

Report of the Bradford District and Craven Clinical Commissioning Group and Bradford Metropolitan District Council to the meeting of the Health and Social Care Overview & Scrutiny Committee to be held on 21st October 2021

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Subject: UPDATE ON CYGNET

Summary statement: This paper provides a joint update on the local arrangements in place for responding to safeguarding concerns from Cygnet Hospitals Health Care, Bradford.

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1. Summary

In March 2021, a presentation was made to this committee providing an overview of the actions of Bradford District and Craven Clinical Commissioning Group (CCG) in response to concerns about the quality of care, safeguarding concerns and issues raised prior to and following the publication of the CQC report on Cygnet Woodside. The Overview and Scrutiny Committee have requested an update against arrangements in place in relation to the provider Cygnet in Bradford following the publication of the CQC re-inspection report of Cygnet Woodside.

This joint report from Bradford Metropolitan District Council (BMDC) and Bradford District and Craven Clinical Commissioning Group (CCG) sets out the arrangements in place of how the System works together to safeguard service users in Cygnet, identifying roles, responsibilities and mechanisms in place to support this.

This report will also highlight the lessons learned and how these will inform and influence practice in the future.

2. Background

Cygnet Woodside was one of three Cygnet Health Care hospitals in Bradford alongside Cygnet Wyke and Cygnet Bierley.

Cygnet Woodside was an independent mental health hospital situated in Wibsey, Bradford which provided an assessment, treatment and rehabilitation service for up to nine male adults with a primary diagnosis of learning disability, who may have behaviours that challenge or other associated complex needs.

On receipt of safeguarding concerns the Local Authority Safeguarding Team, in discussion with the CCG Safeguarding Team, initiated an Organisational Safeguarding Enquiry (multi-agency response) in September 2020. This was exited in March 2021 with a range of learning identified by Cygnet Woodside.

A focused CQC inspection on 15th and 23rd September 2020 was carried out following a number of concerns relating to quality and safety and the subsequent publication of the report placed Cygnet Woodside in special measures with an Inadequate rating.

A further CQC inspection was carried out on the 16th and 17th March 2021 and a report published on the 3rd September 2021 again rated Cygnet Woodside Inadequate.

Prior to publication of the re-inspection Cygnet made the decision to close Woodside Hospital and following the safe transfer of care for the remaining patients the service ceased to exist in this form on May 28th, 2021.

Cygnet is currently looking to change its purpose to a step down unit for the Adarna Ward (for Mental Health patients with Autism) at Wyke. They are planning on reopening Woodside as Adarna House in November 2021.

Since Autumn 2020 there has been enhanced surveillance through Quality Review Meetings held on a bi-monthly basis, which are chaired by the Strategic Director of Nursing and Quality (CCG) with senior executive representation from NHS England/Improvement for West Yorkshire and Harrogate, Bradford Local Authority

Safeguarding Team, CCG Safeguarding Team, CCG Quality Team, the Police and the Care Quality Commission. The purpose of this strategic level meeting is to share intelligence across all partners (the model for enhanced surveillance has been led by NHS England/Improvement).

The responsibility for the national oversight of Cygnet Health Care continues to be the responsibility of NHS England/Improvement who hold national meetings with regional NHSE/I leads, which includes the lead for West Yorkshire and Harrogate. Local intelligence is shared by CCGs.

As a backdrop to this the Host Commissioner guidance was published in January 2021. The Long Term Plan made a commitment to improve the quality of care within an inpatient setting for people with a learning disability, autism or both. The Host Commissioner arrangements provide an opportunity to share intelligence between stakeholders, including commissioners and strengthen the link with the Local Authority safeguarding team and Safeguarding Adults Board to triangulate any issues that are identified. To note responsibility and oversight for individuals' care is held by placing commissioners.

In Bradford the Host Commissioner arrangements include Cygnet Wyke and Cygnet Bierley.

3. Report issues

Local Authority

The Safeguarding Adults Service within the Department of Health and Wellbeing responds to all adult safeguarding concerns that are received by the local authority. Anybody can raise a safeguarding concern by visiting www.saferbradford.co.uk or by calling 01274 431077.

Safeguarding concerns can be reported about an individual adult at risk or for an organisation where there might be concerns about a regime of practice affecting multiple adults at risk.

Safeguarding concerns are screened as they are received by a duty social worker and duty manager during normal working hours. Where required these are shared with police colleagues in the virtual Multi Agency Safeguarding Hub.

The Safeguarding Adults Service coordinates and chairs all multi-agency safeguarding meetings convened under the regional Safeguarding Adults policy and procedure and under the Organisational Safeguarding Enquiry policy and procedure.

Themes, patterns and trends across all safeguarding concerns received are discussed and analysed during weekly staff meetings. Where it is felt appropriate an Organisational Safeguarding Enquiry would be undertaken. This multi-agency forum enables the sharing of information by key stakeholders and joint decision-making about risk and action required.

Operations relating to Cygnet hospitals in Bradford:

On a monthly basis all safeguarding concerns received from Cygnet Hospital Wyke and Cygnet Hospital Bierley are reviewed by the Senior Safeguarding Coordinator. This information is analysed for themes and trends. Relevant data is shared with partners in the CCG via the Quality Review Meetings and via the Host Commissioner Meetings.

