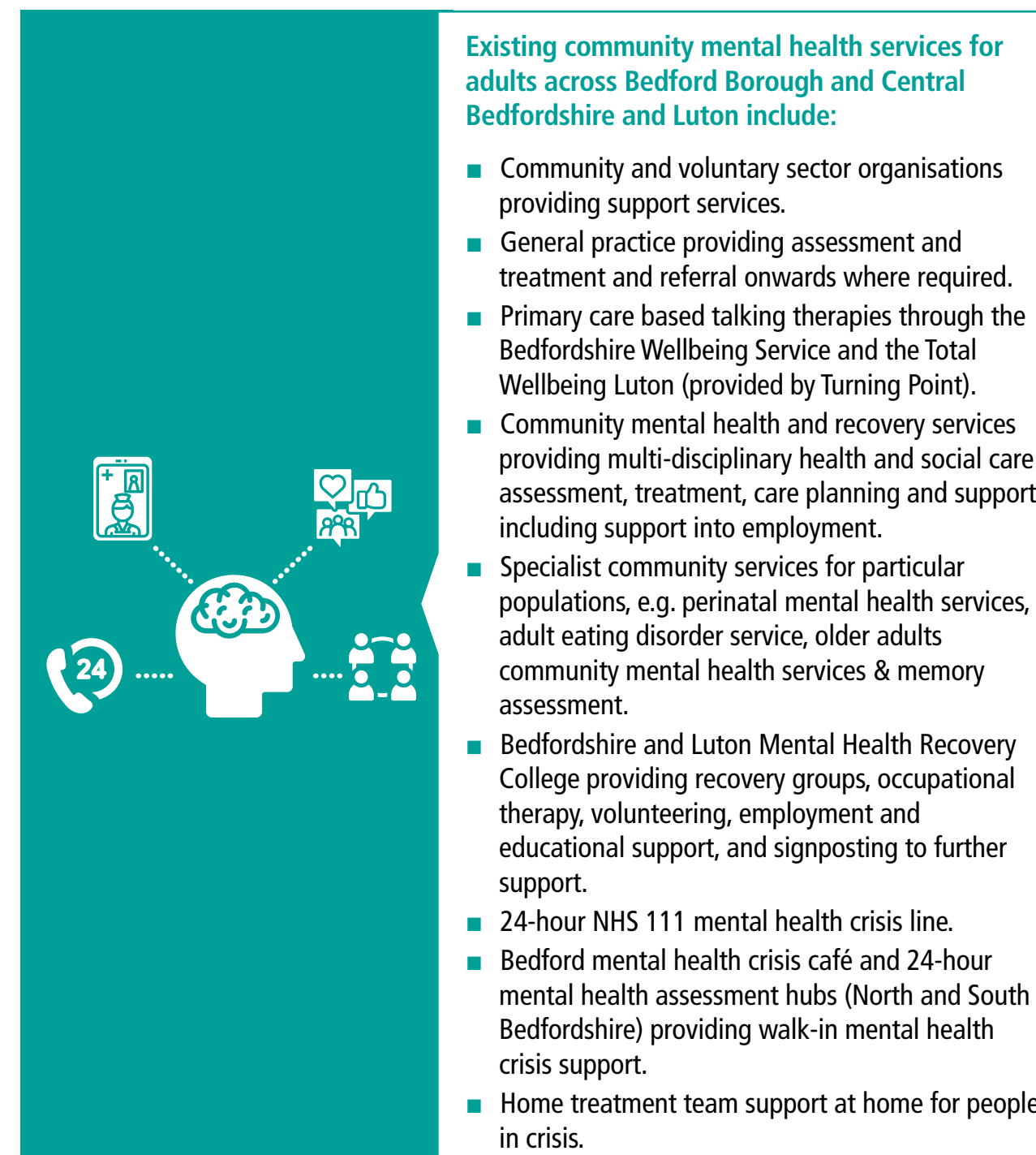
Many community and voluntary sector services provide both general support to address the causes of poor mental health, and tailored help and care specific to people with mental health problems.

GPs provide front-line treatment, and advice and guidance of where to seek specific help, and may refer on to community mental health and social care services for more specialised support. Crisis and inpatient mental health services for people with serious or urgent needs are available, and councils provide a range of social care support.



Existing community mental health services for children and young people across Bedford Borough and Central Bedfordshire and Luton include:

- Community and voluntary sector organisations providing support services.
- General practice providing assessment and treatment and referral onwards where required.
- Community based services providing multi-disciplinary health and social care assessment, treatment, care planning and support, for children and young people and their families.
- Specialist community services for particular populations, e.g. children and young people with eating disorders, learning disabilities and autism spectrum disorder services.
- 24-hour NHS 111 mental health crisis line.




Existing community mental health services for adults across Bedford Borough and Central Bedfordshire and Luton include:

- Community and voluntary sector organisations providing support services.
- General practice providing assessment and treatment and referral onwards where required.
- Primary care based talking therapies through the Bedfordshire Wellbeing Service and the Total Wellbeing Luton (provided by Turning Point).
- Community mental health and recovery services providing multi-disciplinary health and social care assessment, treatment, care planning and support, including support into employment.
- Specialist community services for particular populations, e.g. perinatal mental health services, adult eating disorder service, older adults community mental health services & memory assessment.
- Bedfordshire and Luton Mental Health Recovery College providing recovery groups, occupational therapy, volunteering, employment and educational support, and signposting to further support.
- 24-hour NHS 111 mental health crisis line.
- Bedford mental health crisis café and 24-hour mental health assessment hubs (North and South Bedfordshire) providing walk-in mental health crisis support.
- Home treatment team support at home for people in crisis.



As part of our plans to deliver the NHS Long Term Plan, the NHS in Bedfordshire, Luton & Milton Keynes is investing £37 million in mental health service provision between 2019/20 and 2023/24, £27m of which will be in Bedford Borough, Central Bedfordshire and Luton. This huge investment will substantially develop and improve mental health services for pregnant women and new mothers, children and young people, adults with common mental health problems and adults with serious mental illness, including crisis and community services. As part of our investment we will, between 2019/20 and 2023/24:



- Support 701 more pregnant women and new mothers per year into perinatal mental health services.
- Develop new maternity outreach clinics to support women with moderate mental health problems.
- Support 866 more children and young people per year into NHS funded treatment.
- Ensure that children and young people with eating disorders and urgent needs are seen within one week of referral.
- Develop 24/7 crisis services for children and young people.
- Develop 11 new mental health in schools teams.
- Support 6,492 more people per year to access talking therapies treatment for common mental health problems.
- Support 3,995 more people per year in transformed community mental health services working around Primary Care Networks.
- Provide 1,714 more physical health checks per year for people with serious mental illness.
- Support 375 more people with serious mental illness per year into employment.

Inpatient Mental Health Services

What Are Inpatient Mental Health Services?

Inpatient mental health services assess and treat people in mental health crisis and provide treatment in hospital to support recovery and manage any risks.

Inpatient mental health services assess, treat and support people with a number of conditions:

- Child and Adolescent Mental Health Service wards support children and young people with conditions such as psychotic or mood disorders, or eating disorders
- Child and Adolescent Psychiatric Intensive Care wards provide care and treatment for children and young people with mental health problems where there are particular risks or complexities regarding their mental health problem and/or treatment plan that requires intensive nursing and medical and therapeutic support.
- Acute adult assessment wards support people generally aged between 18 and 65, for conditions such as psychotic disorders (schizophrenia, drug-induced psychosis), mood disorders (depression or bipolar disorder), complex emotional needs (sometimes known as personality disorder) or adjustment disorders
- Psychiatric Intensive Care wards provide care and treatment for people with mental health problems as above where there are particular risks or complexities regarding the persons mental health problem and/or treatment plan that requires intensive nursing and medical and therapeutic support
- Older adult acute assessment wards support people generally aged over 65 or who are under 65 and are physically frail, for conditions such as psychotic disorders (schizophrenia, drug-induced psychosis), mood disorders (depression or bipolar disorder), personality disorders or adjustment disorders
- Dementia assessment wards provide assessment and treatment for people with dementia



Recent History of Inpatient Mental Health Services in Bedford Borough, Central Bedfordshire and Luton

Prior to 2017, the Trust provided inpatient services at the Weller Wing at Bedford Hospital, and at the Luton Centre for Mental Health.

