

Equalities Impact Assessment

Savings number ASC03: 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

Fourty-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 two new mental health supported living services from modern and more accessible buildings, and to increase the number of mental health residential care beds available in the borough.

- b) Those living in supported living services where the level of support will change
Twenty-five residents live in services that will change from being a high support service to a medium support service or vice versa, as a result of the outcome of the tender. These residents's needs will be reviewed and they will be supported to move to new accommodation in the pathway that meets their needs or supported to step down to more independent living. A small number of these residents may stay where they are currently living depending on a review of their care and support needs.

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

A minimum of 15 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 have been competitively tendered and the service providers will also change for some of the services. 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 were 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 at least 15 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 2022. Through the tender process, other opportunities for improvements to the building stock has been identified. This includes one of the existing supported living services and one of the residential care service buildings, both of which will undergo significant developments to improve their accessibility for residents with physical mobility needs, including those who use a wheelchair. This

includes provision of ground floor, fully-wheelchair accessible flats, accessible communal spaces and gardens, improving access to a lift and building access.

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.

Disability	X		<p style="text-align: center;">X</p> <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 and improved buildings will increase the provision of accessible mental health supported living and residential care placements in Islington. <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. 	<p><u>Opportunities for advancing equality of opportunity</u></p> <p>The services that are being procured 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. Some of the residents and their family reported that they would like to see a greater focus on increasing independent living skills, a proactive approach to increasing skills around daily living and encouraging participation in activities outside of the building. • Meeting different levels of need, including physical health needs. Some residents reported that support around their physical health was very important to them. • Providing buildings that are more accessible with some ground floor accessible units and accessible en-suite bathroom facilities, which current services cannot offer. Some residents and family members reported that their current accommodation cannot meet their physical needs and required more suitable, accessible accommodation. • Providing more modern home environments.
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			<p>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>	<p><u>Mitigating actions to reduce/eliminate negative impacts</u></p> <p>Mitigating actions for 1.</p> <ul style="list-style-type: none"> • Some residents reported that staff providing additional emotional support is important in supporting them to manage the change. We will work with current and new 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 transition to new service. Robust transition plans will be devised with each resident and carefully monitored. • 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. • Some residents reported that it was important they were still able to see their family when they move to new accommodation. The new support provider and care coordinators will ensure residents are supported to continue to maintain close relationships with family if this is their wish. • A robust process and methodology was in place for evaluating and assessing tender submissions, to ensure the new provider/s met quality requirements, and the evaluation
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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>panel included an Expert by Experience representative.</p> <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, needs and the impact the change would have on them and their family. • Involve independent third party advocate to support individuals who do not have capacity or a family member who can support them during the consultation and a move to new accommodation.

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?
Sexual Orientation	X				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.
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>

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Marriage and Civil Partnership		X			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.
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>

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?
Race	X				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.
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.

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?
Sex	X			<p>A higher proportion of women experience common mental health conditions. Women often express themselves differently to men and require their needs to be met in a different way. They often present with behaviours and symptoms related to a history of trauma.</p> <p>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%).</p>	<p>The new services will continue to support both men and women, offering a tailored, person centred approach based on the individual resident.</p> <p>The new Service Specifications include specific requirements around providing a tailored approach to meeting women's needs, ensuring women feel supported and safe within their accommodation. Providers were also explicitly asked in their tender response to describe how they would embed approaches and practices within their work to ensure the needs of women are met.</p>

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"> the service being part of the fabric of the local community, supporting and encouraging residents to make use of local universal health and social support services; the service contributing to developing skills and tackling unemployment amongst Islington residents including excluded communities; providers delivering sound employment practice and employment rights through: evidencing progression and training opportunities for staff; implementation of equality and diversity policies; enabling security of employment for the workforce; local recruitment, including working with iWork. developing peer support opportunities, including peer support training and direct or seconded employment opportunities for peer workers. <p>In the tender providers identified additional opportunities for social value to the community that will be undertaken as part of the new contract/s and some of these are highlighted below:</p> <ul style="list-style-type: none"> A commitment to recruit a specified number of paid staff from
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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>socially/economically disadvantaged groups, including those who are NEET, ex-offenders, and those with lived experience.</p> <ul style="list-style-type: none"> • Supporting and promoting purchasing from the local supply chain where possible.

Community	X			<p><u>Positive impacts</u></p> <p>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. • achieving community based actions, building local relationships and partnerships, and improving equality of access through engaging a range of communities within the borough; • delivering the service in a way that reduces its environmental impact; <p>In the tender providers identified additional opportunities for social value to the community</p>
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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>that will be undertaken as part of the new contract/s and some of these are highlighted below:</p> <ul style="list-style-type: none"> • Co-producing community events with local residents; • Having a graduated pathway of progression for residents to move from volunteer peer support roles into paid positions, including having dedicated Peer Support Coordinators to develop these opportunities and delivering accredited training for residents.

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. This programme of work relates to re-designing services, which will involve movement of accommodation sites and types of provision.

Commissioning undertook 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 fed into the development of the procurement strategy, and this EIA has been updated to reflect the findings from this engagement.

Commissioning and C&I are undertook a range of engagement activities Nov-Dec 2020 to ensure Islington residents were 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 met 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 were invited to attend. A mental health advocate also attended to support those residents who required/requested and independent advocate. Each resident was provided with FAQs relating to the changes. Key to this engagement was 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 took place. This included:

- Sharing a summary of the proposed changes and what this would mean for residents.
- Small focus groups with current residents 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 also discussed with, and requested feedback from, IBUG (Islington Borough User Group). An expert by experience also sat 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
Robust implementation of new contracts, including regular implementation meetings with providers that are minuted, monitoring progress against the service implementation plan and monitoring risks and mitigation using an implementation risks and issues log.	Mental Health Commissioner, Contracts Team and providers	Implementation of new services Nov 2021 – Feb 2022.
Ongoing contract monitoring with providers, including quarterly meetings and monitoring submissions from providers.	Mental Health Commissioner and Contracts Team	Ongoing post commencement of new services (Feb 2022 onwards)
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 / Contracts Team	Ongoing post commencement of new services (Feb 2022 onwards)

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: 16/08/2021

Date: 23/08/2021

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.