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**NHS**

**Croydon**

***Clinical Commissioning Group***

# Patient and Public Engagement Report

# Foxley Lane Women's Service

Summary of engagement from  
Tuesday 1 November 2016 to Friday 6 January 2017



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# Executive Summary

This report provides a description of the engagement activities Croydon Clinical Commissioning Group has undertaken during the formal engagement period for Foxley Lane women's service and an overview of the responses we have received.

The formal engagement period took place between Tuesday 1 November 2016 and Friday 6 January 2017 and Croydon CCG carried out a series of patient and public engagement activities with people in Croydon to gather their opinions about the proposed closure of Foxley Lane women's service.

Throughout this engagement process, Croydon CCG engaged face to face with just under 150 individual Croydon residents, patients and professionals. We have received a total of 57 written responses through the online or paper survey.

The results of this work can be shown in many different ways as set out in this report, for example returned surveys provide clear written evidence, in-depth feedback was given at events, free comment by e-mail was collated and analysed.

The engagement document that outlines the proposed changes can be seen [here](#). The engagement document asked people a series of questions about treating people in their homes and whether they believed the range of services in the community could meet the needs of patients better than Foxley Lane. The document also asked whether there were valuable elements of the Foxley Lane service they were concerned would be not provided by other mental health services.

In addition to the survey, a series of meetings were held with the public and mental health service users. Substantially more people attended the meetings than completed the survey. A petition opposing the closure of Foxley Lane was created on the 38 Degrees website. The survey was open to everyone not just local residents and, when delivered to Croydon CCG, it had received 737 verified signatures.

The results of the engagement show that a large majority of survey respondents, 80%, disagree that the range of services in the community could meet the needs of patients better than Foxley Lane. By contrast, a majority of survey respondents, 61%, agreed patients should receive care at or close to home when it is safe to do so.

A number of themes emerged during the engagement process. These were highly consistent across all of the meetings and the responses to the open questions in the survey:

- The loss of the unique ethos and safe, therapeutic environment at Foxley Lane with caring staff. Lack of ability to recover in a group setting with peer support if treated at home.
- Recognition that for some women, the home environment may be the source of distress and being away from it prompts faster recovery from crisis.

- Concerns about the capacity of the Home Treatment Team (HTT) to meet the needs of Foxley Lane's service users following its closure, including the length of home visits and staff availability.
- Concerns about the level of supervision provided for people who were on their own, and the support provided out of hours/overnight crisis services.
- The loss of Foxley Lane as a step down service. The gap between in-patient and the home treatment environment was highlighted as being substantial.
- Lack of a middle ground service which women can use/self-refer to prevent crisis.
- Concern about the availability of in-patient beds and the less therapeutic environment of acute wards.
- Overall concerns about the level of investment in mental health services.

# Background

Foxley Lane is an eight bed inpatient unit for women aged 18-65 with mental health problems in Croydon. Patients can refer themselves voluntarily to the unit during periods of crisis when they need additional support from mental health professionals.

It also acts as a half-way house or 'step down' service for women returning home after being treated in an acute inpatient ward.

Foxley Lane is well regarded but referrals have fallen in recent years reflecting a change in the demographic of mental health patients, increased demand for acute inpatient beds, and a commitment to treat people in their homes where appropriate.

As a result, NHS Croydon CCG is proposing to decommission the unit with the support of South London and Maudsley NHS Foundation Trust.

## Objectives of the engagement

The aims of the engagement are to:

- inform and engage patients and other interested parties about the proposed closure of Foxley Lane women's service
- understand the concerns of service users, their carers and Croydon residents regarding the potential closure of Foxley Lane
- identify valuable elements of the Foxley Lane women's service which might not be provided by other mental health services

## Developing the assessment criteria with Croydon residents

In order to develop the proposals for making savings in NHS commissioning in the borough, Croydon CCG drew up assessment criteria that contains a number of domains and considerations. Each proposal would need to be measured against these criteria before the CCG took them any further to ensure that all proposals are subject to rigorous assessment. The developed criteria include assessment against patient benefit, service delivery and future impact (see appendix B of this document for the full assessment tool).

Given that these and other proposals for change will impact upon Croydon residents using health services it was imperative that patients and the public were able to have significant input into the development of the considerations against which all proposals will be assessed.

Croydon CCG holds Patient and Public Involvement Forums, which are open meetings for local people held every quarter. The forums are an opportunity for Croydon CCG to share

its early thinking on commissioning areas and hear the views of patients, stakeholders and members of the public.

The CCG's October 2016 forum meeting was used as an opportunity to work with interested patients to help us to develop the assessment criteria against which the CCG develops its proposals to support the financial recovery plan. Participants, who included representatives from the community and voluntary sector, worked with members of the senior management team to refine the domains and criteria and work up additional criteria that they felt was important to patients and carers.

The participants were asked to discuss the assessment tool and suggest any other considerations they thought the CCG should take into account when assessing each proposal for change and which domains they felt were the least important when assessing proposals.

