

Resident Impact Assessment

Title of policy, procedure, function, service activity or financial decision: Mental Health Day Services Consultation and Procurement of a Mental Health Recovery Pathway

1. What are the intended outcomes of this policy, function etc?

We consulted with service users on the proposed closure of up to two Mental Health Day Service buildings in the borough.

The day services form part of the Mental Health Recovery Pathway, which is currently being procured. This tender will include day services, reablement and crisis drop-in services. Due to budget cuts, significant savings must be achieved through this tender. Mental Health Commissioners feel that funding could be better used to deliver a wide choice of services and support in a more flexible way. By reducing the number of Day Service buildings and costs associated with them, we will be able to focus resources on staff, activities and support.

The options consulted on were as follows:

- Option 1: Close Mind Empower, located on Southwood Smith Street. This property is owned by Camden and Islington NHS Foundation Trust.
- Option 2: Close The Mind Spa, located on Ashley Road. This is a council-owned property.
- Option 3: Close both Mind Empower and The Mind Spa day centres.

This consultation formed part of a two-stage process of involving service users, their carers and others who may be affected by the changes:

Part One – Consultation on closure of up to two day service buildings

We consulted with people who may be affected by the proposed closure of one or two of the day service buildings, and people who may want to access them in the future. The consultation ran from 12th June – 27th July 2018.

Part Two – Co-design of recovery services

We worked with service users to co-design the service models to improve recovery from August to October 2018, to ensure new services are more efficient, recovery-focused, accessible and flexible to meet individual needs and aspirations.

This consultation and co-design activity built on work we have undertaken previously with service users over the past two years to learn what is important in mental health day services, and what helps with recovery and mental health. This included co-design work with service users from Isledon Road Day Service from August 2016 to September 2017, and engagement with service users of MIND services, led by Healthwatch Islington July – August 2017.

We asked what service users valued most from the services currently provided and what they would like to keep in any future re-design of services. We have been clear that due to restricted finances some changes would be required.

We want to ensure that the future re-design of recovery services meets service user and commissioning aspirations, and in formulating the proposals to be consulted on, we have taken into account how we could do this with having as little impact on services as possible.

2. Resident Profile

Who is going to be impacted by this change i.e. residents/service users/tenants? Please complete data for your service users. If your data does not fit into the categories in this table, please copy and paste your own table in the space below. Please refer to **section 3.3** of the guidance for more information.

The following groups may be impacted by the proposed changes:

- People who currently use mental health day services in the borough their carers and relatives
- Islington residents who may access these services in the future

The data in table 2 below, reflects the demographics of current service users only, it does not include other residents who may use these services in the future.

Table 1. Islington borough resident profile

		Islington Borough profile
		Total: 206,285
Gender	Female	51%
	Male	49%
Age	Under 16	32,825

	16-24	29,418
	25-44	87,177
	45-64	38,669
	65+	18,036
Disability	Disabled	16%
	Non-disabled	84%
Sexual orientation	LGBT	No data
	Heterosexual/straight	No data
Race	BME	52%
	White	48%
Religion or belief	Christian	40%
	Muslim	10%
	Other	4.5%
	No religion	30%
	Religion not stated	17%

Table 2. Current service user profile

		Service user profile Islington Mind Day Services	Service User profile Isledon Road Resource Centre
		Total no. on Islington Mind Day Services list of potential attendees: 1,396	Total no. on Isledon Road Resource Centre list of potential attendees: 426
Gender	Female	703 – 49.6%	225 – 45.5%
	Male	693 – 49.6%	201 – 40.7%
Age	Under 16	N/A	N/A
	18-29	93	16
	30-49	574	229
	50-65	703	172
	65+	0	0
Disability	Disabled	100%	100%
	Non-disabled	N/A	N/A
Sexual orientation	LGBT	Data not available (however a specialist LGBTQ service is run which attracts approx. 34 people per week)	Data not available
	Heterosexual/ straight		

Race	BME	559	126
	White	650	313
Religion or belief	Christian	Data not available	Data not available
	Muslim		
	Other		
	No religion		
	Religion not stated		

3. Equality impacts

With reference to the [guidance](#), please describe what are the equality and socio-economic impacts for residents and what are the opportunities to challenge prejudice or promote understanding?