The three wards at Weller Wing included Keats Ward (a 24 bed acute admission ward for men and women with mental health problems), Chaucer Ward (a 15 bedded acute assessment ward for older adults), and a seven bedded assessment unit.

In 2013 the Care Quality Commission (CQC), the quality regulator for the NHS, visited Weller Wing and in its report, noted that Weller Wing did not meet essential safety and suitability standards. The report stated that "the premises were not of suitable design and layout to adequately meet the needs of people with a mental illness" and required the provider to take remedial action. Chaucer Ward was closed, with its beds relocated to Fountains Court, on site at Bedford Health Village.

When Bedfordshire & Luton Mental Health & Wellbeing Services managed by ELFT became the provider of mental health services in 2015, the Trust continued with the process of closing Weller Wing.

In early 2016, men were no longer admitted on to Keats ward. Weller Wing became a women only ward and men living in Bedford were admitted to either Ash Ward, Oakley Court, a standalone site that was unoccupied at the time with capacity for two wards in Leagrave, Luton; or to the Luton Centre for Mental Health, which is next to the Luton & Dunstable Hospital.

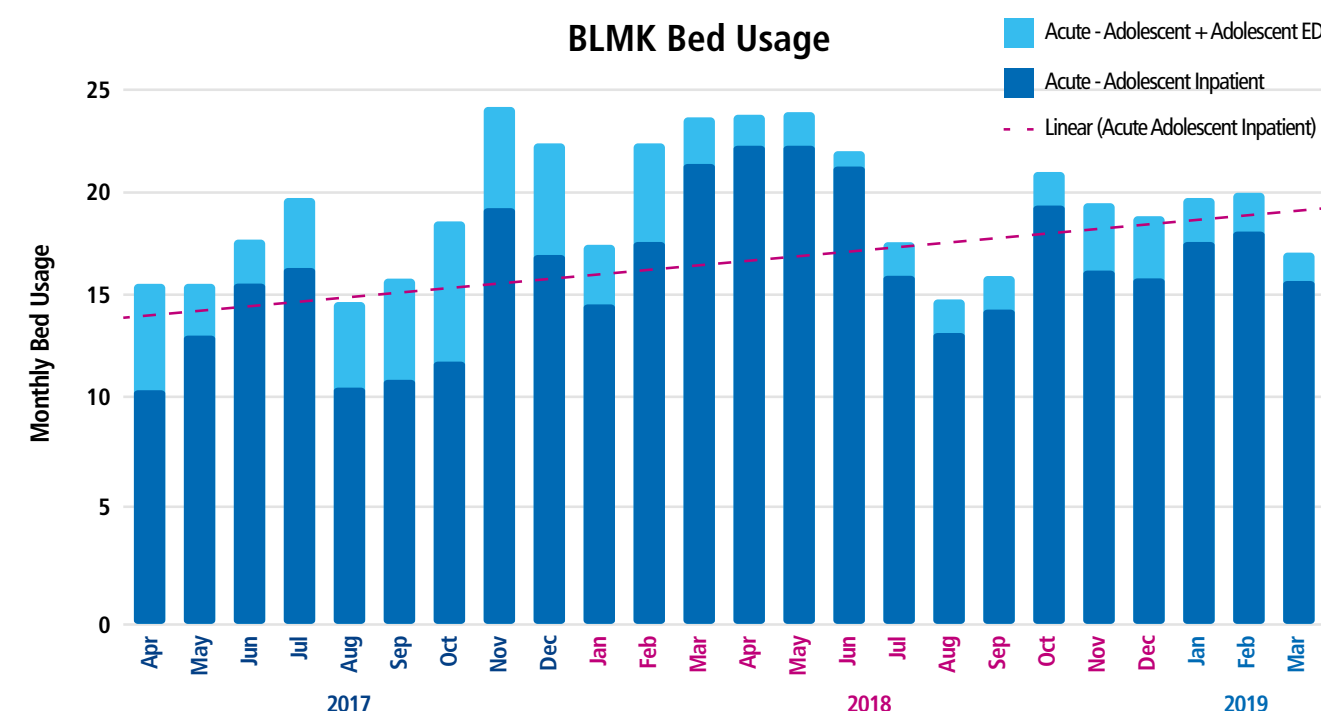
In March 2017, Keats Ward closed completely, and from that point women were admitted to Townsend Court, a standalone site with capacity for two wards in Houghton Regis or to Willow Ward, Oakley Court.



Current Inpatient Mental Health Services in Bedford Borough, Central Bedfordshire and Luton

Children and Young People

Bedfordshire, Luton and Milton Keynes currently has no beds for children and young people needing inpatient hospital care within Bedford Borough, Central Bedfordshire, Luton and Milton Keynes. This means children and young people who require inpatient admission and their families have to travel often far out of the area to access inpatient care. On average over the last three years, there have been 19 children and young people's inpatient beds in use, including for children and young people with an eating disorder. There have over the same period been an average of four children and young people's psychiatric intensive care beds in use. COVID-19 has impacted on demand for children and young people's inpatient beds, with 21 in use during August to December 2021.



The NHS in Bedfordshire, Luton & Milton Keynes has recently been awarded funding by NHS England to establish CAMHS wards in the area, including 12 acute admission and six Psychiatric Intensive Care Units (PICU) beds. The Trust is currently working with partners to set up this service on a temporary basis while this case for change and decisions about subsequent developments are confirmed.

Adults and Older Adults

Bedfordshire & Luton Mental Health & Wellbeing Services currently provides 160 beds for adults and older adults living in Bedford Borough, Central Bedfordshire and Luton, as detailed below:

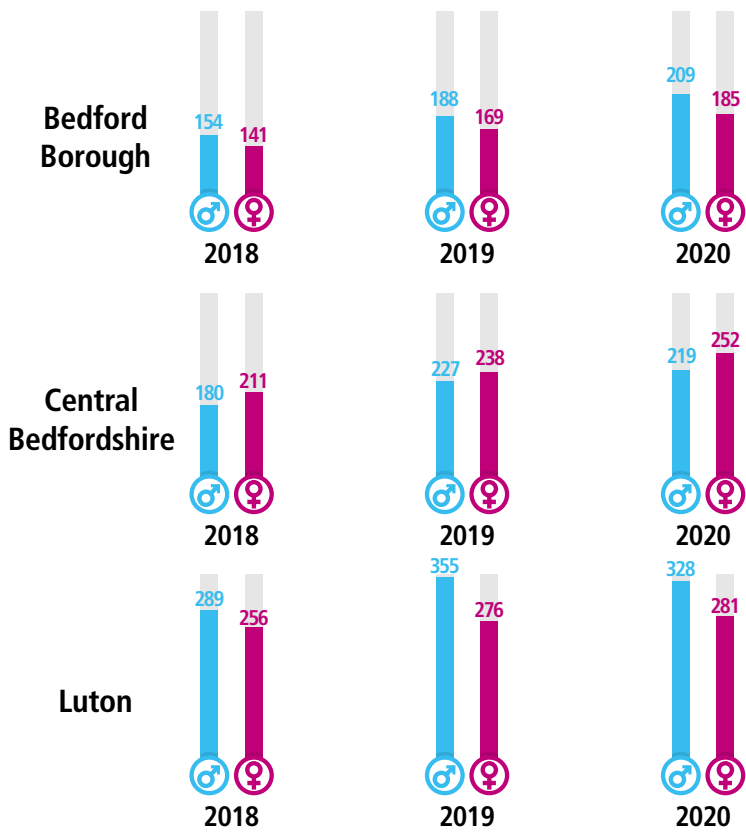


Site	Ward	Specialty	Male/Female	Beds	Location
Bedford Health Village	Fountains Court	dementia	mixed	26	Bedford
Luton Centre for Mental Health	Jade	psychiatric intensive care	male	9	Luton
Luton Centre for Mental Health	Coral	acute adult	male	19	Luton
Luton Centre for Mental Health	Crystal	acute adult	female	18	Luton
Luton Centre for Mental Health	Onyx	acute adult	male	20	Luton
Oakley Court	Ash	acute adult	male	19	Leagrave, Luton
Oakley Court	Willow	acute adult	female	11	Leagrave, Luton
Townsend Court	Townsend Court	acute adult	female	18	Houghton Regis
Townsend Court	Poplars	functional older adult	mixed	20	Houghton Regis
The Coppice	The Coppice	learning disability	mixed	0	Bromham, Bedford
Total				160	