As a result of the PPI forum several new additions were made to the criteria and an additional priority area was included: future impact. These additional criteria were largely concerned with patient access, safety and health inequalities and included:

- To what extent would the proposal impact upon equity of access for all residents across the borough?
- What is the scale of potential impact on a patient's quality of life from these changes?

This approved version of the assessment criteria is now being used by the CCG's project management office. It is this set of assessment criteria that has been used in public forums as part of the presentation of the Foxley Lane decommissioning proposal.

## Engagement methods

This section summarises the engagement around the proposal to close Foxley Lane women's service. Full details of engagement activity are included in Appendix C.

A nine week period of engagement around the proposed changes to Foxley Lane Women's Service took place between Tuesday 1 November 2016 and Friday 6 January 2017. The engagement period was timed to run beyond the Christmas season and into the New Year to maximise opportunities to respond outside of the usual festive slow down.

As well as being open to the general public, the engagement focused on the following groups:

- Current and past service users of Foxley Lane
- Patient forums and patient reps from SLAM and the CCG
- Hear Us - a group of users, providers and community and voluntary staff
- Mind Croydon
- Healthwatch Croydon

A formal engagement document and survey were developed. The engagement was formally opened on Tuesday 1 November when materials were published on the website and email

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links to copies of the engagement document were sent out to partners, stakeholders, community and voluntary sector groups and members of the public.

A media release was also sent to the local press. Hard copies of the document and survey were sent to all SLaM outpatient sites and made available to the MIND and public meetings. People were also able to email or phone the engagement lead to leave comments.

Community partners were asked to set up meetings. Hear Us and MIND both held well attended meetings, with staff from both SLaM and Croydon CCG in attendance to explain the proposal and answer questions. A smaller meeting was held with the current residents of Foxley Lane to understand their concerns about the potential closure of the facility. The meetings were fully minuted. Links to the minutes are embedded within in the engagement log in Appendix C.

A public meeting was held which was open to all Croydon residents. The meeting was publicised on the CCG website, in the engagement document, the media release, through twitter and by email cascade. The two hour meeting was attended by the Clinical Chair and Chief Officer of Croydon CCG, the Clinical Director of South London and Maudsley Foundation trust, as well as the service lead for the Home Treatment Team. The first half of the meeting involved presentations and an extensive Question and Answer session. In the second half, table discussions were held between members of the public and NHS staff. The discussions asked for tables to record their concerns if Foxley Lane closed and suggestions about how to address those concerns. The full record of the Q&As and table discussions were minuted and links are provided at Appendix C.

The following table summarises the engagement and numbers of participants involved:

| <b>Activity</b>   | <b>Reach</b>                   | <b>Numbers attending</b>  |
|---|--------------------------------|---|
| Engagement materials released and uploaded to CCG website     | All Croydon                    | n/a   |
| Notice sent to PPI Contacts via Get Involved                  | CCG Network – patients and CVS | 300+  |
| Request to partners to host meetings                          | CVS partners including MIND.   | n/a   |
| Public Meeting – Here Us – 1/11/16                            | Here Us Forum members          | 94  |
| Public Meeting CCG – 30/11/16                                 | Croydon wide                   | 45 signed up; 28 attended   |
| Site visit to talk to current Foxley Lane residents – 1/12/17 | Foxley Lane current residents  | 6   |
| Public Meeting – MIND Hub – 8/12/16                           | MIND Hub users                 | 18  |
| On-line and paper survey                                      | All                            | 57  |
| On-line Petition (38 degrees)                                 | All                            | 737 verified signatures when petition delivered to CCG; 848 online signatures to date |

## Transparency

This report provides a description of the engagement activities during the formal engagement period and an overview of the results. The results of this work can be shown in different ways as set out in this report, for example returned surveys provide clear written evidence, in-depth feedback was given at events and additional petitions and the one email response have been acknowledged. The reach of the engagement exercise with mental health service users to date has been comprehensive.

The proposals and engagement plan were subject to examination by Croydon Health, Social Care and Housing Scrutiny Sub Committee which senior members of the CCG attended on Tuesday 18 October 2016.

As part of the next steps of this work the outcome of patient and public engagement activities will be shared with all stakeholders and members of the public who have agreed to be contacted by the CCG PPI team.

This report will be presented to the Governing Body at their meeting in public on Tuesday 17 January 2017 as part of the final decision making on the proposed changes to prescribing in Croydon.

## Communication materials



The following materials were used during the engagement process

[Proposed changes to Foxley Lane engagement document](#)

[Proposed changes to Foxley Lane engagement document – easy read version](#)

[Croydon Foxley Lane survey](#)

[Presentation from the public meeting](#)

## Demography: Reach of engagement

Where possible, Croydon CCG collects demographic data relating to participants involved in the engagement. Not all respondents complete this information; demographic data about participants is indicative only.

Whilst the engagement was open to the general public, its focus was on understanding the implications of closing Foxley Lane for service users and potential service users. As well as an open public meeting, meetings were organised by mental health organisations. The majority of the attendees of the meetings were, therefore, mental health service users or their carers. Additionally, 66% of survey respondents were Foxley Lane service users or close to someone who had used the service.

