

CHAPTER 1 - INTRODUCTION

1.1 Background on the Trust

The Cambridgeshire and Peterborough Mental Health Partnership NHS Trust (the Trust) was established on 1 April 2002 following an extensive stakeholder review and consultation. It is an integrated Trust, and a designated Cambridge University Teaching Trust, bringing together mental health and specialist learning disability services previously provided by two Social Services and five NHS Trusts. The Trust is also host to the Anglia Support Partnership which is the shared services provider in the Cambridgeshire health system.

The Trust's boundary is broadly coterminous with Cambridgeshire County Council, Peterborough City Council and Peterborough and Cambridgeshire Primary Care Trusts' boundaries - covering approximately 1,400 square miles and a population of over 800,000. The Trust has an annual income of £80million to provide services commissioned and funded by these organisations.

The Trust employs 3,000 staff at over 80 sites. Services are delivered in multi-disciplinary teams which include doctors, nurses, social workers, many different therapists, psychologists, support workers and administrative staff.

The Trust is managed on a locality basis with Area Directors providing the strategic and operational management of the services in the locality. The four localities are:

- Peterborough
- Huntingdonshire
- Cambridge
- East Cambridgeshire and Fenland

The Trust provides the following healthcare services:

Child and Adolescent Mental Health Services

In-patient, out-patient and day assessment and treatment services for children, adolescents and their families experiencing mental health, behavioural or emotional problems.

Adult Mental Health Services

For people with acute, severe and enduring mental illness - in-patients, out-patients, rehabilitation, day, and community services including community mental health teams and assertive outreach.

Older People's Mental Health Services

For older people with problems such as dementia and functional illnesses - in hospital, community and day care settings. Assessments, treatments, group and individual therapies and respite care.

Substance Misuse Services

In-patient, out-patient and day services for adults who are having problems connected with their use of alcohol and /or illicit drugs. Adolescent services are provided in collaboration with the child and adolescent mental health services.

Forensic services in the Cambridge locality

The team takes referrals from adult mental health services, probation service, courts and the prison service to ensure that people with mental illness and offending behaviour are assessed and offered care and treatment, including alternatives to custody where this is appropriate.

Learning Disability Services

The Trust provides specialist in-patient intensive assessment and treatment services in collaboration with the local Learning Disability Partnerships.

A wide range of stakeholders were involved in the development work to establish the Trust with a strong focus on the input provided by service users and carers. This work culminated in the Trusts vision and principles outlined below.

The Trusts Vision - Promoting mental well being through partnership

The Trust will provide responsive accessible services designed to meet the individual needs of users and their carers. It will actively seek to involve users, carers and other stakeholders in the development, delivery and monitoring of services. In its endeavours to provide best care, it will promote evidence review and reflective practice among all its staff through systematic training and research involving users and carers.

The Trusts Principles

- ◆ Services are accessible and designed, organised and delivered around the needs of service users and carers
- ◆ There is an appropriate balance between a 'locality focus' and the central organisation of services
- ◆ Staff are involved in and contribute to decision making at all levels in the Trust
- ◆ There is effective partnership working, which values and involves the wide range of stakeholders
- ◆ There is effective communication at all levels within the Trust – open, transparent, accessible
- ◆ The Trust provides effective, safe and supportive services, which are of a high quality, consistent with national policy and 'evidence-based'
- ◆ The Trust is a 'learning organisation' which adheres to a 'continuous improvement' philosophy with a strong emphasis on continuous personal development for staff, internal quality monitoring, use of external 'benchmarking', research and teaching.
- ◆ There is clear clinical and financial accountability throughout the Trust. Staff, service users and carers are clear *who* is accountable for *what*
- ◆ The Trust actively pursues anti-discriminatory policies; it is inclusive and values the contribution of staff, users and carers, irrespective of disability, age, gender, ethnicity or beliefs.
- ◆ The Trust is committed to identifying and developing leaders at all levels in the organisation

1.2 Purpose of the OBC

This Outline Business Case (OBC) identifies and justifies the preferred option and capital investment required for the redevelopment and modernisation of all Adult Mental Health, Older People's Mental Health Services, and Learning Disabilities (challenging behaviour and dual diagnosis assessment and treatment) inpatient services in the Peterborough locality. It is based on clear service objectives and provides a strategic fit with the Local Delivery Plans for the development of Mental Health services in this locality.