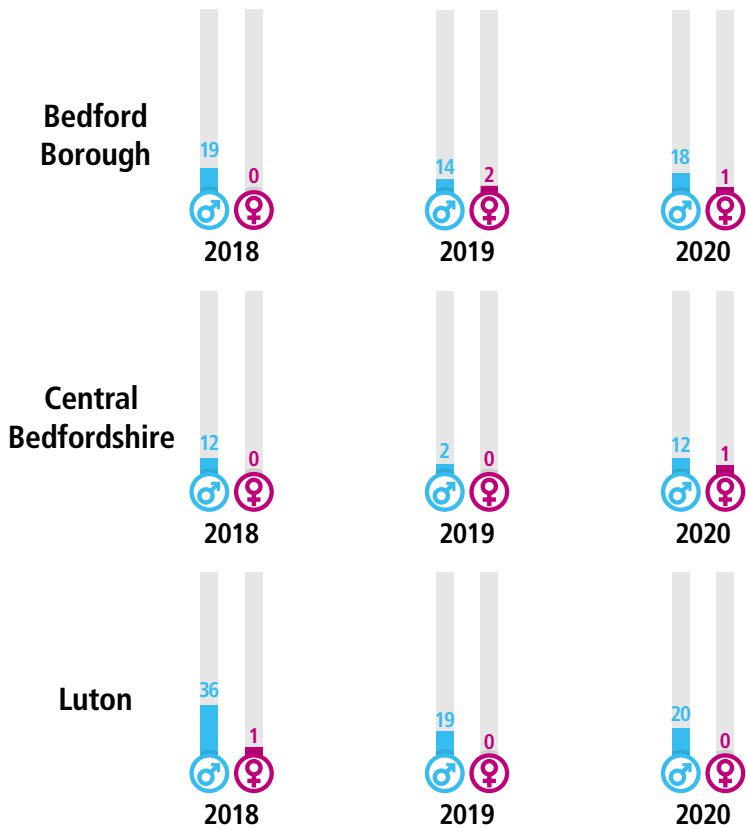
Residents of Bedford Borough, Central Bedfordshire and Luton have also used beds in the Trust’s London wards.

Over the last three years, the number of adults admitted to hospital from the council areas by specialty is detailed below. It should be noted that Female Psychiatric Intensive Care is a highly specialist service that has very small numbers of admissions, and is therefore provided at our London ward that covers the whole Trust.

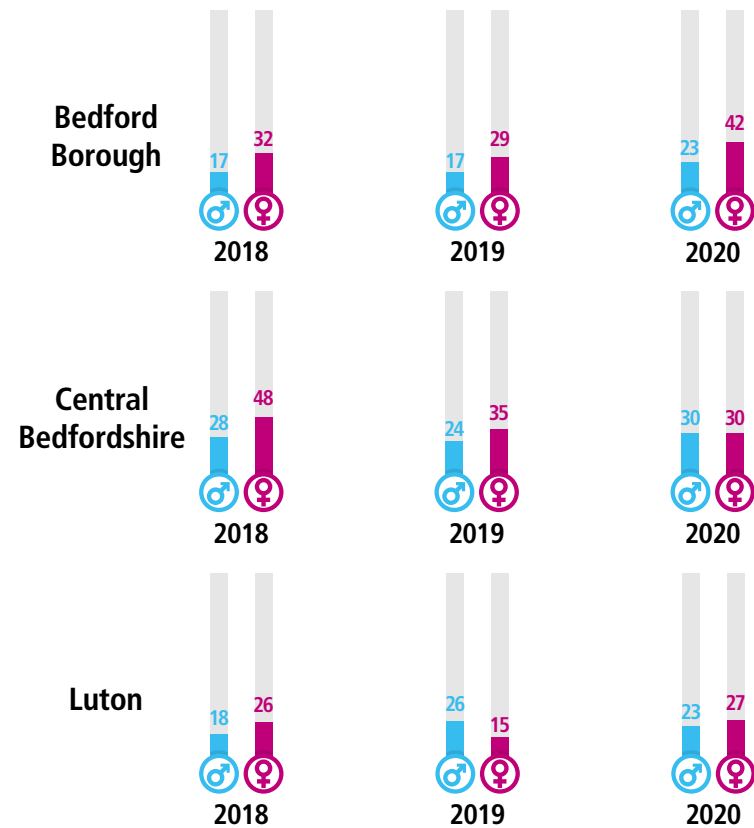
Adult Acute Admissions



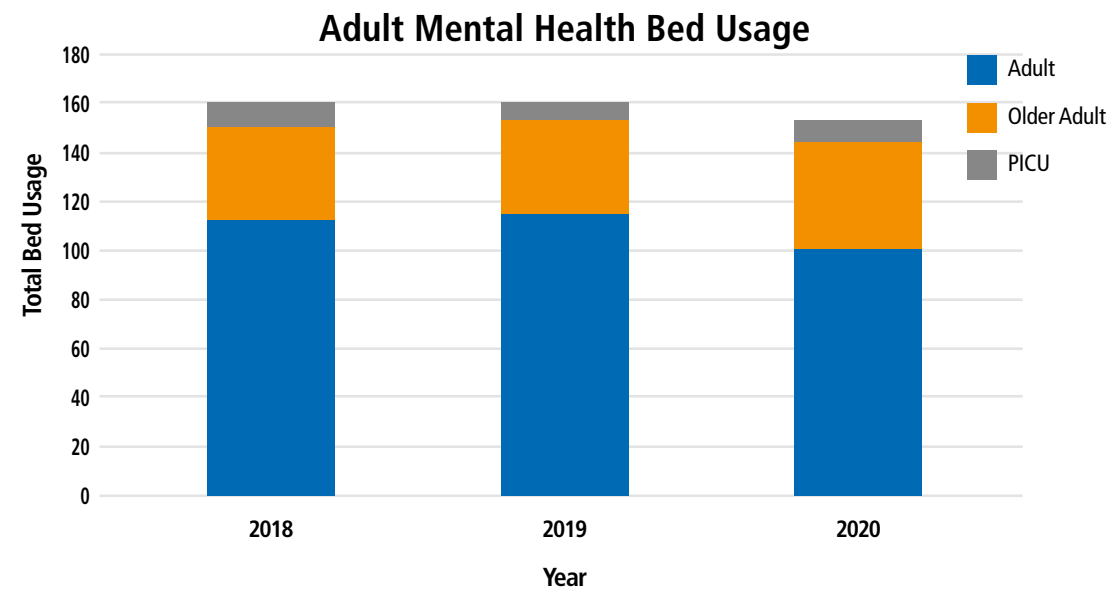
Psychiatric Intensive Care



Older Adult Acute Admissions

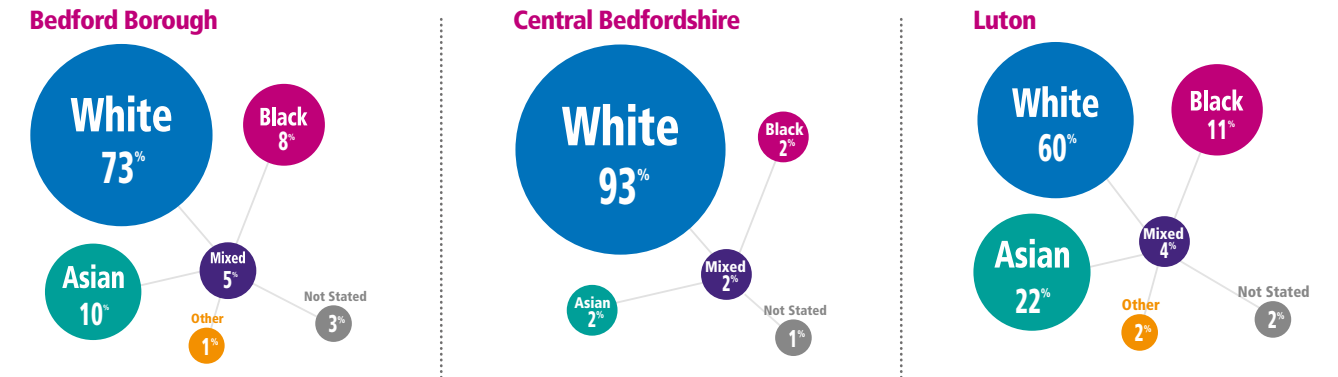


In 2020, people admitted to adult acute beds stayed on average for 24 days, to PICU for 46 days and to older acute for 60 days. On average, we have used 160 beds per year, with a slight reduction in 2020 (due to the impact of the pandemic).