Given the 'niche' subject of the engagement, it is unsurprising that the reach of the responses is focused on service users and people who care for them. Whereas we would usually understand the representativeness of the engagement by comparing the demography of the responses to that of Croydon residents, we feel it is more appropriate in this case to make comparisons with the Foxley Lane service users figures as well as the broader population.

Since there were more over twice as many participants attending meetings than completing the survey, overall figures are given for participation from all elements of the engagement rather than just survey respondents.

- **Ethnicity**

Croydon has the twelfth largest proportion of BME residents in London, comprising 43% of the total population. The 2011 census shows the ethnicity breakdown for Croydon as follows:

- White 55%
- Black 20%
- Asian 16%
- Mixed 7%
- Other 2%

Data collected on Foxley Lane service users reveals that there tends to be slightly more white users and fewer Asian users than the population as a whole<sup>1</sup>.

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<sup>1</sup> Foxley Lane is a small facility with only 55 service users in 2015/16. The data refers to 158 service users and therefore small numbers of users can change the overall profile of the user data.

| <b>Ethnicity</b>    | <b>Foxley Lane service</b> | <b>Participants</b> |
|---------------------|----------------------------|---------------------|
| White               | 60%                        | 69%                 |
| Asian and Chinese   | 10%                        | 9%                  |
| Black/Black British | 22%                        | 13%                 |
| Mixed               | 5%                         | 5%                  |
| Other               | 2%                         | 0%                  |

The table above shows that Asian and mixed race groups had very similar levels of participant representation to Foxley Lane service users. However, there is a slight over-representation of white participants and an under-representation of black participants.

The mid-term review identified an under representation of Black (African and Caribbean) survey respondents (7% against 22% of Foxley Lane users). The BME Forum were approached to cascade information about the engagement to their networks.

- **Age**

The Foxley Lane service is used by women from a wide age range (16-75 years). The biggest age group using the service are aged 45-55 years (34%). Over 75% of service users are aged 25-55 years.

| <b>Age</b> | <b>Foxley Lane service users</b> | <b>Participants</b> |
|------------|----------------------------------|---------------------|
| 16-24      | 12%                              | 5%                  |
| 25-34      | 21%                              | 10%                 |
| 35-44      | 23%                              | 17%                 |
| 45-54      | 34%                              | 42%                 |
| 55-64      | 9%                               | 17%                 |
| 65-74      | 1%                               | 3%                  |
| 75+        | 0%                               | 6%                  |

The figures for those involved in the engagement process show a similar age make-up as the 25-55 bracket of the core users of the service (69% of participants compared to 75% of service users), there was an under-representation of those in the younger age brackets. The Hear Us meeting collected data about age in different ten year bands to Croydon CCG so it is not possible to include their data in the overall figures. However, the majority of the meeting attendees were aged 31 - 60.

While 9% of the participants were 65+ year olds compared to only 1% of the service users, older people make up 13 % of the total borough population. This does not, therefore, appear to represent an over-representation of people over the age of 65.

- **Gender**

- 49 % of the Croydon population is male
- 51% of the Croydon population is female

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As Foxley Lane is a women only service, 100% of the service users are female.

The majority of the participants across the survey and the meetings were female at 73%. Since carers and the general public were also able to engage in the process, it is not surprising that 27% of the participants were male. On balance, the gender breakdown of the respondents appears to be appropriate for the methods used to engage with a women only facility.

## Response

There were 57 responses to the survey. This included both those completed online and through hard copy. The majority of the people who responded to the survey said they were doing so as a local resident.

| Are you responding as...             | Percentage | Number |
|--------------------------------------|------------|--------|
| Local resident                       | 79%        | 41     |
| Representative of an organisation    | 6%         | 3      |
| Clinician or other healthcare worker | 15%        | 8      |

Overall, 146 people attended the meetings. We engage with people in different ways because we know some groups are less likely to respond to a survey or engagement document. Since there is a much higher number of people who have attended meetings about the issue of Foxley Lane than responded to the survey, the concerns raised at the public meetings have been considered alongside those identified through the survey.

A petition was started by a local resident following the Hear Us meeting. There were 737 verified signatories to the petition when it was presented to Croydon CCG. Currently, online there are 848 signatures.

Additionally there was one email response.

## Meeting the collective participation duty

This engagement report will be reviewed by NHS Croydon CCG Senior Management Team (SMT) ahead of its submission for consideration by the Governing Body, as part of the formal reporting procedures that will inform the decision to be taken by the Governing Body regarding Foxley Lane women's service in Croydon on Tuesday 17 January 2017.

We consider that the engagement undertaken during this period was done so in the in accordance with section 14Z2 of the Health and Social Care Act (2012) and in the spirit of meaningful participation, particularly in, "Make(ing) arrangements to secure that individuals to whom the services are being or may be provided are involved (whether by being consulted or provided with information or in other ways) [in the development and consideration or proposals by the group for changes in the commissioning arrangements where the implementation of the proposals would have an impact on the manner in which

the services are delivered to the individuals or the range of health services available to them].