The proposal to close one of the mental health Day Service buildings, and the procurement of a new Recovery Pathway, is not expected to be discriminatory for people with any of the protected characteristics.

The new services to be procured are specifically targeted at Islington residents over the age of 18, with mental health problems, and will promote recovery, empowerment, choice and independence by delivering personalised care and support. The Day Services will provide a structured programme of activities and interventions, as well as drop-in sessions, as part of a pathway of mental health recovery services within the community.

Our vision is to commission services that are inclusive and accessible, and provide a network of safety, support and recovery for Islington residents who have mental health problems, including those with protected characteristics. This reflects the feedback we have had from service users during consultation and co-design work over the past two years.

We want to make sure that anyone who may be affected by these changes can take part meaningfully in this consultation. A support worker, carer, relative or friend were able to attend any of the consultation events with service users. We also provided different methods for people to give their views, including:

- in person at a consultation event,
- completing a survey online or in hard copy
- by contacting the commissioning team by email or phone

Service users, or staff who support them, were also encouraged to contact the mental health commissioning team to let us know if they needed additional support to take part due to an access need, such as (but not limited to), sensory impairment, language or literacy or other barriers to participate.

Impact on equality of opportunity for people with protected characteristics

The potential negative impacts for specific protected characteristics are outlined below.

Commissioners established during the consultation period, that several other groups that are largely peer or volunteer-led operate from the Ashley Road site, in addition to those funded by the Council. The groups run from this site are largely based on a peer-led approach which is an enabling model we could support and enables cohesion with the wider community. A wide range of diversity is represented in these groups and services so if Ashley Road were to close several protected characteristics would be disproportionately affected.

LGBTQ

A specialist LGBTQ service and network is currently delivered from Ashley Road. This is a long-standing group and predominantly peer-led and volunteer-led. We co-designed the new service model to include specialist LGBTQ provision at the Ashley Road site.

Women

A women's group is currently delivered at Ashley Road, one of the day service sites that is proposed to close. This is another long standing peer and volunteer-led group. The Isledon Road day service also runs a women's only day, which could be affected by the re-design of services. We co-designed this element in the new service with people who use these services, to ensure that the new model has capacity, and will continue to provide, specialist support for women accessing these services.

BAMER groups

The Nubian Users' Forum, meet at the Ashley Road day service site. They are an independent group within Camden and Islington for African and African/Caribbean people, who use or have used mental health and substance misuse services. In designing the new service provision, we will work with service users and providers to ensure services continue to remain accessible to people from BAMER backgrounds and are person-centred to reflect cultural needs and values.

People with a disability – mental health

Access to services

The closure of one or two of the day service sites may impact on residents' ability to access services. Many of those participating in the consultation reported that they would not be able to travel to another day service site due to difficulties accessing public transport, the remaining sites may be further for them to travel to, and/or the lack of familiarity with other day service sites may be anxiety provoking. This is particularly the case for those who currently access the community support day service at Southwood Smith Centre, as this is the only site located in the south of the borough.

The council will work with service users and providers to ensure appropriate support is in place to enable service users to travel to other community or day service sites. Future service models will support access to community venues and not be solely dependent on day service sites. There are a significant number of community centres and resources in the South of the borough offering space to meet, affordable food, activities and groups.

Deterioration in mental health

There is a risk of breakdown in service users' mental health as a result in change to services, including potential changes in provider and staff. Many of the consultation participants stated that managing change would be difficult for them and that their mental health would deteriorate as a result of the stress and anxiety caused by the changes to services. Increased isolation was also a key theme reported during the consultation, with individuals stating they were worried about losing social networks they had built at Southwood Smith, would drop out of services and at risk of not leaving their home.

