

Resident Impact Assessment

Mental Health Accommodation Pathway Review

Service Area: People - ASC

Lead Officer: Helena Quinn / Alice Clark

1. Please provide a summary of the proposal

Please provide background to the proposal and the intended outcomes.

This proposal is about the redesign and re-procurement of the mental health accommodation pathway to ensure mental health accommodation services proactively work to equip residents with the skills and capacity to live healthier and more independent lives.

Islington's mental health accommodation services are arranged as a pathway with three levels of support – residential care (24/7 support and support with personal care), high support (24/7 support staff) and medium support (support staff onsite every week day).

The local pathway consists of 198 block-contracted places. There are 178 supported living places and 20 residential care places. The 178 places are currently delivered by 7 providers across 18 properties.

The key objectives of this project are to:

- modernise our residential and supported accommodation services, to establish services that are flexible, scalable, and efficient
- commission services that are designed to support people in a strengths-based way and improve outcomes for people who use services.
- new services will provide more modern home environments driving up the standard of people's homes – improving dignity and privacy.

We expect efficiencies will be realised by the following:

- Savings from repatriating service users from more costly out of area placements to local facilities in Islington
- Bringing new models of care, providers and outcomes-based service design into the pathway, to reduce spot purchased top-up care and improve flexibility of care by commissioning new supported living and residential care services.

The system goals and objectives are:

- People live healthy, independent lives, with timely access to good quality care and support
- People have the skills they need to access and sustain good quality housing closer to home
- People feel connected and have the opportunity to progress
- People not able to live independently are supported to live well

Resident goals and objectives

- Residents experience the pathway's shared vision and way of doing things, and it meets their individual needs
- Residents' autonomy is maximised, they are able to thrive and contribute
- Residents are proactively supported to gain the skills necessary to move to an independent tenancy quickly, thereby minimising the time spent living in a mental health accommodation service setting
- People are supported to lead the life they want to live whilst accessing support from the wider network of community offers, friends and family.

2. What impact will this change have on residents, the local community or staff?

The proposed changes will impact the following groups of residents:

a) Those living in supported living services that will close to enable relocation to new buildings

Thirty-nine residents live in services that will relocate to new buildings. These residents will be supported to move to new accommodation that meets their needs. We intend to commission new mental health supported living services from modern and accessible buildings, and to increase residential care support available in the borough.

b) Islington residents living in mental health accommodation services located outside of the borough

Twenty-one residents living in mental health accommodation services located outside of the borough will be supported to return to services in borough.

c) All residents in the mental health pathway

All residents in the pathway will experience a higher quality, person centred service that will proactively enable them to move towards greater independence.

Potential negative impact on residents

For some residents the location of where they live will change. The services will be competitively tendered and the service providers may also change. Robust transition plans will be in place to ensure residents are supported throughout the change process and to settle into their new home, with support from the community mental health teams and support provider. During the tender process providers will be required to

demonstrate how they would effectively support residents through any change should they be awarded the contract.

Overall, the pathway redesign and re-procurement will have a positive impact for local residents. The key benefits of the proposal are outlined below:

- 1) Enabling people to be suitably accommodated within the borough, closer to home, with reduced need to use out of borough placements. This will be supported by increased investment in local mental health residential care. Currently there are 21 residents living out of borough who could return to Islington if the provision was available.
- 2) Enabling quick access to accommodation, care and support to ensure that people do not spend time in instable accommodation with inadequate support or do not spend longer than necessary in NHS care. The pathway is currently operating with a high waiting list.
- 3) Ensuring consistent integrated working between accommodation services and health, social care, housing and community services. Those living in the pathway have complex needs and these cannot be addressed by working in isolation. Improving and embedding integration and partnership working will be at the heart of the pathway redesign.
- 4) The new mental health accommodation service model will embed within practice a strengths based approach, improved resident choice and control, trauma informed care and psychologically informed environment approaches to proactively support residents' independence and move-on.
- 5) Introducing new high quality accommodation into the pathway to replace dated building stock. A new 17 unit accommodation block consisting of self-contained flats within the Islington Council New Homes Initiative will be available for use by the mental health pathway in August next year. Early market engagement has identified other opportunities.

3. Impact on protected characteristics, local community and staff

3a. Please set out what data you have used to assess the impacts in the table below.

The following data has been used to assess impacts on protected characteristics:

- Service user demographics data for commissioned supported accommodation contracts, collated from contract monitoring data.
- Service user demographics data for out of area placements.
- Details of services that will be affected and numbers of service users that will be most impacted by the changes.
- Camden & Islington NHS Foundation Trust undertook ninety-nine strengths-based reviews with those who would most affected by these proposals. As well as protected characteristics, the following information has been analysed by commissioners and C&I service managers: service user support needs, additional care packages, the type of care and support they need, most suitable building type to meet need, the type of accommodation that has been identified as being most suitable to meet their need (e.g. step down into supported living pathway, step up to residential care). This information was provided by C&I on a placements tracker.