The document has been produced by the Cambridgeshire and Peterborough Mental Health Partnership NHS Trust, in full collaboration with a wide range of stakeholders.

The OBC:

- Identifies the strategic context to the proposed development;
- Develops the arguments for reconfiguring the mental health facilities to support the new models of care in providing mental health services;
- Considers the options and subjects the short listed options to financial and non-financial appraisal;
- Recommends the preferred way forward.

In July 1999, the NHSE Eastern approved a SOC, prepared by one of the Trust's predecessor organisations (the North West Anglia Healthcare NHS Trust) for the relocation of services onto the Edith Cavell Hospital (ECH) site. Since approval for the SOC was received the project has been amended, in agreement with local commissioners and stakeholders, to include the ten in-patient beds for adults with challenging behaviour, currently located in the Larches, Gloucester Centre, and managed by the Learning Disabilities Service, and to exclude the reprovision of the Older Peoples Mental Health Services Day Unit.

This OBC is the next step in the process to bring this overall project to fruition.

1.3 Structure of the OBC

The OBC is divided into 9 chapters as follows:

Chapter 1: Introduction

Chapter 2: Strategic Context

Chapter 3: Project Objectives and Scope

Chapter 4: Formulation and Short-listing of the Options

Chapter 5: The Preferred Option

Chapter 6: Estates and Facilities

Chapter 7: Risk Analysis

Chapter 8: Affordability

Chapter 9: Project Timetable and Management Arrangements

References

This OBC has been written as a stand alone document. It is supported by a number of appendices which provide the detailed data and analysis.

The Appendices are:

- | | |
|------------|---|
| Appendix A | Condition Appraisal and Functional Suitability of the Relevant Part of the Trust's Estate |
| Appendix B | Activity Forecasts and Bed Requirements |
| Appendix C | Output Specifications for Clinical Services |
| Appendix D | Assessment of the Long List of Options |
| Appendix E | Functional Content |
| Appendix F | Benefit Analysis (non-financial) |
| Appendix G | Capital Cost Forms for the Short-listed Options |
| Appendix H | Revenue Costs of the Short-listed Options |

Appendix K	Economic Appraisal
Appendix L	Letters of Support
Appendix M	Project Execution Plan for FBC and Construction Phase

1.4 Scope of the OBC

This OBC covers psychiatric services for Peterborough and North Cambridgeshire, comprising Adult, Older People's Mental Health Services, and Learning Disabilities challenging behaviour and dual diagnosis In-patient Services, and also an outpatient and community team base for the older peoples mental health service.

These services are currently based at the following locations within the city of Peterborough :

Adult Mental Health Services:

- The Gables - Acute In-patient Unit, 18 beds
- The Gables - High Dependency Unit, 3 beds
- Ward 5, ECH – Acute In-patient Unit, 30 beds.

Older Peoples Mental Health Services:

- Ward 1, ECH – In-Patient Unit (Functional illness), 20 beds
- Dove House, Gloucester Centre. – In-Patient Unit (Organic illness), 22 beds
- The Pines – Out-Patients
- The Pines - Community Team Base, including Medical, Psychology, Community Psychiatric Nurses and Medical Records
- The Pines – Service Management