# Findings

## Summary of results

A number of themes emerged during the engagement process. These were highly consistent across all the meetings and the responses to the open questions in the survey:

- The loss of the unique ethos and safe, therapeutic environment at Foxley Lane with caring staff. Lack of ability to recover in a group setting with peer support if treated at home.
- Recognition that for some women, the home environment may be the source of distress and being away from it prompts faster recovery from crisis.
- Concerns about the capacity of the Home Treatment Team (HTT) to meet the needs of Foxley Lane's service users following its closure, including the length of home visits and staff availability.
- Concerns about the level of supervision provided for people who were on their own, and the support provided out of hours/overnight crisis services.
- The loss of Foxley Lane as a step down service. The gap between inpatient and the home treatment environment was highlighted as being substantial.
- Lack of a middle ground service which women can use/self-refer to prevent crisis.
- Concern about the availability of in-patient beds and the less therapeutic environment of acute wards.
- Overall concerns about the level of investment in mental health services.

The table below provides a summary of the responses to the survey's multiple choice questions.

| <b>Question</b>   | <b>Agree/Strongly agree</b> | <b>Disagree/strongly disagree</b> |
|---|-----------------------------|-----------------------------------|
| Having read the document, I understand the reasons the local NHS is proposing to close the service provided at Foxley Lane                                      | 39% (22)                    | 54% (30)                          |
| How much do you agree that the range of services in the community, including the Home Treatment Team, could meet the needs of patients better than Foxley Lane? | 5% (3)                      | 80% (44)                          |
| How much do you agree that patients should receive care at home or as close to home as possible when it is safe to do so?                                       | 61% (35)                    | 30% (17)                          |

|   |              |            |
|---|--------------|------------|
| Treating people in their own homes is a fifth of the cost of treating them in Foxley Lane. How much do you agree that the NHS should plan for services that provide the best value for the most people given its limited resources? | 39% (21)     | 46% (25)   |
| Are there specific, valuable elements of the service at Foxley Lane you are concerned would not be provided by other mental health services?  | 87% (45) Yes | 13% (7) No |

## Summary of engagement findings

The results of the engagement show that only a small minority of survey respondents, 5%, agreed that the range of services in the community could meet the needs of patients better than Foxley Lane. By contrast, a majority, 61%, of survey respondents agreed patients should receive care at or close to home when it is safe to do so.

Analysis showed that believing people should receive care at home when it is safe to do so does not correlate to a belief that Foxley Lane patients can be better treated at home. For example, of the eight healthcare workers who responded to the survey, seven agreed or strongly agreed that people should receive care at home when safe to do so. However, seven healthcare workers also disagreed or strongly disagreed that the range of community services can better meet the needs of patients than Foxley Lane. The theme of safety was picked up in the open comments, with several respondents commenting on how Foxley Lane provided a safe environment for women, especially those with a difficult home environment, and concerns about supervision for women at home alone.

## Survey responses by question

This section will provide a brief overview of the survey findings by question.

### 1. Having read the document, I understand the reasons the local NHS is proposing to close the service provided at Foxley Lane.

|                   | Percentage | Number |
|-------------------|------------|--------|
| Strongly Agree    | 12%        | 7      |
| Agree             | 27%        | 15     |
| Don't know        | 7%         | 4      |
| Disagree          | 25%        | 14     |
| Strongly Disagree | 29%        | 16     |
|                   | Total      | 56     |

The survey response showed a slight majority of respondents did not feel they understood the case for change. Since there were no comments about the lack of clarity of the engagement document, it is likely the 54% who disagreed that they understood the case for change felt the argument for closing Foxley Lane was not made fully.

## 2. How much do you agree that the range of services in the community, including the Home Treatment Team, could meet the needs of patients better than Foxley Lane?

|                   | Percentage | Number |
|-------------------|------------|--------|
| Strongly Agree    | 0%         | 0      |
| Agree             | 5%         | 3      |
| Don't know        | 15%        | 8      |
| Disagree          | 29%        | 16     |
| Strongly Disagree | 51%        | 28     |
|                   | Total      | 55     |

The table above shows that only 5% of the survey respondents (3 people) agreed that the range of services in the community could meet the needs of patients better than Foxley Lane. A slight majority of respondents at 51% strongly disagreed that services in the community could meet the needs better. In part, the lack of reference to acute inpatient services could have skewed the response to the question; acute services were mentioned regularly in the public meetings with many Foxley Lane service users having been admitted as an inpatient at some time. Another 15% of respondents suggested they did not know whether community services would be better.

To understand the breakdown of the response better, the results were analysed by respondent type. This revealed the responses of residents were similar to those of the healthcare professionals responding. It should be noted that not all respondents said how they were responding, so the overall totals do not tally between the tables.

|                     | Strongly Agree | Agree | Don't know | Disagree | Strongly Disagree |
|---------------------|----------------|-------|------------|----------|-------------------|
| <b>Residents</b>    |                | 2     | 5          | 12       | 21                |
| <b>Healthcare</b>   |                | 1     |            | 2        | 5                 |
| <b>Organisation</b> |                |       | 2          | 1        |                   |

## 3. How much do you agree that patients should receive care at home or as close to home as possible when it is safe to do so?

|                   | Percentage | Number |
|-------------------|------------|--------|
| Strongly Agree    | 18%        | 10     |
| Agree             | 44%        | 25     |
| Don't know        | 9%         | 5      |
| Disagree          | 21%        | 12     |
| Strongly Disagree | 9%         | 5      |
|                   | Total      | 57     |

The above table shows that a majority of respondents agreed that people should receive care at home when it is safe to do so. However, 30% of respondents did not agree with patients receiving care at home.