People who use services articulated a number of things that would enable a smoother transition for them to the new service:

- It is important that additional support is provided to enable service users to cope with, and manage the change, and to enable them to continue to access services. This may include one-to-one support, check-in phone calls, prompts to attend, and support to access other services within the community.
- Service users requested information about what other day services offer, and what other services and groups are on offer within the local community, as many reported they don't know about what other services can offer.
- The friendly, welcoming and safe environment and atmosphere that has been developed at Southwood Smith is key to enabling inclusivity and encouraging attendance at the day centre. It is important that the other day service sites continue to harness this environment, to maintain accessibility and promote a safe space for people to socialise and receive support.
- The high quality of the staff and volunteers at Southwood Smith, their expertise, and the trusted relationships built with service users is highly valued by those who currently use the service. The transfer of staff from Southwood Smith to other day service sites would therefore be beneficial in terms of continuity of care and maintaining service users' health and wellbeing.

We will ensure that providers develop tailored individual plans with service users to support them through any changes. These will ensure appropriate interventions are put in place to support individuals before, during and after the transition period.

Service users will have a choice, and will be supported to attend, between the remaining three day service sites they wish to use, or will be supported to access alternative community facilities if that is there wish. For example, this could include support to access other community settings as a group. Service users will also be supported to travel to different sites, for example with a peer or support worker where required

The council will work with providers to ensure service users are provided with information about what the new Recovery Services will offer and wider services available in the community. It is an expectation of providers within the new service specification, that service users are supported to access wider community groups, activities and services as part of their ongoing support and recovery.

Staff and volunteers will be offered the opportunity to transfer to new services to provide continuity of care for services users. Reducing costs in buildings helps to protect staffing levels.

A robust process and methodology was in place for evaluating and assessing tender submissions, to ensure the new provider meets quality requirements, including involving service users on the panel.

Opportunities for advancing equality of opportunity

The average number of people who use the Isledon Road service per week is 76, the target is 100. A specialist referral is required to attend this service, it is not currently used as open access, people who attend Isledon Road may also attend other day services listed below.

The table below shows the average number of attendees per week at each of the Community Support Service sites – please note that the same individual may attend more than one drop-in and more than one service:

	Despard Road (max capacity 100)	Southwood Smith (max capacity 50)	Ashley Road (max capacity 50)	Isledon Road (max capacity 160-170 across multiple rooms)
Drop-in (2 out of 5 days in each building)	60 (20-30 people on each day)	60 (approx. 30 people on each drop in day)	57 (approx. 20- 30 people at each drop in day)	Not commissioned to provide open access drop-in
1-1 appointments or group activities (3)	65	85	40	Referral only service for 100 people per week,

out of 5 days)				average seen per week 76
----------------	--	--	--	--------------------------

As the figures above show, the current buildings can be better utilised. While filling buildings to capacity would undoubtedly pose risks and challenges, there is potential for greater utilisation in the buildings. Therefore, we believe at least the same number of people can access day services, and other community facilities, even with fewer buildings. There are some people that need support who don't attend day services and others who would like support to access other community facilities and feel that day services are too institutionalised and hold back their recovery.

There is a significant under representation of people under 30 attending the services.

Reviewing the recovery pathway provides opportunities to look at where we can improve services. We are determined to ensure that Islington's recovery offer is effective and accessible for all residents who need it and that we make best use of venues and other available resources. The new service will strengthen the recovery pathway in a number of ways so that more Islington residents can recover and maintain good mental health.

The service will adopt a more personalised, strength-based model of support, focussing on individuals' strengths and aspirations, enabling people to plan for and choose their own care and support based on interests and existing strengths.

By commissioning the pathway as a single contract, the service will reduce duplication, multiple assessments and provide a streamlined and connected range of services. The pathway will enable greater community connectedness and promote social inclusion, by supporting people to access community-based activities and services, as well as supporting clients to access training, voluntary, education and employment opportunities.

The new service will adopt a more peer-led approach, building on and expanding existing peer volunteering opportunities and peer-led activities within the service, developing supportive networks that extend beyond the service and into the community. The growth of sustainable and non-service based support and recovery networks are known to increase self-esteem, resilience, and self-efficacy.

The outcome of the consultation

Overall we felt that there were greater risks with closing the Ashley Road site, which would be harder to mitigate, and as such decided not to close Ashley Road. We reached the view that the closure of the day service site at Southwood Smith Centre should be taken forward.