Learning Disabilities

- The Larches – Assessment and Treatment In-patient Unit, 10 beds

Other

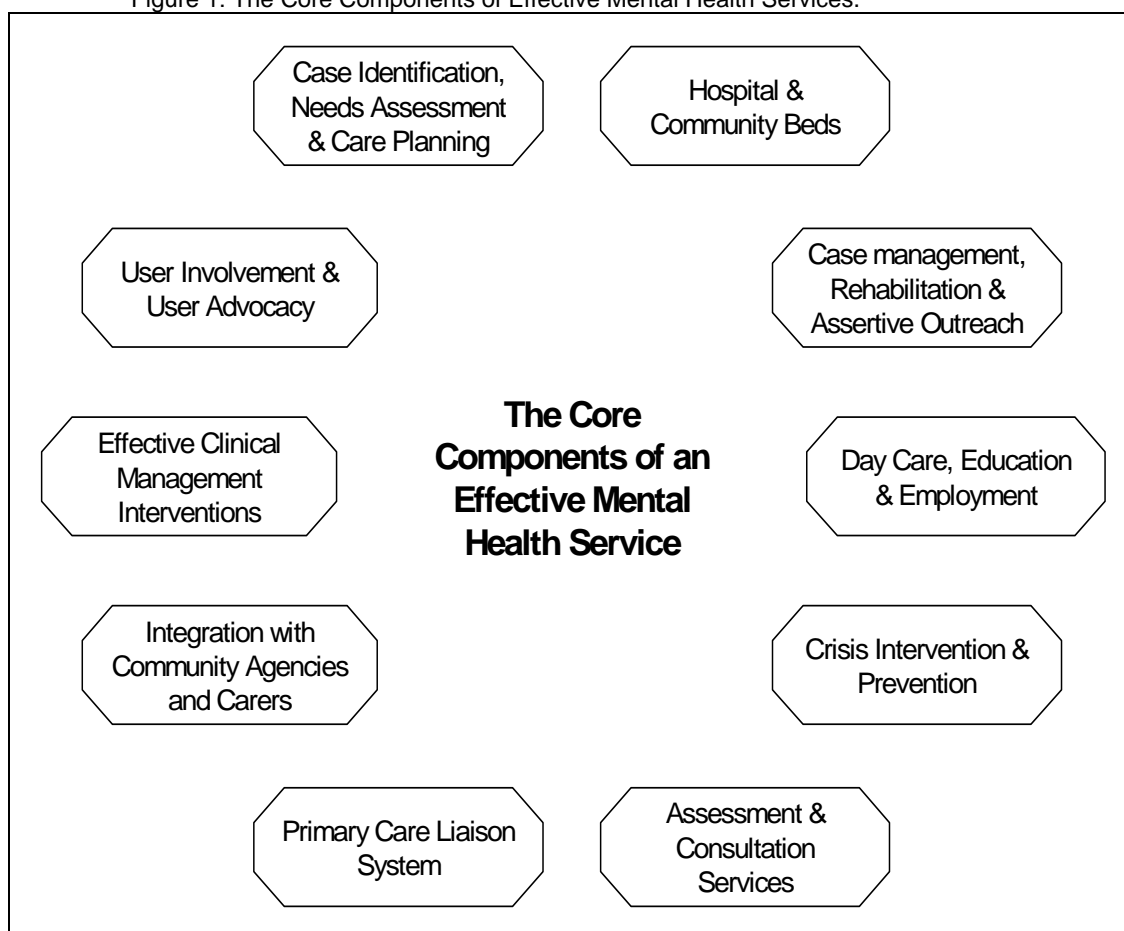
- Department of the Chair in Community Psychiatry in association with Cambridge University

The community services accommodation requirements for Older Peoples Mental Health Services currently included in this OBC will be kept under close review as this project develops. This may well be addressed out-with the OBC as implementation work on the Older People's National Service Framework is completed, and Service Development plans agreed.

All these services are part of the key components required for the provision of effective Mental Health Services as identified in 'The Spectrum of Care, local services for people with mental health problems'¹, see

Figure 1. The service developments proposed for adult and elderly in-patient psychiatry are concomitant with the whole spectrum of services that will be provided locally.

Figure 1: The Core Components of Effective Mental Health Services.