Analysis of the response by respondent type reveals that healthcare professionals were more likely than residents to agree that people should be treated at home when it is safe to do so.

|                     | Strongly Agree | Agree | Don't know | Disagree | Strongly Disagree |
|---------------------|----------------|-------|------------|----------|-------------------|
| <b>Residents</b>    | 5              | 18    | 4          | 10       | 2                 |
| <b>Healthcare</b>   | 4              | 3     |            | 1        |                   |
| <b>Organisation</b> |                | 3     |            |          |                   |

**4. Treating people in their own homes is a fifth of the cost of treating them in Foxley Lane. How much do you agree that the NHS should plan for services that provide the best value for the most people given its limited resources?**

|                   | Percentage | Number |
|-------------------|------------|--------|
| Strongly Agree    | 11%        | 6      |
| Agree             | 28%        | 15     |
| Don't know        | 15%        | 8      |
| Disagree          | 28%        | 15     |
| Strongly Disagree | 19%        | 10     |
|                   | Total      | 54     |

There was a spread of responses to this question. Overall a slight majority disagreed that the NHS should plan for services that provide the best value. Two comments suggested that this could be seen as a leading question.

# Main themes

Survey respondents were asked if there were any specific elements of the service which they were concerned could be eroded if Foxley Lane closed. 45 respondents said they had concerns with 38 respondents providing comments. Responses were grouped by theme. The questions raised and comments given at meetings were also grouped by theme. The section highlights the main themes of the Foxley Lane service.

## 1. Environment

The environment of the Foxley Lane women's service was one of the main valuable elements people were concerned would be lost if the facility closed. People talked about the unique environment of Foxley Lane at all of the public meetings. This was a main theme identified from survey responses. There were several aspects of the environment that were highlighted.

- **Safe environment**

Nine survey respondents said Foxley Lane provided a 'safe' environment where women could get support, particularly if they have a difficult home environment. It is possible that the emphasis on the word safe was due to the question in the survey that asked if patients should receive care at home if it is safe to do so.

However, the sense of Foxley Lane as a safe environment was also mentioned in some of the public meetings, where it was contrasted to the experiences a few users had had on inpatient wards. Two of the survey respondents also contrasted the secure environment with acute wards.

*"Foxley Lane provides a safe haven for women who may be suffering from mental health issues arising from a history of abuse, where being in a mixed ward/hospital could cause more distress. Its homely environment feels safer for a lot of patients than a ward in a hospital."*

- **Therapeutic environment**

The therapeutic nature of the Foxley Lane facility was mentioned at all of the meetings, sometimes contrasted with the approach in acute settings. Five survey respondents said the therapeutic nature of Foxley Lane, along with the psychological approach taken by the team, was a particular strength which they were concerned could be lost if the facility closed.

*"The holistic nature of Foxley Lane means that patients leave with new coping skills and personalised crisis plans which in the long run reduce the risk of future admissions."*

- **Community and peer supported environment**

The nature of the women only set-up of Foxley Lane, where patients supported each other through recovery, was mentioned as something that might be lost if Foxley Lane closed. A few attendees asked how this peer support would be created if the facility was shut.

Five survey respondents mentioned peer support, with caring staff who provided patients with a community to help their recovery, as a valuable element of the service.

*"Women are able to support each other and due to their own experience can relate to how they are feeling."*

*"Quick access to support with sensitive, caring and understanding staff."*

- **Outside home environment**

Across the meetings, Foxley Lane users and their carers pointed out that one of the main benefits of Foxley Lane was that it enabled women to receive care outside of their home environment. This was highlighted as being particularly necessary for women as it allowed a respite from caring duties to allow for a focus on recovery.

Many of the survey comments (13) also suggested respite from the home environment as being a valuable element of Foxley Lane. Several people highlighted problems in the home, for example from abuse, tended to contribute to mental health problems. This made recovery easier if patients could self-refer to Foxley Lane.

*"There are many circumstances where the home environment is one of the major causes of the crisis in the first place."*

*"It provides a respite from caring duties people are too unwell to perform."*

## **2. Middle ground level of treatment**

Several of the valuable elements of Foxley Lane that were mentioned in the survey and the public meetings related to its role as providing some form of middle ground between care in the community and acute wards.

*"Often these women are not detainable under the MHA but nonetheless present such a risk to themselves that they cannot be safely managed in the community by the CMHT/HTT."*

The following aspects of Foxley Lane as a middle ground service were identified in meetings and the survey.

