



<b>Agenda Item</b>
2.7

**Joint Commissioning Committee**

**Director of Commissioning for Mental Health, Learning Disabilities and Vulnerable Groups**

<b>Dyddiad y Cyfarfod / Date of Meeting</b>	27/01/2026
<b>Statws Cyhoeddi / Publication Status</b>	Open/ Public
	Not Applicable
<b>Awdur yr Adroddiad / Report Author</b>	Adrian Clarke Interim Director of Commissioning for Mental Health, Learning Disabilities and Vulnerable Groups
<b>Cyflwynydd yr Adroddiad / Report Presenter</b>	Adrian Clarke Interim Director of Commissioning for Mental Health, Learning Disabilities and Vulnerable Groups
<b>Noddwr yr Adroddiad / Report Sponsor</b>	Huw George, Chief Commissioner

<b>Pwrpas yr Adroddiad / Report Purpose</b>	For Noting
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<b>Engagement (internal/external) undertaken to date (including receipt/consideration at Committee/Group)</b>		
<b>Committee / Group / Individuals</b>	<b>Date</b>	<b>Outcome</b>
Senior Leadership Team	21/01/2026	Noted

## Acronyms / Glossary of Terms

CQC	Care Quality Commission
ICB	Integrated Commissioning Board
IMT	Incident Management Team
IOG	Incident Oversight Group
JCC	Joint Commissioning Committee
LSU	Low Secure Unit
MHLDVG	Mental Health, Learning Disabilities and Vulnerable Groups
MSU	Medium Secure Unit
NHSE	NHS England
NMC	Nursing Midwifery Council
QSOC	Quality, Safety and Outcomes Sub-Committee
SBUHB	Swansea Bay University Health Board
SLT	Senior Leadership Team
WGS	Welsh Gender Service

## EXECUTIVE SUMMARY

The report provides an update on several key areas within the Commissioning Directorate. These are:

- **Care Home and Hospital Framework Agreements:** The two national framework agreements will be renewed by April 2027. The Care Home Framework has been extended for a year to facilitate this renewal.
- **Caswell Clinic:** A significant fire at the Taith Newydd Low Secure Unit in October 2024 led to patients being moved to the Caswell Clinic NHS Medium Secure Unit, impacting bed availability. Remedial actions are expected to take 12-18 months. The NWJCC's Clinical review team identified several concerns, leading to the suspension of new admissions until issues are resolved. The suspension was lifted on January 8, 2026, after addressing immediate concerns. Members are asked to note that Caswell Clinic remains in Escalation 3 and regular meetings are held with the SBUHB Executive Team and the Caswell Senior Leadership Team.
- **St Andrews Hospital:** The service remains suspended from the National Framework Agreement and is under enhanced monitoring due to ongoing concerns. The NWJCC continues to manage this service in conjunction with other commissioning organisations.
- **Welsh Gender Service (WGS):** The NWJCC plans to commence a commissioning review of the WGS in Cardiff by the end of Quarter 4 of the year, considering findings from the Levy Review of English clinics.

## **1. SITUATION/BACKGROUND**

### **1.1 Care Home & Hospital Framework Agreements**

The two national framework agreements will be renewed in time for launch in April 2027. Both frameworks will have reached their planned expiry dates, with the Care Home Framework having been extended for a further year, at risk, in order for the renewal to take place following recent discussions and agreement to proceed at recent JCC meetings.

The MHLDVG division will update the JCC with any pertinent changes to the new framework agreements as and when deemed necessary.

### **1.2 Caswell Clinic**

#### **1.2.1 Caswell Clinic – Background**

In October 2024 a significant fire at the Taith Newydd Low Secure Unit (LSU) at Glanrhyd Hospital resulted in the patients being decanted to the Caswell Clinic NHS Medium Secure Unit. This has impacted on the availability medium secure beds for South Wales. Indications from SBUHB are that the remedial actions to make the LSU safe and usable, will take between 12 and 18 months to complete. The remedial works are yet to commence.

Other issues relating to low occupancy on the remaining Medium Secure Wards at Caswell Clinic include the lack of appropriate Extra Care/Seclusion facilities. This has resulted in a number of patients being referred and admitted to independent sector provision. Although capital investment was made available to provide seclusion areas, there has been no progress past planning stages as yet. When works do commence it is likely that a further 4 beds will need to be closed for the period of time that the works take.