In considering the modernisation of our inpatient services into the future, it is critical that they are fully able to meet the needs of the diverse population we serve across the area:

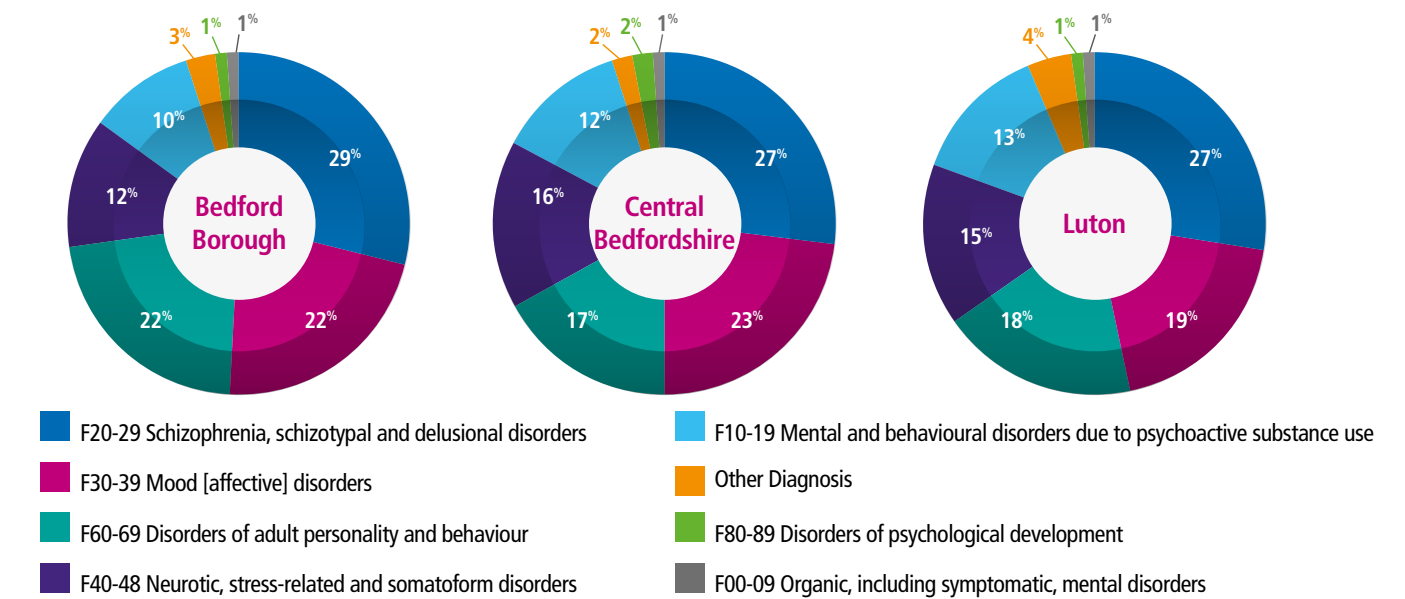
Admissions By Ethnicity 2018-2020



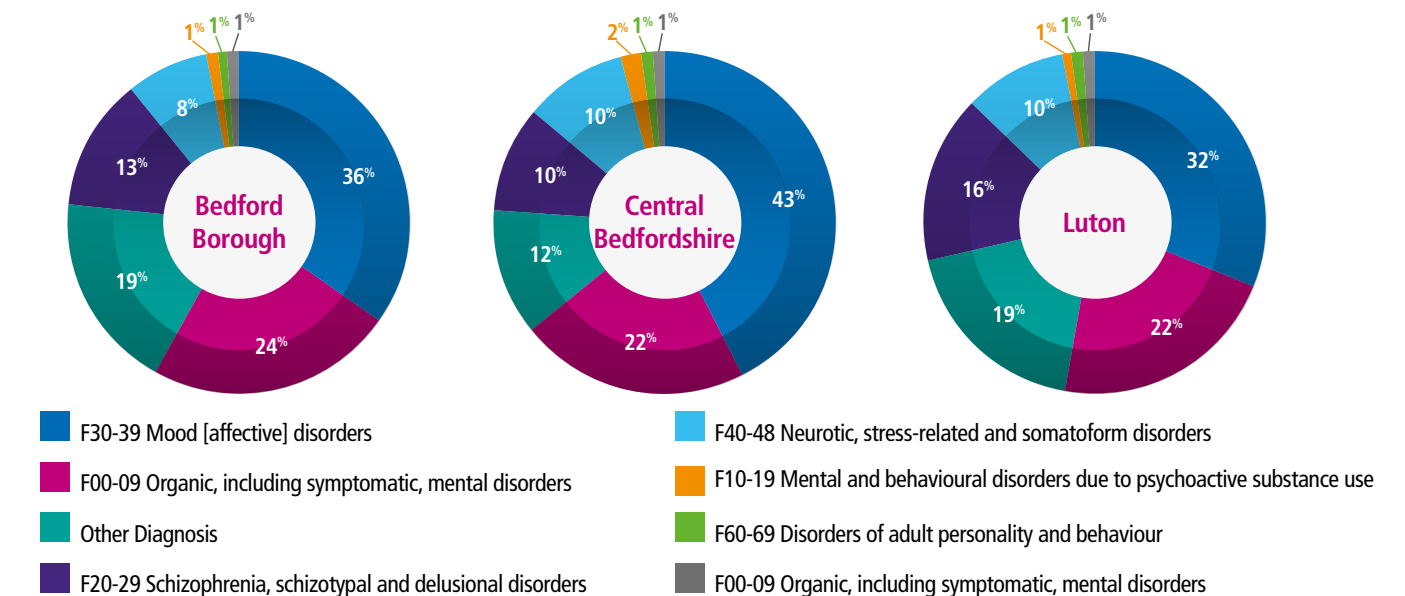
We will carry out an equalities impact assessment on our proposals which we will publish in due course.

In considering the modernisation of our inpatient services into the future, it is also critical that they are also fully able to meet the differing clinical needs of the population we serve across the area:

Acute Adult Admissions By Diagnosis



Old Age Psychiatry



¹ The ICD-10 CODE is the International Classification of Diseases, 10th Revision, this code is used to identify the coded clinical entry for each person admitted to hospital and the diagnostic codes that start with the letter "F", cover the categories of Mental, Behavioral and Neurodevelopmental disorders.

We currently have 360 staff funded to provide care and support on our adult and older adults wards in Luton and Bedfordshire, with 53 vacancies as of March 2021 including 20 qualified nurses and 26 healthcare assistants:

Post	Whole time equivalent
Qualified nurses	129.3
Healthcare assistants	155.8
Occupational therapists	18.7
Psychologists	6.7
Admin & management	6.5
Consultant	10
Speciality Doctor	9.5
Speciality Registrar (SHO)	16
Foundation Doctor	8
Total	360.5



Modernising Inpatient Mental Health Services in Bedfordshire and Luton

Why Do We Need to Change?

- We have described above the inpatient mental health provision that already exists for residents of Bedford Borough, Central Bedfordshire and Luton.
- Our current services face huge challenges.
1. The **current clinical environment**, in particular at Oakley Court and Townsend Court – requires significant improvement – despite the very best efforts of our brilliant staff, they do not always promote privacy, dignity and recovery.

2. **Current inpatient services are fragmented** and spread across four sites – five including London – with standalone, isolated units at Oakley Court and Townsend Court. They do not promote the fully staffed, multi-disciplinary team-based care that we need to provide as part of a modern, recovery-focused inpatient mental health service.

3. We do not currently provide **local inpatient mental health services**. People in Bedford Borough and the north of Central Bedfordshire and their families currently have to travel long distances to the current inpatient units in Townsend Court, Oakley Court, the Luton Centre for Mental Health, and at times, to London. These distances and the often limited public transport options available to those without a car mean that families and carers are often unable to visit as easily as they would if it was local.

4. There are **no inpatient units for children and young people** in Bedfordshire, Luton and Milton Keynes, and children and young people and their families can have to travel

very long distances to access a bed, far from friends and family. It is very good news that we have now received the permission to develop inpatient services for children and young people in the area, which we are doing as quickly as possible, however unfortunately we will only at this stage be able to develop a temporary facility which won't be designed for children and young people specifically.