- **Providing a step down service from acute wards**

Some of the participants in the public meetings highlighted the huge difference between being an in-patient and being treated at home. Currently, Foxley Lane is being used as a step down service for some people. There were questions about how the step down service

would be replaced and how the community mental health services worked to ensure housing problems were resolved and a support network was put in place for people leaving acute wards.

- **Offering overnight supervision**

One of the main benefits of Foxley Lane was seen as its ability to provide 24 hour supervision for people who were ill but not ill enough to be admitted to an in-patient environment.

- **Preventative services**

Across the meetings and in some of the survey comments, Foxley Lane was seen as being a unique service because it provided a preventative element which could stop women from reaching a crisis point where they had to be admitted to an acute ward.

### **3. The capacity of the Home Treatment Team**

The predominant focus of all of the meetings was on the capacity of the Home Treatment Team to fill the gap left in service provision if Foxley Lane closed. The main questions and concerns were around the length of time that an individual visit provided for someone being treated at home, how frequently visits would be made and the continuity of care in terms of seeing the same healthcare professional regularly.

*"My concern would be the HTT would only have short amounts of time to visit and would not be able to offer the level of support currently given at Foxley Lane."*

As highlighted in the previous section, there were concerns about the lack of 24 hour support provided by the Home Treatment Team.

It should be stated that while there were issues mentioned about the reliability and communications with the Home Treatment Team, it is perceived positively by service users involved in this engagement process. In the survey, one person commented about their experience of being treated at home by the HTT and finding it was the right treatment for them, even though they had believed they needed to be in hospital or Foxley Lane. However, six other comments suggested concerns about the support that can be provided by Home Treatment. These concerns included a belief that HTT is more about medication than therapeutic support and practical help with chores or through CBT.

There was concern expressed by some meeting attendees about whether the Home Treatment Team could compensate for the loss of a peer support network for women at home if Foxley Lane closed. In particular, there were worries about the capacity of community mental health care to reduce isolation.

*"HTT is not a viable alternative as women will not get the support from other women, they will continue to be isolated and alone."*

Three survey comments suggested the lack of HTT capacity to support people at home could lead to an increase in people admitted to acute wards. An email response was additionally concerned about the higher suicide risks related to home treatment, particularly for those who lived alone.

- **Acute wards**

While the engagement document and survey did not focus on acute, inpatient alternatives to Foxley Lane, they were mentioned in all of the meetings held. Several people contrasted their experiences as an inpatient with that of Foxley Lane, suggesting there were issues the ability to communicate with other patients and staff, and a lack of timely access to a pleasant outdoor environment or facilities for their children to visit.

Four survey respondents commented about the lack of beds available locally in acute ward settings, which would put the acute service under increased stress and could result in more people having to travel. This was a concern that was also raised at the public meeting. One survey respondent suggested a solution of a short term crisis bed provision, being managed by the Home Treatment Team.

Another two survey respondents suggested the acute alternatives to Foxley Lane might not be sufficiently therapeutic to create the appropriate environment to treat vulnerable women.

*"... if sufficient capacity is provided on the wards, and sufficient attention is paid to providing a therapeutic environment on them, there is a possibility that this change could be managed successfully."*

- **Responsive**

Two survey responses, both from healthcare professionals, mentioned that Foxley Lane provided a fast and responsive service for people who needed greater support than the Home Treatment Team could give.

*"Currently Home Treatment are able to access Foxley Lane beds very quickly when available, when all options regarding maximum HTT Input have been tried."*

A member of a community organisation also raised the issue of whether other services would have the capacity to provide as responsive a service as Foxley Lane.

## **4. Other comments about the proposal**

Several comments in meetings and from the survey did not relate to concerns about elements of the mental health service if Foxley Lane closed. These have been highlighted below.

- **Praise for Foxley Lane and its staff**

Throughout the engagement process, there was universal praise for the Foxley Lane facility. The staff were highlighted as being caring and sensitive to the needs of the service users.

Eight survey comments praised the current Foxley Lane women's service, including praise for the therapeutic nature of the service and pleasant environment. Two comments suggested the model should be learned from. This was a view also expressed at the public meeting.

*"Foxley Lane and similar small house environments are amazing and really help those especially who live on their own."*

Several of the comments at meetings and on the petition website credited Foxley Lane with saving their life.

- **Concerns about the level of investment in mental health services**

Seven survey respondents made comments were made about the level of investment into mental health services in general. While this was less of a theme in the public meetings, it was raised in at least one of the meetings.

In addition to the comments about investment in mental health services, six survey comments articulated concerns that decisions were being made on the basis of costs rather than the best care or outcomes for people.

*"I think what happens to mental health always boils down to money not people."*

*"It is a centre of excellence and while closing it may produce short-term financial gain I think the CCG should take a long-term view and extend this facility rather than closing it down."*

# Concluding remarks

Overall the engagement process indicates that the majority of those who responded to the survey did not agree the range of services in the community can meet the needs of patients better than Foxley Lane. However, a majority of the respondents did agree people should receive care at or close to home when it is safe to do so.

Both the survey respondents and attendees at the public meetings raised similar sets of concerns about the loss of valuable elements of the Foxley Lane women's service and the capacity of other mental health services to fill the gap.