Some of the JCC SLT and Lay members visited the Caswell site on 28<sup>th</sup> July 2025. The visiting team met with the heads of each clinical professional group and looked around the environment. There were some significant environmental issues observed, particularly with the patient garden areas that were very unkempt. The Clinical leads also voiced concerns relating to there being no personal alarms available for staff, no clinical team available should the Low Secure Patients move out Caswell as staff had not been replaced following departures.

Due to the concerns raised by the continued use of MSU beds by SBUHB LSU patients and the long-standing issue of the clinics ability to admit/manage patients who have with complex and challenging presentations, the JCC Clinical review team undertook a service reviews of the clinic in order to obtain a full picture of the service and the patients that are cared for within the service.

The JCC Clinical review team have since undertaken the review of Caswell Clinic as planned following the Lay members visit. In addition to the concerns raised during the Lay members visit, the JCC review team identified more concerns in relation to the safety and quality of the service currently provided.

Following the review, a decision was made, by the JCC, to suspend new admissions to the unit until some of the more serious issues have been resolved. The only exception to this will be for recalled patients if a bed is required. The service will also be monitored via the escalation process.

SBUHB have received the JCC report following the review and are in the process compiling an action plan to address all of the identified issues. The JCC Director of Commissioning for MHLDVG and SBUHB Exec Lead for the escalation process have met on a number of occasions to discuss initial progress in rectifying the identified issues and have planned to meet on a fortnightly basis.

The JCC and SBUHB are now working very closely together in order to ensure that identified concerns are addressed in a timely manner. Whilst admissions to the service are suspended, Ty Llewellyn in North Wales will be considered initially for any new Male Medium Secure referrals, whilst the independent sector will be used for female referrals.

### **1.2.2 Caswell Clinic – Update**

Since the suspension of new admissions, the JCC have worked closely with SBUHB in order to rectify critical issues and mitigate risks that were identified in the review that led to the suspension. The Service quickly addressed some of the concerns, such as, identifying and purchasing an appropriate staff alarm system for all wards, ensuring that the anti-ligature door top alarm system was operating at 100%.

Some issues have taken longer to rectify, such as ensuring garden areas were not a risk to patients, prohibited items were identified and access restricted to units and staff's ability to assess, identify and mitigate risk.

The clinicians within the JCC's MHLDVG division have made regular visits to the clinic to monitor the action plan now in place and to support the service to ensure that the immediate concerns have been addressed in order to lift the suspension on admissions.

On the 8<sup>th</sup> January 2026, the JCC agreed to lift the suspension on admissions to the service after concluding that the Caswell Clinic had addressed all immediate concerns that led to the suspension. The service remains in Level 3 escalation, with weekly meetings taking place between Caswell and JCC senior staff and fortnightly meetings between SBUHB and JCC Directors. These meetings are held to ensure that there is continued improvement, undertaken at an appropriate pace.

### **1.3 St Andrews Hospital Update**

The concerns raised in relation to this service have been discussed at previous JCC meetings.

The service remains suspended from the National Framework Agreement and is reviewed frequently as part of the Framework Enhanced Monitoring process. In addition to this the JCC, NHSE, CQC, Local ICB's, Local safeguarding service, Police and the NMC continue to convene twice weekly for Silver IMT meetings, Weekly Gold IMT meetings and Monthly IOG meetings.

These meetings all have differing levels of oversight of the issues that have been raised over recent months.

Although some improvements have been noted at the service, it remains a service of concern and all admissions continue to be managed and approved/refused via CQC.

There have been a number of other concerns raised during this period of enhanced monitoring, such as ward closures and redundancies at the site.

The JCC continue to remind Health Boards that all Welsh patients should be regularly reviewed, face to face, by Care Coordinators and/or Case managers. JCC clinicians also see any Welsh patients on wards visited as part of the Enhanced Monitoring process (JCC clinicians currently attend site every 2-3 weeks).

Although there have been no new concerns noted during recent reviews, there has been notable increased interest from local and national media outlets. The JCC Communications team are part of the national communications hub that is in situ for this issue in particular.

JCC will continue to manage this service and the identified issues as per Framework processes and in conjunction with other commissioning organisations across England.