1.5 Process

This OBC has been prepared in accordance with the current guidance for capital investment in the NHS, with advice and support received from the Norfolk, Suffolk and Cambridgeshire Strategic Health Authority.

Among the guidance documents used in the preparation of the OBC are:

- The Capital Investment Manual² (CIM) Business Case Guide.
- The PFI Guidance³.
- The Green Book⁴.
- Treasury Taskforce Guidance;
 - How to Account for PFI Transactions⁵.
 - How to Appoint and Manage Advisors⁶.
 - How to Construct a Public Sector Comparator⁷.
- Treasury Procurement Guidance on Specification Writing⁸.

Information on all the documents and guidance studied as part of the preparation of this OBC can be found in the reference section at the end of the OBC.

1.6 Project Structure

A significant element of the development of this OBC was undertaken by the North West Anglia Healthcare NHS Trust and the contribution of the Chief Executive, Executive Team and staff and user representatives of this predecessor organisation is recognised.

To complete the OBC, the Cambridgeshire and Peterborough Mental Health Partnership NHS Trust has set up a formal management structure based on the guidance in the Capital Investment Manual and linked into the Greater Peterborough Health Investment Plan process. This structure will be maintained as the project develops beyond OBC approval, into the FBC and PFI procurement phases. Details of these management arrangements are contained in Chapter 9.

1.7 Stakeholder Involvement

The Trust has adopted an open approach to the preparation of the OBC, ensuring stakeholders and service users have been fully involved in the development of the options and the design of the services and facilities.

The key organisations and individuals who have worked with the Trust on the detailed development of this project are:

- North Peterborough Primary Care Trust
- South Peterborough Primary Care Trust
- East Cambs and Fenland Primary Care Trust
- Cambridgeshire Health Authority
- GP's
- MIND
- Carer's representatives
- UNISON
- Community Health Council
- Cambridgeshire Social Services Department
- Fenland District Council
- Peterborough City Council Social Services Department
- Peterborough Hospitals NHS Trust
- Norfolk, Suffolk and Cambridgeshire Strategic Health Authority

1.8 Private Finance Initiative (PFI)

The preparation of this OBC has been based on the assumption the procurement of the new facility will be through the PFI. This assumption is based on the attractiveness of the scheme to PFI consortia and the links with the development of the ECH Hospital site proposed within the larger scale Greater Peterborough Health Investment Plan. The single PFI procurement process will remove the risk of having multiple PFI partners operating on a single hospital site, ensure economy in procurement costs for both the NHS and the private sector and provide opportunities to gain from shared site services.

The characteristics of the project that make it attractive to potential PFI partners include:

- This is an entirely new project with none of the risks associated with the redesign, refurbishment and long-term maintenance of the existing buildings and building services.
- The development is located on a greenfield site that has no intrinsic problems relating to contaminated land, unsuitable ground conditions or planning restrictions.
- There are no access restrictions to the site.
- The facility will be self-contained and self-supporting.
- There are significant opportunities for innovative design.

- The package will include a range of non-clinical support services, which together with the hard FM services provide opportunities to add value to the contract.
- The Trust is committed to the PFI process and will work actively with the private sector to ensure a successful outcome to the procurement process.

1.9 Publication of the OBC

This OBC is being published in accordance with the governance guidelines on open government and NHS Executive guidance. The OBC will be published one month after it has been approved by the Norfolk, Suffolk and Cambridgeshire Strategic Health Authority.

The OBC will be available from:

- Head Office of Cambridgeshire and Peterborough Mental Health Partnership NHS Trust
- Internet – <http://healthplan.org.uk> and www.cambsmh.nhs.uk
- Peterborough City Council Central Library

1.10 OBC Sign-off

The OBC and the Appendices have been signed off by the Chief Executive and Director of Finance of the Cambridgeshire and Peterborough Mental Health Partnership NHS Trust and approved by the Trust Board. The commissioning Primary Care Trusts have also approved the OBC and have confirmed the costs of its implementation are affordable within their predicted future available funding.