A set of issues has been identified to help understand where additional mitigating actions might need to be taken if the proposal to close Foxley Lane is agreed. The following questions have arisen throughout the engagement period in relation to the proposals. The response to these should be considered by the CCG and South London and the Maudsley NHS Foundation Trust in their decision making process.

## Home Treatment

- Home can be a root cause of the problems facing women for example debt, housing, abusive relationships. How can home treatment manage this tension?
- Foxley Lane is based on therapeutic and peer support style services. How can current mental health services support this as they are one-to-one services?
- The HTT seems to have a focus on medication. Will they also be able to provide the help with undertaking chores and behaviour change through CBT that Foxley Lane users have benefited from in the past?
- How will the HTT help with the isolation of people in crisis living on their own?
- Will the HTT service be accessible and intervene before crisis is reached?
- Foxley Lane gives some respite for carers, what support can the HTT and other community services provide for carers?
- What is the length of time available for visits and the length of time women would be treated through them?
- What support will be available out of hours?

## Acute wards

- How can we ensure that the uniqueness of Foxley Lane which includes talking therapies and a peer support base, is replicated on the acute wards?
- Will the closure of Foxley Lane place more stress on the acute service?
- Will there be any similar step down beds in Croydon?

## Get involved

If you would like to find out more about getting involved and having your say about the work of Croydon CCG you can contact us at [getinvolved@croydonccg.nhs.uk](mailto:getinvolved@croydonccg.nhs.uk) or phone us on **020 3668 1384**

Follow us on Twitter [@NHSCroydonCCG](https://twitter.com/NHSCroydonCCG)

For more information go to our website at [www.croydonccg.nhs.uk](http://www.croydonccg.nhs.uk)

# Appendices

## Appendix 1: Supporting documents

| Document   | Source / URL Link   |
|--|---|
| Proposed changes to Foxley Lane engagement document  | <a href="http://www.croydonccg.nhs.uk/news-publications/news/foxley%20lane/A4%20booklet%20v5%20pages.pdf">http://www.croydonccg.nhs.uk/news-publications/news/foxley%20lane/A4%20booklet%20v5%20pages.pdf</a>   |
| Proposed changes to Foxley Lane engagement document – easy read version                                      | <a href="http://www.croydonccg.nhs.uk/news-publications/news/Documents/Croydon_consultation_Easy%20read.pdf">http://www.croydonccg.nhs.uk/news-publications/news/Documents/Croydon_consultation_Easy%20read.pdf</a>   |
| Frequently Asked Questions<br><br>This document responds to ongoing public questions and queries.            |   |
| Presentation from the public meeting   | <a href="http://www.croydonccg.nhs.uk/news-publications/news/foxley%20lane/Foxley%20press%20public%20meeting%2030%20Nov%202016%20v05.pdf">http://www.croydonccg.nhs.uk/news-publications/news/foxley%20lane/Foxley%20press%20public%20meeting%2030%20Nov%202016%20v05.pdf</a> |
| Foxley Lane Equalities Impact Assessment   |   |
| Croydon CCG Website link   | <a href="http://www.croydonccg.nhs.uk/news-publications/news/Pages/Seeking-views-on-Foxley-Lane-Women%E2%80%99s-Service-in-Purley-.aspx">http://www.croydonccg.nhs.uk/news-publications/news/Pages/Seeking-views-on-Foxley-Lane-Women%E2%80%99s-Service-in-Purley-.aspx</a>   |
| Croydon Foxley Lane survey<br><br>The survey which ran from Tuesday 1 November 2016 to Friday 6 January 2017 | <a href="https://www.surveymonkey.co.uk/r/L7GMZND">https://www.surveymonkey.co.uk/r/L7GMZND</a>   |

## Appendix 2: Engagement log

This document is the full record of all the engagement activity, meetings and reach out events that the CCG undertook in the engagement process for Foxley Lane women's service

| Engagement Activity for Croydon CCG & SLAM on Foxley Lane |   |   |   |   |   |  |                             |
|---|---|---|---|---|---|--|-----------------------------|
| Date of activity or dates activity ran from and to        | Type of activity e.g. Meeting, focus group, deliberative event, online discussion, online | Target audiences e.g. Local patient groups, public, stakeholders, public, disease specific groups | How were participants informed (invited, media release, advertisements, flyers, online) | Key themes identified/ areas covered  | Number of attendees / number of hits or users | Any follow up actions                                  | Evidence/links              |
| 1/11/2016   | Launch of engagement period   | Croydon residents, patients, public and stakeholders  | CCG Website   | Engagement document   | All Croydon residents                         | Get involved emails and requests for hard copy surveys | <a href="#">CCG Website</a> |
| 1/11/2016   | Emails to stakeholders, patients, public,   | Patients, public and stakeholders   | Get Involved/Health Network contacts  | Get involved emails and requests for hard copy surveys  | CCG patient and Public data based (300+)      | Get involved emails and requests for hard copy surveys | Get Involved Email          |
| 1/11/2016   | Email notification to members   | CCG GP Membership   | Email   | Get involved emails and requests for hard copy surveys  | All GP members                                | None   | Get Involved Email          |
| 1/11/2016   | Here Us Public Meeting  | Service users, staff, carers  | Through Here Us   | Concerns about HTT capacity to manage people in the community<br>Felt that this was purely about finance<br>Anxiety about whether a closure would lead to increased | 94  | Petition (see 30/11 entry)                             |                             |