5. We need to **create the capacity** that ensures people no longer need to travel to London, that allows people from Bedford Borough and the north of Central Bedfordshire to be admitted locally when they need it, and for people from Luton and the south of Central Bedfordshire to be admitted to Luton, when they need it. Part of this will be through developing our community services, alongside ensuring a recovery-focused, local inpatient service.

6. An opportunity to **redesign community and inpatient mental health services** of the future, where we prevent more people being admitted in the first place through well-resourced community mental health services working in an integrated way across the voluntary sector, GPs, mental health services and social care. Inpatient centres of excellence will provide cutting edge treatment and support, are rooted in the communities in which they are based.
- 20

The Current Clinical Environment

Service users and carers and staff highlight the very real challenges with the existing environment, emphasising that place and environment are critically important in supporting people to recover.

The best therapeutic environments are homely and open, where service users feel safe. They don't build barriers between staff and service users. They have bedrooms en-suite, sufficient space to support one-to-one and group therapeutic activity. They provide space for quiet time, for visitors including children. Environments are tailored for people with specific needs, such as learning disability or autism.

Whilst our staff teams are doing their very best to make current facilities work as well as possible, they fall significantly short of this ambition. Some of the issues with the current facilities are:

- An overwhelming sense that the environment is clinical, rather than recovery-orientated
- Most bedrooms do not have en-suite facilities, and many are dark and small
- Natural light is minimal
- Townsend Court and Oakley Court do not uniformly have sight-lines that support safe care
- Jade Ward is small and cramped, with very little outdoor space or natural light, which are critical for people who are most unwell. It does not meet the National Association for Psychiatric Intensive Care environmental standards
- Communal areas are cramped and there is limited communal space
- There are few calm, therapeutic spaces for patients to have some privacy or quiet.



Service users, carers and staff share their thoughts and views:

“ We need more homely, clean places – we need people to feel like they matter ”

“ I've been in and out of inpatient care over many years. I want to see a better place to recover in the future ”

“ I want to stay in a place where I feel proud of the environment because I have played a part in creating it ”

“ I don't want to stay in dark, small rooms – they make me feel claustrophobic ”

“ Does everything have to be so white and clinical? It doesn't help me get better. It doesn't feel very homely ”

“ A gym facility would be amazing – if people are used to that at home it would help them keep a sense of normality ”

“ Can we provide more education and activities for adults too? Just watching TV isn't enough ”

“ I want to be somewhere where I feel safe and secure ”

“ A place where we can have some quiet time would make such a difference ”

“ I would love to have a space I can go to in my break, such as a room to get some 'downtime'. Happy staff = happy patients! ”

“ As a carer, I want to visit my son in a private place, away from other patients where I can talk to him properly. Not in a corridor or busy dining room where everyone can hear us ”

“ It would be brilliant to provide facilities for people with a learning disability, or who have autism or sensory impairments – such as low stimulus rooms with soft, calming colours, subtle designs and softer lighting. ”

Our Current Inpatient Service Offer is Fragmented

Staff emphasise the significant challenges the isolated facilities at Townsend Court and Oakley Court bring. For example:

- the logistical problems accessing the broader multi-disciplinary team, such as crisis response team in the event of an incident, medical cover out of hours, therapy or pharmacy support
- the fact that it is much more difficult to build a comprehensive mental and physical health offer, due to the fact that there are no physical health professionals such as district nurses, or physiotherapists, on site, as there would be if the facility was located on an acute or more general health site
- the impact the isolated units have on their ability to build a more general team culture, the ability of staff to mix formally and informally to share knowledge and expertise
- the impact the isolated units have on our ability to tackle the recruitment and retention issues the units have
- the impact the isolated sites have on clinical and managerial leaders' capacity and ability to provide visible, present leadership

Staff share their thoughts and views:

Being located in an industrial estate means it's not good from a community perspective – patients have no access to community resources as they recover, such as shops, cafes or garden centres

It's currently really challenging to recruit for – access to peer support is harder in remote units and puts some people off. Not just doctors, but OTs, nurses too!

My greatest concern is safety – remote units are too far away from rapid response teams and access to medical care

The culture and staff wellbeing will definitely improve – by having everyone in one place, we can invest in facilities such as coffee shops, and also staff will feel safer and not be working in such a stressful situation as response teams will be there if they need them

In a remote unit the therapeutic offer is much more difficult. For example one OT is spread across four wards so it's really limited what they can do

It's really difficult to manage services efficiently and safely when the wards are dispersed

Local Inpatient Services

Service users, carers, and staff have consistently raised the problems for people living in Bedford Borough and the north of Central Bedfordshire needing to travel some distance. They often travel over an hour by car, and longer by public transport, to travel to current inpatient services, all of which are in Luton.

As a carer, I want my son to have somewhere to get better that's closer to home, so he can feel part of his own community and I can pop in to see him more

Currently patients are assessed in Bedford and then transported to the remote unit – it can have a negative experience for the person being admitted

Remote locations mean it's hard for patients to have visitors, because it's hard to get to

Patients in Bedford are now further from home when they go to hospital and their families have further to travel to visit

For children and young people currently dependent on inpatient care that can be as far away as Scotland, travel can be a huge problem. Being able to access local inpatient services, with on-site education which is networked into their own schools, much closer to family, friends and community support, is one of the most important areas of development.

I want to be closer to home – when I was 13, I had to go to Essex which was miles from Bedford. My friends couldn't visit me, and my family couldn't come as often as they wanted to

There needs to be some transition for young people as they move to adult wards – they can't go from a nurturing environment to a harsh clinical one

Creating the Capacity

Bedford Borough, Central Bedfordshire and Luton cover a large geographical area.

Moving to two sites in Bedford and Luton will mean people living in Bedford Borough and the north of Central Bedfordshire have a new inpatient facility on their doorstep. Luton already has one, but by creating the new facility in Bedford we will be able to ensure that there is sufficient capacity in Luton for residents of Luton, meaning no one will have to travel to London wards.

The population of Bedford Borough, Central Bedfordshire and Luton is growing and changing. By 2035, current estimates are that the population will have grown by 4.9%, with more significant growth in people aged over 65.

It is the clear view of our clinical leaders that the NHS Long Term Plan and the consequent improvement of our community mental health services will help us to develop a robust, resilient, recovery-focused offer of support to residents of Bedford Borough, Central Bedfordshire and Luton. This new support will be able to provide support sooner and therefore prevent, where possible, people needing to be admitted to hospital.

We will publish fuller demand and capacity assumptions in due course, but at this stage we are confident that future additional demand for adult assessment can be met by growing our community services and a small increase in the number of beds available.

We are currently exploring the potential impact of the significant population growth predicted in the over-65 age group across all of Bedford Borough, Central Bedfordshire and Luton through to 2035 - and what this will mean for community services and inpatient services.

We must also be better able to meet the needs of people with specific needs. For example, we must be able to support a person who has a learning disability as well as a mental health problem that requires inpatient admission for care and treatment.

The Coppice is a standalone inpatient facility for people with a learning disability who are experiencing a mental health crisis. In line with good practice, admissions to the Coppice have reduced significantly over recent years and it has not been operational since 19th June 2019 (it would have opened to support individuals where clinically assessed that this would have been appropriate).

Over this period, our Community Intensive Support Team, which provides 24-hour crisis service in the community, has supported many more people at home: when an admission has been required, people have been admitted to our existing mental health wards and provided with care and support from both our mental health and learning disability teams.

Redesign Community and Inpatient Mental Health Services of the Future

With the focus of the NHS Long Term Plan on community mental health services, and the proposals we detail here for inpatient services there are many opportunities for us to reimagine how we want to deliver mental health care for years to come. Our staff see this as an opportunity to redraw the way we deliver inpatient care, with service users and carers active and equal partners in designing the new model of care.

“ We need to develop a hospital for the future, not just replicating what we’ve had in the past ”

“ We want to offer holistic, integrated care – to work closely with community crisis and recovery teams in Bedford, and also speech and language, and physios. It will be a true community health model ”

“ At Bedford Health Village we will have an opportunity to work more closely with community services and the recovery college ”

“ The new unit will allow much better educational facilities for staff than we have now and much better training opportunities ”

“ I want something cutting edge and future proof for people in the region ”

“ We want our facilities to match and provide the best professional opportunities for them to train and work. A centre of excellence with the best facilities and access to staff with wide-ranging expertise will make a huge difference and make it easier to attract the best staff of the future. ”

“ I want to see a more inclusive, person-centred facility where we re-think the norms - that can tailor care to individual patients’ needs ”

“ In the future, I want patients to feel like part of a community, not a hospital. ”





Our Proposals

To Modernise Inpatient Mental Health Services for Residents of Bedford Borough, Central Bedfordshire and Luton

Our Vision

Our vision is to develop community and inpatient mental health services that deliver the best possible outcomes for the children and young people, adults and older adults that we serve, providing great care in a recovery-focused and therapeutic environment, that supports our staff and teams to practice to their full potential.