Refer to Appendix 1 for breakdown of service user demographics.

3b.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Age	X			The services will work with adults that are over 18 years of age. This represents a significant range.	The service and environment will offer an opportunity to deliver a person centred experience and meet age related needs.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Disability	X		X	<p><u>Positive impacts</u></p> <ol style="list-style-type: none"> 1. These proposals will ensure we develop services that support people in a strengths-based way, focussing on individuals' strengths and aspirations. The services will improve residents' independence and outcomes. 2. There are a small number of people with serious mental illness and physical health needs that require a specialist mental health accommodation service that can also accommodate their physical health needs. An increase in mental health residential care provision will enable more people with personal care needs to be accommodated in borough. 3. The introduction of new buildings will increase the provision of accessible mental health supported living placements in Islington. 	<p><u>Opportunities for advancing equality of opportunity</u></p> <p>The services we are procuring will improve the support and accommodation for vulnerable residents with long-term mental health conditions by:</p> <ul style="list-style-type: none"> • Offering high quality environments, are not institutionalised and that meet needs with a strength-based approach • Meeting different levels of need, including physical health needs • Providing buildings that are more accessible with some ground floor accessible units and accessible en-suite bathroom facilities, which current services cannot offer. • Providing more modern home environments. <p><u>Mitigating actions to reduce/eliminate negative impacts</u></p> <p>Mitigating actions for 1.</p> <ul style="list-style-type: none"> • We will work with current service providers and community mental health teams to ensure residents are supported throughout the procurement process and particularly leading up to and immediately following the

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
				<p><u>Potential negative impacts</u></p> <ol style="list-style-type: none"> 1. There is a risk of breakdown in service users' mental health as a result in change of support provider and/or service location. 2. There is a risk that residents without mental capacity or who are not able to articulate their views are not fully involved in decisions about their future accommodation, care and support. 	<p>transition to new service. Robust transition plans will be devised with each resident and carefully monitored.</p> <ul style="list-style-type: none"> • Provide an opportunity for residents to view new provision and to have an input into the specification of the new provision. These will include visits to the new service and getting to know the local area. • Ensure appropriate and timely communications and engagement with residents, and their families. • A robust process and methodology will be in place for evaluating and assessing tender submissions, to ensure the new provider/s meets quality requirements, including involving service users and/or family carers on the evaluation panel. <p>Mitigating actions for 2.</p> <ul style="list-style-type: none"> • Ensure all comms and briefings for residents are in plain English. • C&I to identify mental capacity needs for each resident and whether they have family members who can support them during the consultation, to understand their views,

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					<p>needs and the impact the change would have on them and their family.</p> <ul style="list-style-type: none"> • Involve independent third party advocate to support individuals who do not have capacity or a family member who can support them during the consultation.
Sexual Orientation	X				<p>LGBTQ people experience poorer mental health outcomes compared to the general population. Key community providers, such as Islington Mind have developed strong links with LGBTQ communities to ensure that they can meet this need. Supported living and residential care providers will develop stronger links between these services and LGBTQ organisations, such as the London Friend and Opening Doors London, to share learning and better understand needs of this group, as well as support service users to link with local LGBTQ networks/services based on individual need/wishes.</p>

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Gender Reassignment	X				<p>People that have experienced gender reassignment experience poorer mental health outcomes.</p> <p>Commissioning will ensure providers of the new services have training plans around tailored support to different groups, including gender reassignment.</p>
Marriage and Civil Partnership		X			<p>The new services will support people to maintain important relationships, through a close partnership approach with, and inclusion of, families, where this is the individual's wish.</p>

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Pregnancy and Maternity		X			<p>Generally, women with mental health needs during pregnancy and post-birth will access more specialist clinical support through perinatal and maternal mental health services, as well as peer support groups. Some people may also access wider community resilience support, for example, where they have a housing issue.</p> <p>The new services will follow referral pathways with the new perinatal services where applicable, in liaison with Community mental Health Teams (if the person is already under their care).</p>
Race	X				<p>For current service users within the mental health accommodation pathway there is almost an equal split between those within BAME ethnic groups (55%) and white ethnic group (43%), reflecting the overall borough profile. The new services will engage with people from all ethnic backgrounds through personalised approaches to care and support.</p>

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Religion and Belief	X				The religion of current service users within the mental health accommodation pathway reflects the overall borough profile. The new services will engage with people from all religions through personalised approaches.
Sex	X			A higher proportion of women experience common mental health conditions. Men are higher users of inpatient and crisis care and less likely to seek preventative support. They are also more likely to experience homelessness and use mental health accommodation services. This is reflected in the service demographics data; the majority of service users in the mental health accommodation pathway are currently male (73%).	The new services will continue to support both men and women, offering a tailored, person centred approach based on the individual resident.