CQC issued their latest report regarding St Andrews on 16<sup>th</sup> December. The review period covered in the report was for the period when the concerns were raised regarding the site. The published report raised more media interest which is being managed by NHSE/JCC and Police communication teams. Further CQC reports are due to be published in the coming weeks.

### 1.4 Welsh Gender Service

The MHLDVG division has stated within the 25/26 Foundation plan that we will commence a commissioning review of the WGS in Cardiff, by the end of Quarter 4, 2025/26.

There has also been a review of all 9 clinics in England by the Levy review team in 2025, the outcomes of which were published in Mid-December. Although the Levy review didn't include the Welsh Gender Service, the Levy team did meet with the WGS and the JCC were involved in one of the reviews of one English clinic.

The JCC plan to undertake a commissioning review of the WGS that will consider the findings and recommendations described within the Levy report, the findings from which will be shared with the Quality, Safety and Outcomes Sub-Committee and the JCC to be shared during 2025/26.

## 2. SITUATION/BACKGROUND

<b>Objectives / Strategy</b>	
<b>Dolen i Amcan (au) Strategol CBC / Link to JCC Strategic Objectives(s)</b>	Ensure Quality
<b>Dolen i Ddeddf Llesiant Cenedlaethau'r Dyfodol – Nodau Llesiant / Link to Wellbeing of Future Generations Act – Wellbeing Goals</b> <a href="#">150623-guide-to-the-fg-act-en.pdf</a> <a href="#">(futuregenerations.wales)</a>	Not Applicable
	If more than one applies please list below:
<b>Dolen i Hwyluswyr Ansawdd</b> <i>(Canllawiau Statudol Dyletswydd Ansawdd (llyw.cymru)) / Link to Enablers of Quality</i>	Not Applicable
	If more than one applies please list below:

<a href="#">(Duty of Quality Statutory Guidance (gov.wales))</a>	
<b>Dolen i Feysydd Ansawdd</b> <i>(Canllawiau Statudol Dyletswydd Ansawdd (llyw.cymru)) /</i> <b>Link to Domains of Quality</b> <a href="#">(Duty of Quality Statutory Guidance (gov.wales))</a>	Efficient
	If more than one applies please list below:
<b>Effaith Amgylcheddol/ Cynaliadwyedd (5R) / Environmental /Sustainability Impact (5Rs)</b>	No - Not Applicable
	If more than one applies please list below:

Impact Assessment		
<b>Ansawdd</b> <i>Ydych chi wedi ymgymryd â Sgrinio Asesiad o'r Effaith ar Ansawdd? /</i> <b>Quality</b> <i>Have you undertaken a Quality Impact Assessment Screening?</i>	Yes: <input type="checkbox"/>	No: <input type="checkbox"/>
	Outcome:	If no, please include rationale below:
<b>Cydraddoldeb</b> <i>Ydych chi wedi ymgymryd â Sgrinio Asesiad o'r Effaith ar Gydraddoldeb? /</i> <b>Equality</b> <i>Have you undertaken an Equality Impact Assessment Screening?</i>	Yes: <input type="checkbox"/>	No: <input type="checkbox"/>
	Outcome:	If no, please include rationale below:
<b>Cyfreithiol / Legal</b>	Not applicable	
<b>Enw da / Reputational</b>	Areas of potential reputational concern identified in the report are being managed operationally with the support of the NWJCC Communications team.	

<b>Effaith Adnoddau</b> <i>(Pobl / Ariannol) /</i> <b>Resource Impact</b> <i>(People / Financial)</i>	There is no direct impact on resources as a result of the activity outlined in this report.

### 3. SITUATION/BACKGROUND

Members of the Joint Commissioning Committee are asked to:

- **Note** the report

### 4. NEXT STEPS

- The JCC will work closely with SBUHB to ensure that actions at the Caswell Clinic are implemented in a timely manner to ensure that services are delivered in a safe manner and are of adequate quality
- The JCC will continue to monitor the services at St Andrews hospital in order to ensure that progress is being made against various action plans and that services continue to improve.
- The JCC will commence the phase one review of the WGS ASAP
- The JCC will work with Stakeholders, Commissioning organisations and NHS Wales Shared Services Partnership to commence the renewals of both National Frameworks.