

**RMBC - Equality Analysis Form for Commissioning, Decommissioning, Decision making, Projects, Policies, Services, Strategies or Functions (CDDPPSSF)**

<b>Under the Equality Act 2010 Protected characteristics</b> are age, disability, gender, gender identity, race, religion or belief, sexuality, civil partnerships and marriage, pregnancy and maternity.	
<b>Name of policy, service or function. If a policy, list any associated policies:</b>	Rotherham Mental Health Crisis Accommodation Service (Rethink)
<b>Name of service and Directorate</b>	Adult Care & Housing, Neighbourhoods & Adult Services
<b>Lead manager</b>	Nathan Atkinson, Assistant Director Strategic Commissioning
<b>Date of Equality Analysis (EA)</b>	Initial EA undertaken December 2016 – February 2017. Revised October 2017.
<b>Names of those involved in the EA (Should include at least two other people)</b>	Lesley Hill, Intérim Strategic Commissioner  Andrew Wells, Head of Service – Safeguarding and Professional Practice  Kate Tufnell Head of Mental Health Commissioning

**Aim/Scope:**

The aim of this analysis is to consider any potential impact that may arise from the decommissioning of Rotherham’s Mental Health Crisis Accommodation Service on the delivery of the Mental Health Urgent and Emergency Care pathway across the district. This is a service currently delivered at Cedar House, 40 Moorgate Road, Rotherham at a cost of circa £240,000 per annum (Council £190,000 and Rotherham CCG £50,000).

The Mental Health Crisis Accommodation Service in Rotherham was originally commissioned in 2005. The contract was awarded to Rethink, a national charity working in the field of mental health illness. They were commissioned to work in conjunction with the Mental Health Trust (RDASH), who provided, in-situ, direct clinical oversight for the service. It was based on a nationally recognised model of good practice to provide an alternative to hospital admission for individuals undergoing a mental health crisis, as advocated by Mental Health National Service Framework published in 1999. Rethink were contracted to provide accommodation (4 beds) to support individuals aged 16-64 in mental health crisis for up to 7 nights, (with flexibility to extend the stay by exception) with 24 hour staffing at all times. There is zero cost to the client except for them being required to

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provide their own food. In addition the service provided an out of hour's telephone helpline on behalf of the RDaSH Crisis Team.

Changes to the service provision occurred in 2010 when the RDaSH Crisis Team relocated to the then new in-patient treatment service at Swallownest Court. Following these changes to the model the Mental Health Crisis Accommodation Service experience a reduction in the number of referrals to the service, as result the service bed occupancy rates decreased which promoted a review of the service in 2013.

In 2016/17 a further desk-top review of the service was undertaken. This review identified that the service no longer:

- Provided value for money (due to low occupancy rates and changing customer profile).
- Work exclusively with adults with a diagnosed mental illness in mental health crisis. Instead providing a service of time-limited limited accommodation for people experiencing an increase in anxiety or depression as a result of social crisis and/or relationship breakdown. This change in focus resulted in the provision of a service already commissioned with a number of other providers, at a more affordable cost.
- Provided a service in line with its original contracted purpose i.e. avoiding admission to hospital.
- Provided an out of hour's telephone helpline for the Rotherham Crisis Team.

These finding were considered by the Mental Health and Learning Disability Group in February 2017. The group concluded, that over recent years there had been significant changes to the wider mental health and Urgent / Emergency Care provision across Rotherham and that this service no longer aligned to the current pathway delivery model. It was also agreed that the service no longer provided value for money and did not fulfil its original commissioning intentions, as a direct alternative to hospital admissions for individuals' experiencing a mental health crisis.