Each of the two Cygnet hospitals in Bradford have a link worker from the Safeguarding Adults Service whose role is to be a point of contact for advice and guidance on safeguarding adult-related issues. The link workers maintain regular contact with social work staff in each of the hospitals. As a result of having link workers direct training has been provided by the Safeguarding Adults Service to the Wyke hospital and offered to the Bierley hospital.

Between March 2021 and August 2021 the Local Authority received a monthly average of 6.6 safeguarding concerns from Cygnet Hospital Bierley. From Cygnet Hospital Wyke, during the same time period, the Local Authority received an average of 7.6 safeguarding concerns each month. The average s42 conversion rate for Cygnet Hospital Bierley was 30% and for Cygnet Hospital Wyke it was 41%.

There were no key themes apparent in the safeguarding concerns received from either hospital during this time period. The safeguarding concerns received related to a range of issues and incidents which included false reporting of abuse, altercations between service users, reporting of historical abuse, and learning or training needs for staff members.

Clinical Commissioning Group (CCG):

Currently inpatient services commissioned by all CCGs are spot purchased (where there is an immediate need for a placement) and this often leads to patients being admitted from across the country. The arrangements are clear that placing commissioners have the responsibility and oversight for those individuals whose care they commission.

However in circumstances where there is no lead commissioner NHS England/ Improvement proposed Host Commissioner responsibilities for CCG's. NHS England has suggested the Host commissioner (CCG) responsibility is based on the geographical location of the individual hospital ward/site and includes specialist independent hospital sites that do not have local formal NHS contractual relationships.

Bradford District and Craven Clinical Commissioning Group do not have a formal NHS contract with and do not commission any placements from Cygnet Wyke or Cygnet Bierley. The contract with Cygnet is a national contract which is held between NHSE/I and Cygnet Health Care.

Host Commissioner arrangements

When an out of area placement is agreed the placing commissioner is sent a letter from the Host Commissioners. This is to ensure the placing commissioning organisation is aware of their responsibility to notify the Host Commissioner of any concerns regarding the quality and safety of patient care at the hospital, including safeguarding concerns.

The Host Commissioner acts as a central point to receive proportionate and relevant information and intelligence. Bradford District and Craven CCG have, since March 2021, established mechanisms for gathering intelligence, logging incidents and triangulating any concerns raised to ensure this is appropriately and proportionately shared with the relevant agencies.

Quarterly virtual meetings have been initiated with the providers to maintain oversight of the contract arrangements and discuss emerging concerns and seek assurance about actions to mitigate risk and improve care delivery.

A framework is being used to identify the monitoring required and clinical visits under the Host Commissioner arrangements are being developed, in collaboration with the providers to agree a safe way to conduct these in light of Covid-19. The visits will be led by a Clinical Host Commissioner Manager and undertaken by a team (Clinician, Learning Disability professional and Personalised Commissioning Nurse) in order to maintain regular oversight and build strong relationships.

A Memorandum of Agreement to guide the process and identify responsibilities has been developed and all relevant Host providers have signed it.

All placing commissioners are required to undertake visits to individuals in a mental health and learning disability inpatient unit for whom they have commissioned the care, at least every eight weeks for adults. The visits offer an additional, regular quality oversight of the care that each person is receiving in hospital; to provide an opportunity for the person to speak directly to their commissioner of care to raise any concerns or issues.

Gathering intelligence

Quality Partnership meetings are held bi-monthly to triangulate intelligence, with the following system partners: Local Authority Safeguarding Adult Team, CCG, Care Quality Commission (CQC) and NHS England/Improvement (NHSE/I).

The purpose of this Group is to support the Bradford system and safeguard patients by providing assurance that mechanisms are in place to identify, manage and escalate concerns/issues affecting people with Learning Disability and Autism in inpatient settings within our geographical patch.

These meetings discuss a surveillance report, which is sent to host providers to complete in advance of the meeting with all known intelligence and appropriate and proportionate responses agreed as required, including a review of the level of surveillance indicated.

A database has been developed to capture all concerns sent into the Host Commissioner Inbox which is discussed weekly.

NHS England/Improvement

NHS England/Improvement has a role and responsibility in the specialised commissioning of mental health beds and has agreed to be the Host Commissioner for the beds they commission within Bradford. They have an assigned case manager and that person also contract manages the service. Sharing of intelligence is through the Quality Partnership meetings.

4. **Options**

Not Applicable

5. **Contribution to corporate priorities**

Not Applicable

6. **Recommendations**

- Members are asked to consider and comment on the information provided within the report.
- Members are asked to receive assurance against the safeguarding actions taken at place in relation to Cygnet.
- Members may wish to consider inviting a national Cygnet Health Care representative to attend a future Health and Social Care Overview and Scrutiny Committee meeting.

7. **Background documents**

7.1 Joint Multi-Agency Safeguarding Adults Policy & Procedures : [Joint Multi-Agency Safeguarding adults Policy Procedures \(saferbradford.co.uk\)](https://www.saferbradford.co.uk/joint-multi-agency-safeguarding-adults-policy-procedures)

7.2 Care Quality Commission Inspection Report – Cygnet Woodside (September 2021)

7.3 Care Quality Commission Inspection Report – Cygnet Woodside (December 2020)

8. **Not for publication documents**

None.

9. **Appendices**

None