|           |  |   |                                  |   |                                  |   |   |
|-----------|--|---|----------------------------------|---|----------------------------------|---|---|
|           |  |   |                                  | admittance to acute wards                                 |                                  |   |   |
| 1/11/2016 | Survey live on CCG & SLAM website  | All   | SLAM Website                     | n/a   | n/k                              | None  | <a href="http://www.slam.nhs.uk/about-us/get-involved/consultations-and-engagement/your-views-on-croydon-mental-health-services">http://www.slam.nhs.uk/about-us/get-involved/consultations-and-engagement/your-views-on-croydon-mental-health-services</a> |
| 8/11/2016 | Email out to Mental Health Partnership Board members to help to identify opportunities for engagement local group/public meeting | Community and voluntary sector organisations who are members of the Mental Health partnership board | Email                            | n/a   | n/a                              | Mind requested a meeting with their users               |   |
| 14/11/16  | Service user & carer advisory group for SLAM Acute CAG – agenda item at meeting  | Service user & carer consultants with experience of/interest in acute services                      | Scheduled agenda                 | SLAM hold information                                     | SLAM hold information            | SLAM hold information                                   | SLAM hold information   |
| 17/11/16  | Engagement documents to SLAM sites   | Users and carers of SLAM services   | SLAM                             | Engagement document                                       | n/k                              | None  |   |
| 30/11/16  | Petition (through 38 degrees)  | General public (open nationally)  | 38 Degrees website               | Petition to stop the closure of Foxley Lane               | 737 signatories                  | Any comments made to be included in engagement analysis | <a href="https://you.38degrees.org.uk/petitions/save-foxley-lane-women-s-service">https://you.38degrees.org.uk/petitions/save-foxley-lane-women-s-service</a><br><br>Contains identifiable patient data – not publically available                          |
| 30/11/16  | Public Meeting   | Patients, staff and Croydon residents   | Through engagement document, CCG | Number of concerns about HTT ability to managed increased | 45 signed up through Eventbrite; | Summary of discussions to be included in                | <a href="https://www.eventbrite.co.uk/e/nhs-croydon-ccg-south-london-nhs-trust-">https://www.eventbrite.co.uk/e/nhs-croydon-ccg-south-london-nhs-trust-</a>   |

|           |  |                              |   |  |                              |  |  |
|-----------|--|------------------------------|---|--|------------------------------|--|--|
|           |  |                              | website, CCG twitter account and re-tweets and partners | patient load<br>Concerns that the therapeutic elements of Foxley Lane will not transfer over into community services<br>Concerns that the closure would result in more people being admitted to acute ward (Bethlem)<br>A stay away from home can provide much needed respite for carers | 28 attended                  | engagement analysis  | <a href="https://www.eventbrite.com/e/foxley-lane-public-meeting-tickets-28940733513">foxley-lane-public-meeting-tickets-28940733513</a> |
| 1/12/2016 | Meeting with Foxley Lane current residents | Current service users        | Through Foxley Lane staff                               | Concerns that the HTT would not be able to provide a similar therapeutic service during their visits<br>Loss of peer group support which aids recovery and helps build future resilience<br>The home environment can be one of the root causes of the patients distress                  | 6 women (wide age range)     | Summary of discussions to be included in engagement analysis |  |
| 7/12/2016 | MIND service users meeting                 | Mind service users and staff | Through MIND  | Concerns about HTT capacity<br>Worried HTT would not be able to respond quickly enough in a crisis or give people enough time. Foxley Lane care is 24/7, HTT is not  | 18 (M/F, mixed age and BAME) | Summary of discussions to be included in engagement analysis |  |

|                  |  |  |     |   |     |   |  |
|------------------|--|--|-----|---|-----|---|--|
|                  |  |  |     | Need much stronger links between primary care and HTT |     |   |  |
| 9/12/2016        | Mid-point review of engagement   | n/a  | n/a | As listed above                                       | n/a | Identified need to target BAME groups in particular in next stage if engagement   |  |
| 22/12/16         | Follow up contact with BME Forum (initially contacted on 21 Nov and 8 Dec) | Contacted BME Forum.   | n/a | n/a   | n/a | BME Forum agreed to cascade out the information to BME network and target church groups by phone. CCGG scheduled tweets sent to BME Forum |  |
| 22/12/16         | Follow up with Off the Record  | Contacted Off the Record. Off the Record were represented at the CCG's public meeting on 30 Nov. Preferred method of engagement for their users is social media. | n/a | n/a   | n/a | Off the Record agreed to put notice out through Twitter and Facebook and to re-tweet CCG tweets.  |  |
| <b>Up coming</b> |  |  |     |   |     |   |  |
| 4/1/2017         | Mental Health Partnership Board meeting                                    | Email to participants  |     |   |     |   |  |