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Socio-Economic	X			<p><u>Positive impacts:</u></p> <ul style="list-style-type: none"> The new services will help people lead healthier, fulfilling lives in the community, reducing social isolation and maximising life opportunities and independence. 	<p>The services will provide additional social value, enhancing positive impact in the following ways:</p> <ul style="list-style-type: none"> Providers will be required to support and promote purchasing from the local supply chain where possible. Providers will be required to support and encourage the adoption of specific workplace health initiatives. The services will provide voluntary and employment opportunities within the service for people with lived-experience of mental health problems.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Community	X			<p><u>Positive impacts</u> The new services will support people with severe and enduring mental illness to improve social inclusion and ensure that they make meaningful use of their time in order to achieve more independence and feel part of the local community.</p>	<p>The services will enhance positive impact in the following ways:</p> <ul style="list-style-type: none"> • Driving up standards in quality of accommodation for local residents; • Enabling residents to move back into borough and closer to home; • New services will be part of the fabric of the local community, supporting and encouraging residents to make use of local universal health and social support services; • Supported housing providers engaging with relevant third sector services; • Services will support residents to sustain local links with family and friends and; • Services will support residents to make better use of community resources to support good mental health, coping strategies, and living skills.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Staffing		X		No Council staff will be affected by these proposals.	

4. Consultation

Provide details of what steps you have taken or plan to take to consult the whole community or specific groups affected by the service or policy development.

The LBI engagement lead has advised that formal consultation is not required at this stage. This programme of work relates to re-designing services, which will involve movement of accommodation sites and types of provision.

Commissioning will undertake in-depth engagement with service users and family carers, to obtain their views on proposals, understand the impact of proposals on service users and identify any mitigating actions that would minimise any impact. This will feed into the development of the procurement strategy, and the EIA will be updated to reflect the findings from this engagement.

Commissioning and C&I are planning a range of engagement activities Nov-Dec 2020 to ensure Islington residents are able to share their views about the proposed changes and are central to shaping the redesign.

- a) Those living in services that will relocate to new buildings

A representative from commissioning, the current support provider and professionals from C&I will meet with each resident to discuss with them the proposed changes, and why they are taking place, what impact these proposals will have on each resident and how they can best be supported to mitigate any negative impact. Family members and carers will be invited to attend. The mental health advocacy service will be notified and residents supported to make use of this service. Each resident will be provided with FAQs relating to the changes. Key to this engagement is understanding what is of particular importance about the current service and how this can be continued by the future provider in the new location.

C&I's Community Rehab Team will also engage with residents and carers. They have already undertaken comprehensive assessments of the residents including understanding resident and carer needs, wishes and preferences. Transitions plans will be devised with each resident and carefully monitored. These will include getting to know the area where they will be moving to.

- b) All residents in the mental health pathway and local user involvement groups

A programme of engagement with residents is planned. This includes:

- Sharing a summary of the proposed changes and what this would mean for residents.
- A short survey asking each current resident in the pathway for their feedback on the existing model and their thoughts regarding a strengths based approach, introduction of greater choice and control, and how they can be proactively supported to increase their independence.
- Providing residents and their families with the opportunity to meet with commissioning individually.

Commissioning will also discuss, request feedback and further develop the proposals with mental health service user involvement groups, including IBUG (Islington Borough User Group), Nubian Users Forum (BAME user involvement group) and the Service User Alliance. An expert by experience will be invited to sit on the tender evaluation panel.

5. Post Implementation Monitoring and Review

How will you review community and equality impact once the service or policy has been implemented?

Action	Responsible person or team	Deadline
Ongoing contract monitoring with providers, including quarterly meetings and monitoring submissions from providers.	Mental Health Commissioner and Contracts Team	Ongoing post contract award in Spring 2021
Providers to embed service user engagement and coproduction into ongoing service delivery as outlined in new service specifications. To be monitored as part of ongoing contract monitoring arrangements.	Supported accommodation providers / Mental Health Commissioning Team	Ongoing post contract award in Spring 2021

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

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

Staff member completing this form:

Head of Service or higher:

Signed:  _____ Alice Clark

Signed:  _____ Jill Britton

Date: 22/10/2020

Date: 28/10/2020

Appendix 1 – Resident demographics information

		Borough profile	Service User profile
		Total: 206,285	Total: 198*
Gender	Female	51%	53 (27%)
	Male	49%	145 (73%)
Age	Under 16	32,825	0 (0%)
	16-24	29,418	11 (6%)
	25-44	87,177	74 (37%)
	45-64	38,669	92 (46%)
	65+	18,036	17 (9%)
Disability	Disabled	16%	76 (38%)
	Non-disabled	84%	109 (55%)
Sexual orientation	LGBT	No data	11 (6%)
	Heterosexual/straight	No data	181 (91%)
Race	BME	52%	109 (55%)
	White	48%	86 (43)
Religion or belief	Christian	40%	76 (38%)
	Muslim	10%	16 (8%)
	Other	4.5%	12 (6%)
	No religion	30%	47 (24%)
	Religion not stated	17%	46 (23%)

*Number of residents residing in existing commissioned supported living and residential care services. Figures accurate as of October 2020.