We propose to develop a state-of-the-art new inpatient mental health service at Bedford Health Village. The new service will be built in line with current clinical and architectural best practice, with sufficient capacity to meet the current and future

needs of our populations, and strong links into the communities we serve. We will also further improve the quality of our established inpatient services at the Luton Centre for Mental Health adjacent to the Luton & Dunstable Hospital.

Bedford and Luton centres for inpatient mental health services would form part of our comprehensive mental health offer, and be supported by, and complement, community mental health services across Bedford , Central Bedfordshire and Luton.

Our Aims



In taking forward our proposals we aim to:

- Ensure that the plans are co-produced with service users, carers, residents, and staff.
- Develop newly built, state-of-the-art inpatient services that provide the highest possible quality recovery-orientated environment for service users.
- Develop our two proposed centres for inpatient mental health services at Bedford Health Village and the Luton Centre for Mental Health, as centres of excellence, where expert health and care professionals work together to provide the very best clinical care and therapeutic support.
- Develop our inpatient services as part of a comprehensive mental health service, including improved community services working around neighbourhoods/primary care networks, accessible responsive community crisis support, and a robust accommodation pathway for people with mental health problems who need housing with support or registered care.
- Develop the sites as health villages, including building connections and relationships with the local community and community organisations, and taking into account infrastructure requirements.
- Ensure that we meet and exceed CQC standards that previous facilities in Bedford failed to achieve.

- Ensure that our inpatient services are local and accessible, with a new unit based at Bedford Health Village, and with continued local provision and access to Luton services for people living in the south of Central Bedfordshire at the Luton Centre for Mental Health.
- Ensure that our inpatient services are future-proofed against growing and changing needs in the populations we serve.

Our Proposals

The proposals include moving from the four current inpatient sites for residents of Bedfordshire and Luton (Bedford Health Village in Bedford, Luton Centre for Mental Health at the Luton & Dunstable Hospital, Oakley Court in Leagrave and Townsend Court in Houghton Regis) to two sites, at Bedford Health Village and the Luton Centre for Mental Health. We propose to:




Build a new mental health inpatient centre for mental health at Bedford Health Village, including:

- Three 18 bedded acute adult assessment wards, relocated predominantly from Oakley Court and Townsend Court, which would close.
- An 11 bedded psychiatric intensive care unit, relocated from the Luton Centre for Mental Health.
- A 12 bedded Child and Adolescent Mental Health assessment ward.
- A 6 bedded Child and Adolescent Mental Health Psychiatric Intensive Care Unit.
- A s.136 suite.
- Clinical, educational and office space.



Improve the quality of our existing facility at the Luton Centre for Mental Health:

- Create a new older adults ward on the current Crystal Ward, relocating from Poplars Ward at Townsend Court.
- Re-design and extend Jade Ward, relocating the current Crystal to Jade Ward, with swing capacity into the adjoining Coral Ward to allow for flexible use of beds across the two wards whilst preserving the male and female specific wards.
- Refurbish Onyx Ward.
- Potentially to create a new educational facility on site.

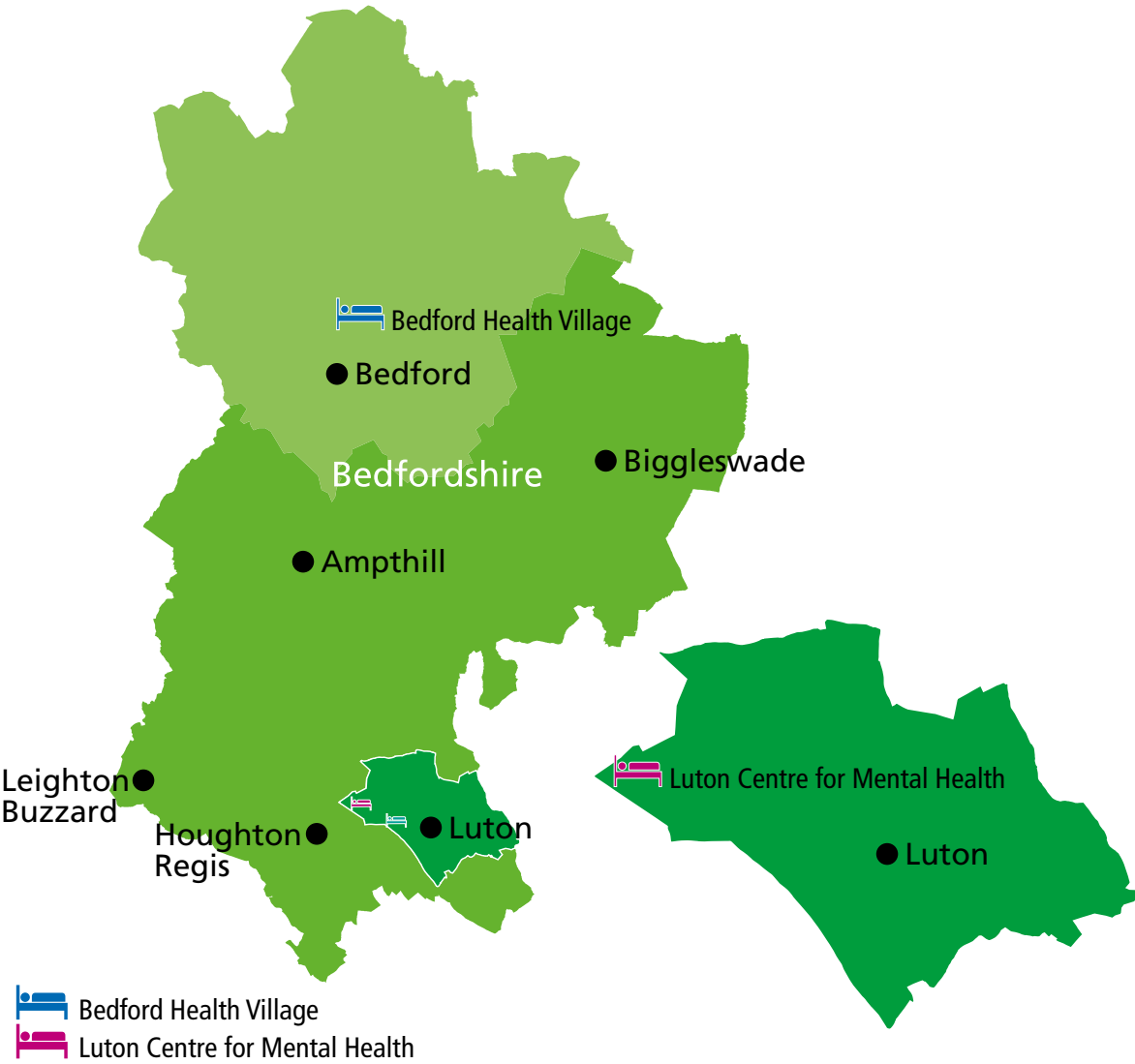


Develop and improve our community services:

- Deliver on the NHS Long Term Plan by growing, improving, and transforming our community mental health services for children and adults.
- Determine with partners proposals for the use of the Townsend Court and Oakley Court sites that are aligned to our key priorities

As part of our plans, we are proposing to close the Coppice permanently, and ensure that people with a learning disability who are experiencing a mental health crisis are admitted to one of our proposed two hospitals at the Bedford or Luton Centres for Mental Health. We will ensure that the environment and clinical care is established to provide the best possible care and support.

Our proposals for how the inpatient beds will be configured are described in the table below. We are proposing at this stage a net increase of 6 acute adult beds, 2 psychiatric intensive care unit beds, 12 child and adolescent assessment beds, and 6 child and adolescent psychiatric intensive care unit beds.