In analysing the range of feedback and the options appraisal previously undertaken, there are no alternative proposals that would make the necessary improvements to the service model and achieve the financial savings required. The closure of Southwood Smith would create the

most significant impact in terms of savings whilst ensuring we can deliver services which improve outcomes for residents.

We understand that the closure of Southwood Smith site could initially be upsetting and distressing for people who currently use this service however the failure to go ahead with the proposal presents a risk to the longer term sustainability of the mental health system.

Islington is developing its strengths based approach to social work and social care. This way of working is clearly set out in the Care Act 2014 and is critical in realising a more personalised model of care and support. In order to achieve this, commissioned services as well as social work practice need to change to develop flexible services that are tailored to individual needs.

Islington needs to operate within financial constraints and find ways to effectively meet the mental health needs of our residents. The closure of the Southwood Smith day centre will mean that we can focus our resources on the direct delivery of care and support, staff and meaningful activities which support recovery.

Services will still be provided from the remaining three day centres and we worked with service users to design the new service model so that it adopts a more strength-based approach, is recovery focused, accessible, inclusive and delivers a wide range of activities and groups.

4. Safeguarding and Human Rights impacts

a) Safeguarding risks and Human Rights breaches

Please describe any safeguarding risks for children or vulnerable adults AND any potential human rights breaches that may occur as a result of the proposal? Please refer to **section 4.8** of the [guidance](#) for more information.

No safeguarding risks for children or vulnerable adults or potential human rights breaches have been identified, that could occur as a result of the proposal.

If potential safeguarding and human rights risks are identified then **please contact equality@islington.gov.uk to discuss further:**

5. Action

How will you respond to the impacts that you have identified in sections 3 and 4, or address any gaps in data or information?

For more information on identifying actions that will limit the negative impact of the policy for protected groups see the [guidance](#).

Action	Responsible person or team	Deadline
Undertake robust consultation with service users around the closure of buildings, ensuring as many people as possible are able to share their views, including providing a range of methods of providing feedback. Ensure that the final decision takes into account the views of service users, the impact of these changes and how people will be supported through the change.	Mental Health Commissioning Team	This was completed in July 2018.
Undertake co-design phase with service users (workshops), to ensure their views are articulated and fed into the design of the day services, including how we ensure equality of opportunity and equal access.	Mental Health Commissioning Manager / Islington Healthwatch	This was completed in October 2018
Develop the new service model, to provide more personalised care and greater access including open access and care planned support, through co-design work with service users, including the LGBTQ Outcome group and women's groups at Isledon Road and Ashley Road, and greater reach to those under 30 years. Future service models will support access to community venues and not be solely dependent on day service sites.	Mental Health Commissioners	This was completed September 2018
The council will work with service users and providers to ensure appropriate support is in place to enable service users to travel to other community or day service sites.	Mental Health Commissioners / New provider	June 2019
Ensure service users are supported to travel to different sites, for example with a peer or support worker, based on assessment of individual need.	Mental Health Commissioners / New provider	June 2019
We will ensure that providers develop tailored individual plans with service users to support them through any changes. These will ensure appropriate interventions are put in place to support individuals before, during and after the transition period.	Mental Health Commissioners / new provider	June 2019
We will work with the Trust to support other voluntary sector service such as Food Cycle to continue to use Southwood Smith.	Mental Health Commissioner / Camden & Islington NHS Foundation Trust	May 2019

We will work with providers to ensure they establish strong links to Trust services, including Recovery and Rehabilitation Services.	Mental Health Commissioners/ new provider	June 2019
Work with providers to ensure service users are provided with information about what the new Recovery Services will offer and wider services available in the community.	Mental Health Commissioners/ new provider	June 2019

Please send the completed RIA to equalites@islington.gov.uk and also make it publicly available online along with the relevant policy or service change.

This Resident Impact Assessment has been completed in accordance with the guidance and using appropriate evidence.

Staff member completing this form:

Signed: A.Clark

Date: 12/02/2019

Head of Service or higher:

Signed: Jill Britton

Date: 12/02/2019