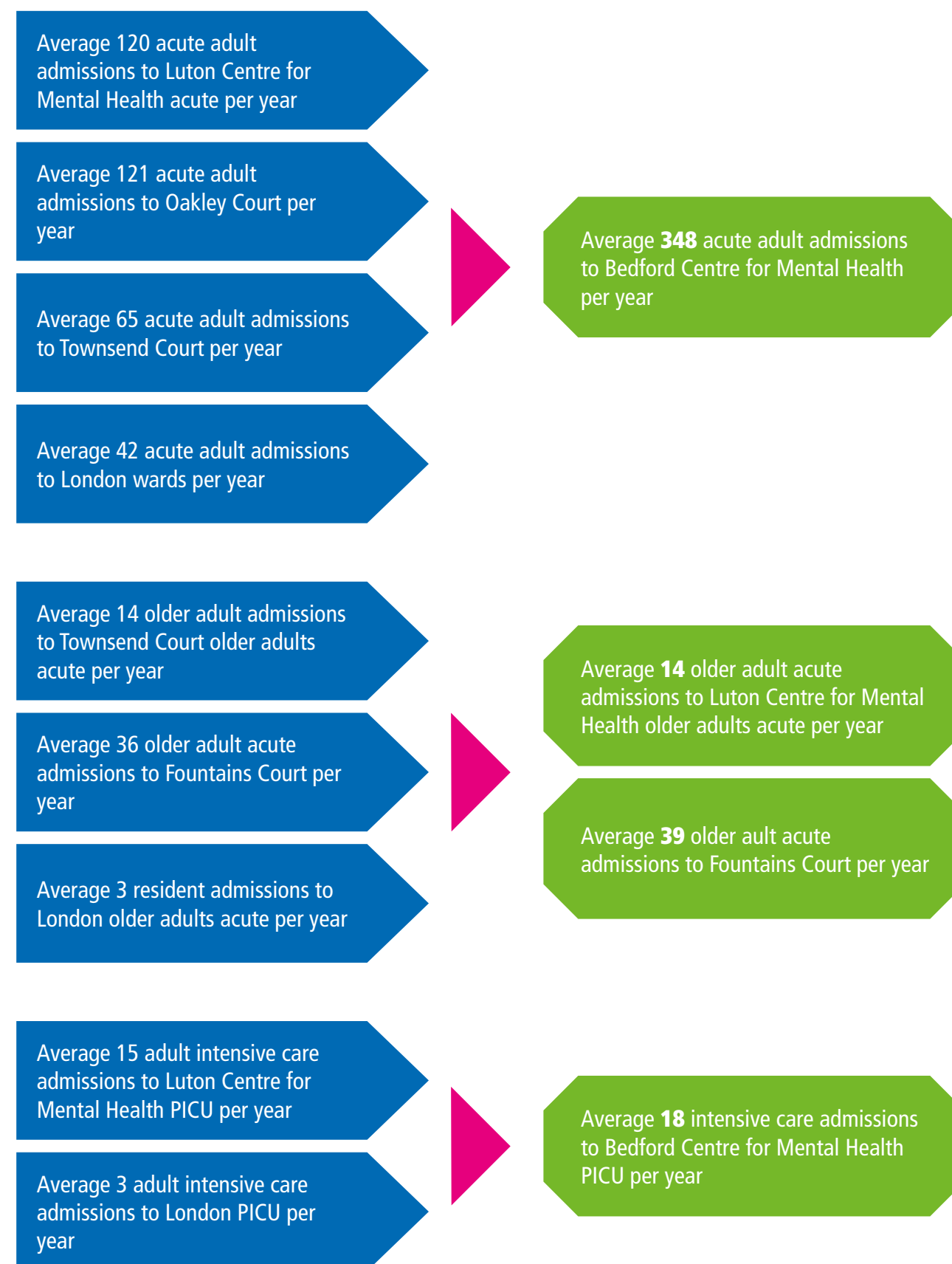
Site	Ward	Specialty	Male/Female	Beds	Location
Luton Centre for Mental Health	New Ward	older adults	mixed	20	Luton
Luton Centre for Mental Health	Coral	acute adult	male	19	Luton
Luton Centre for Mental Health	Crystal	acute adult	female	18	Luton
Luton Centre for Mental Health	Onyx	acute adult	male	20	Luton
Bedford Health Village	Fountains Court	dementia	mixed	26	Bedford
Bedford Health Village	New Ward	acute adult	male	18	Bedford
Bedford Health Village	New Ward	acute adult	female	18	Bedford
Bedford Health Village	New Ward	acute adult	female	18	Bedford
Bedford Health Village	New Ward	psychiatric intensive care	male	11	Bedford
Bedford Health Village	New Ward	children and young people	mixed	12	Bedford
Bedford Health Village	New Ward	children and young people PICU	mixed	6	Bedford
Total				186	

Figures result in a net increase of 26 more local beds

¹ One of the Bedford Health Village new acute adult wards would have the facility to extend the number of male/female beds.

For residents of Bedford Borough, the chart below shows the situation now compared to our plans for the future: ¹

Implications for Bedford Borough Residents



For residents of Central Bedfordshire, the chart below shows the situation now compared to our plans for the future:

Implications for Central Bedfordshire Residents

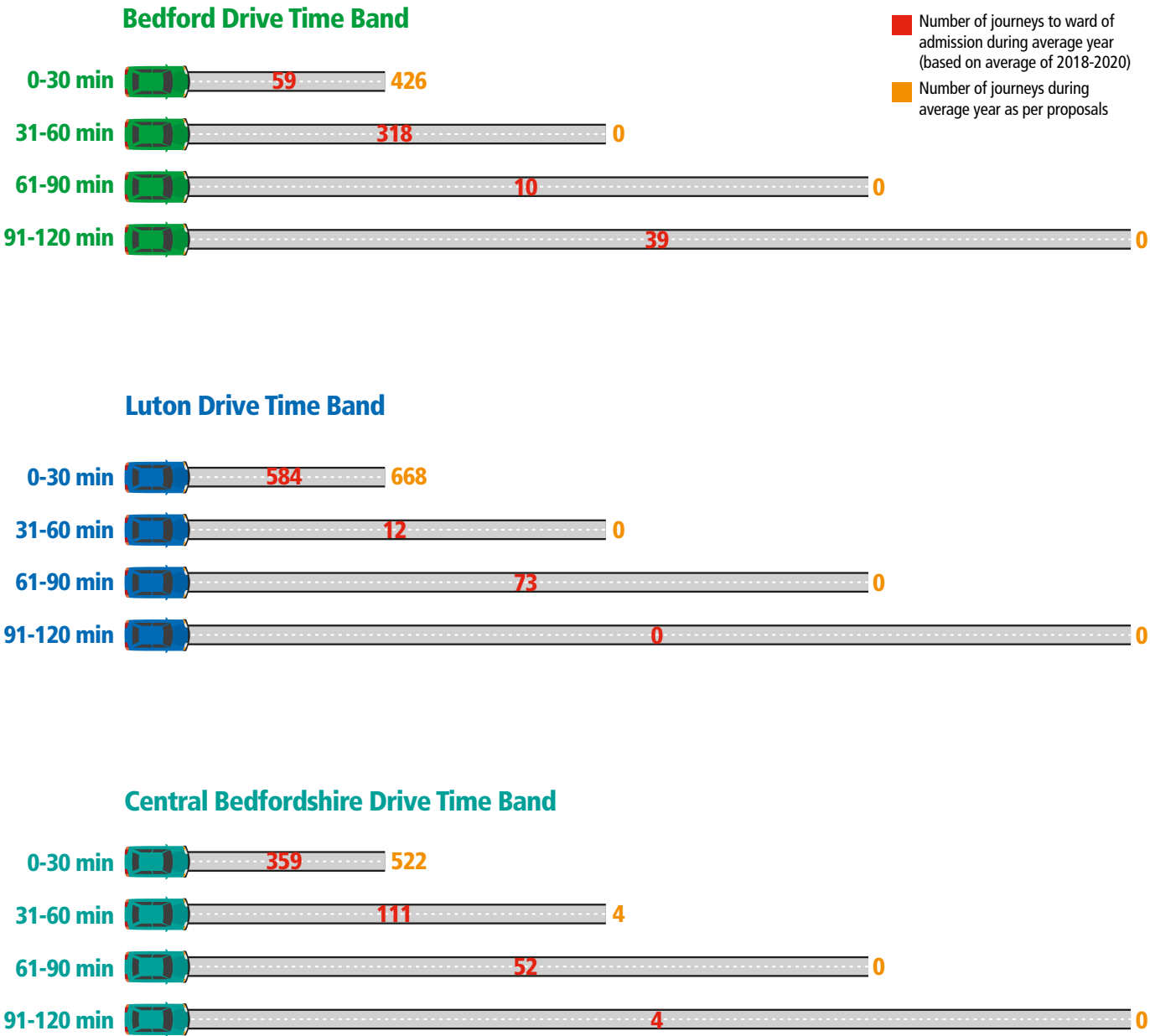


For residents of Luton, the chart below shows the situation now compared to our plans for the future:

Implications for Luton Residents



We will commission specialist transport analysis to help understand the impact of the proposals on driving and public transport travel time for residents across the area in detail, and will publish our findings in full when they are available. Preliminary analysis suggests that per year the average drive time for residents by council area would be as follows³ :



³ Note that the drive times currently exclude the impact of re-locating male PICU from Luton to Bedford, which would impact on average 18 Bedford residents, 9 Central Bedfordshire residents and 25 Luton residents. Details will be included in report to be published.

Bedford Health Village

We have determined Bedford Health Village as a preferred site for development of our new facility in Bedford and are in the final stages of agreeing Heads of Terms with NHS Property Services, who hold a long lease on the site.

Bedford Health Village is a centrally located site, with sufficient space for us to develop a new facility with the number of wards identified above, and sufficient green space and natural light.

The site has a number of existing health services on site, including community mental health services, community health services (such as district nurses and physiotherapists) and a GP surgery. There are substantial opportunities as a result to develop a much more integrated mental and physical health offer to people who are admitted.

Bedford Health Village, and in particular Shires House, has a long-standing history, dating back to the 1790s. We would intend to honour that history in the design of the new facility, and in particular with regards to the requirements of the Heritage Office of Bedford Borough Council.

We are committed to promoting the health and social and economic wellbeing of the communities we serve. In planning and delivering our proposed new hospital we will therefore ensure sustainability, environmental friendliness and social value procurement of suppliers.



What Difference Will the Proposals Make for Local Residents?

This is a once in a generation opportunity to reimagine our community and inpatient mental health services and bring significant benefits to our service users and carers.

Staff member: Good design can make a tremendous difference to the experience of service users and staff in hospital. Having good therapy space, bedrooms, both communal space to meet others and private space to have quiet time, and private areas for friends and family to visit, including young children. Staff also need a space they can have a break and good office space so they can concentrate. These are all so important and enhance recovery. Facilities that can be used by both patients and the public could help to break down stigma, for example a gym, café, shop. We should think outside the box and do something different.

For service users and carers, our proposals will ensure that:

- Adults living in Luton, and the south of Central Bedfordshire as appropriate, will be admitted to the Luton Centre for Mental Health
- Adults living in Bedford Borough and the north of Central Bedfordshire will be admitted to the Bedford Centre for Mental Health
- Children and young people living in Bedford Borough, Central Bedfordshire, Luton and Milton Keynes who need a mental health admission will, for the first time, be admitted to a bed much closer to home, at the Bedford Centre for Mental Health
- Anybody who needs to receive care in hospital will experience a dramatically improved environment, with a homely, therapeutic feel, and which connects the inpatient service properly into the local community
- Anybody who needs to receive care in hospital will benefit from a dramatically improved clinical offer, bringing together the opportunities that a centre of excellence will bring for multi-disciplinary team working including across broader professions such as our physical health teams at the Bedford Health Village
- We'll have a dramatically improved community mental health offer, in line with the ambitions of the NHS Long Term Plan, with integrated and coherent pathways into and out of hospital
- Our staff will feel that the environment in which they work backs them to deliver the very best and safest care that is focused on recovery, with sufficient space available to support learning and development.



Five Tests of Change

NHS England and Improvement has set out five tests of change, in Planning, Assuring and Delivering Service Change for Patients.

We believe, at this early stage, that our proposals will meet with these tests, as follows:

1. Strong public and patient engagement - our plans to engage more broadly will build on our engagement with service users and carers to date
2. Consistency with current and prospective need for patient choice: this case for change lays out how our proposals will promote far greater choice for service users, in particular with regards to being able to access inpatient services in Bedford
3. Clear, clinical evidence base: this case for change lays out our initial view on the clinical evidence base supporting the change, and we will develop this further as part of our engagement
4. Support for proposals from clinical commissioners: this case for change has been developed in partnership across the NHS in Bedfordshire & Luton
5. Reduction in bed numbers: We are not proposing to reduce hospital bed numbers, so we do not need to demonstrate evidence for the conditions in the guidance for reduction of bed numbers detailed in the fifth test.



Next Steps

We estimate the costs of building the new facility at Bedford Health Village to be in the region of £60 million, and the costs of the refurbishment at the Luton Centre for Mental Health to be in the region of £10m. ELFT has the funds in place, and is committed to the investment.

We are currently working with the North East London Integrated Care System and the Bedfordshire Luton & Milton Keynes Integrated Care System and NHS England & Improvement to identify the capital cover, otherwise known as Capital Departmental Expenditure Limit, which we will need to have in place to progress the plans further.

Subject to agreement in principle regarding capital, preparation would likely take in the region of one year, and construction two years.

We will shortly be appointing a design team to help us start to sketch out what the new build at Bedford Health Village may look like, and help to build a more granular understanding of the costs.



Engaging with the Community, Staff and Patients

We will continue to work together with service users and carers to ensure that our proposals, as they develop, are in line with their ambitions and hopes.

We are now publishing this case for change, and inviting comments from service users and carers, staff, residents and stakeholders on our proposals. We plan to engage with as many stakeholders as possible to test and refine them.

We are interested in hearing your response to the following questions:

- Do you agree with our proposals?
- Is there anything you don't agree with?
- Are there any areas of the proposals you would like to understand more about?
- Is there anything missing from our proposals that you would like to see included?

We wish to hear from:

- Service users and people who have lived experience of mental health conditions
- Carers
- Residents (including residents in the area around the proposed site)
- Voluntary and community and faith groups
- Elected members and council officers
- Members of parliament
- Bedfordshire & Luton Mental Health & Wellbeing Service staff
- GPs and primary care staff
- Bedfordshire Hospitals staff
- Bedford, Central Bedfordshire and Luton Healthwatch
- NHS England & Improvement.




We will:

- Publish an online public survey on the ELFT website
- Hold a public engagement event open to residents and stakeholders from across Bedford Borough, Central Bedfordshire and Luton
- Hold specific engagement events with key stakeholders including service users, carers and staff

If you have any questions, queries or would like to get involved then please get in touch.

Contact Us

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Web: www.elft.nhs.uk

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 WATCH our case for change video at NHSELF

For more information on the full range of services ELFT provides please visit the Trust website at www.elft.nhs.uk.

Afterword

by Trust and CCG Chairs



Mark Lam
Chair of ELFT



Dr Sarah Whiteman
Chair of BLMK CCG

Every year, one in four people will experience a mental health problem and the overall number of people experiencing mental health problems has been increasing in recent years. The Covid-19 pandemic is also having a significant impact on the mental health of the nation, with people experiencing more mental ill-health as a direct result of having had Covid-19, due to the isolation many have experienced during lockdown, and the impact of the pandemic on the economy.

The NHS in Bedfordshire, Luton and Milton Keynes, working with councils and other partners, is committed to developing modern, state-of-the-art mental health services for people with mental health needs, strengthening and growing our community services, and improving inpatient care.

Our vision is that our inpatient services in Bedfordshire and Luton will be places that people want to visit, work, stay and get better. They will provide the very best in compassionate and therapeutic care for the people and families that use them, and our professionals and teams will feel that the environments support them to deliver that care. This document describes why we believe our vision is important and the difference we believe it will make to local people.

This is an important opportunity to improve the health and care of both adults and children and young people who live in Bedford Borough, Central Bedfordshire and Luton, and for children and young people, Milton Keynes too. We want to invest in providing more local beds for local people, which will be even more important as we emerge from the Covid-19 pandemic. We want to return inpatient services for adults to Bedford and improve inpatient services for adults in Luton. We want to build the first mental health inpatient service for children and young people in the whole of Bedford, Central Bedfordshire, Luton and Milton Keynes, meaning children and young people and their families will no longer have to travel the sometimes very long distances they currently have to, to receive the care they need.

We have a once in a generation chance to get this right, to make a difference to the mental health of people in our region. We hope you will join the conversations and share your feedback so that we design a service that meets the needs and expectations of local people.



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