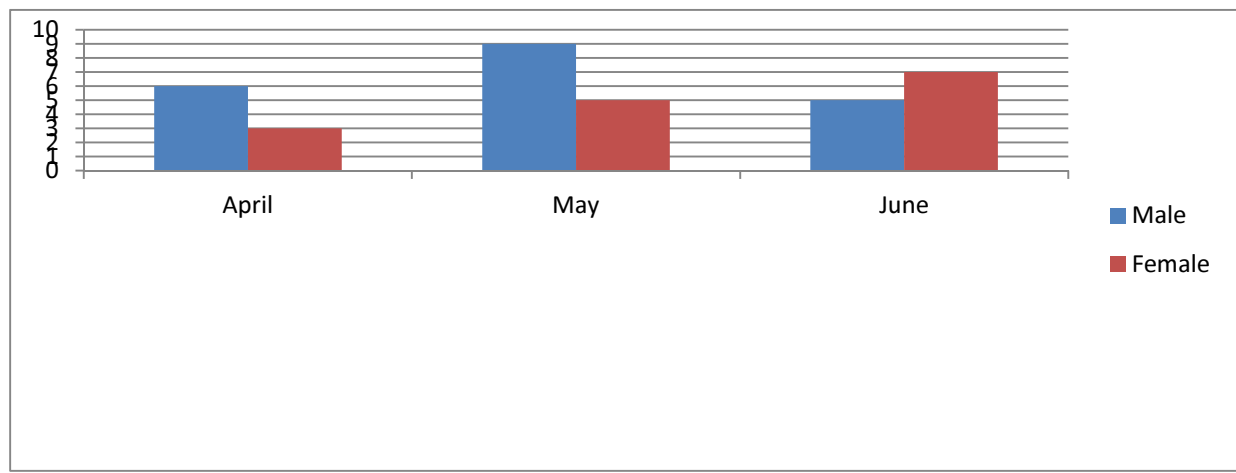
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**What equality information is available? Include any engagement undertaken and identify any information gaps you are aware of. What monitoring arrangements have you made to monitor the impact of the policy or service on communities/groups according to their protected characteristics**

Rethink routinely provides the following equality monitoring information via its contractual arrangements with the Council:

**Quarter 1, 2017/18 period:**

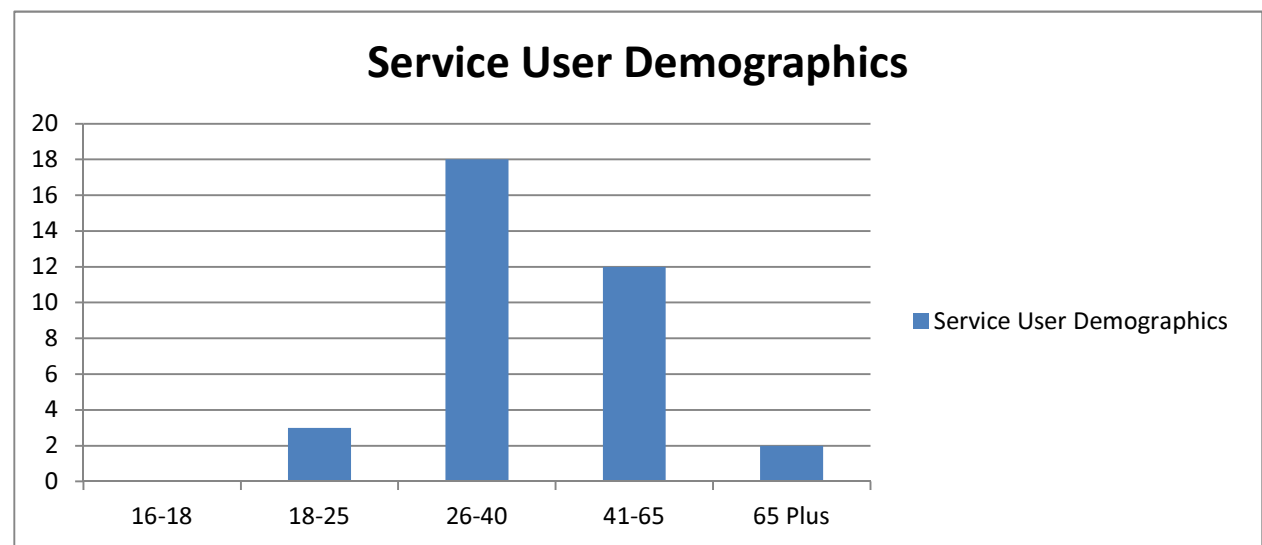
**Figure 1: Gender Demographics**



(Data source: Rethink Mental Health Illness, Rotherham Contract Report, Quarter 1, 2017/18)

- Gender split (figure1) – during this period there was a higher number of male admissions (20 males vs. 15 females).

**Figure 2: Service User Demographics**

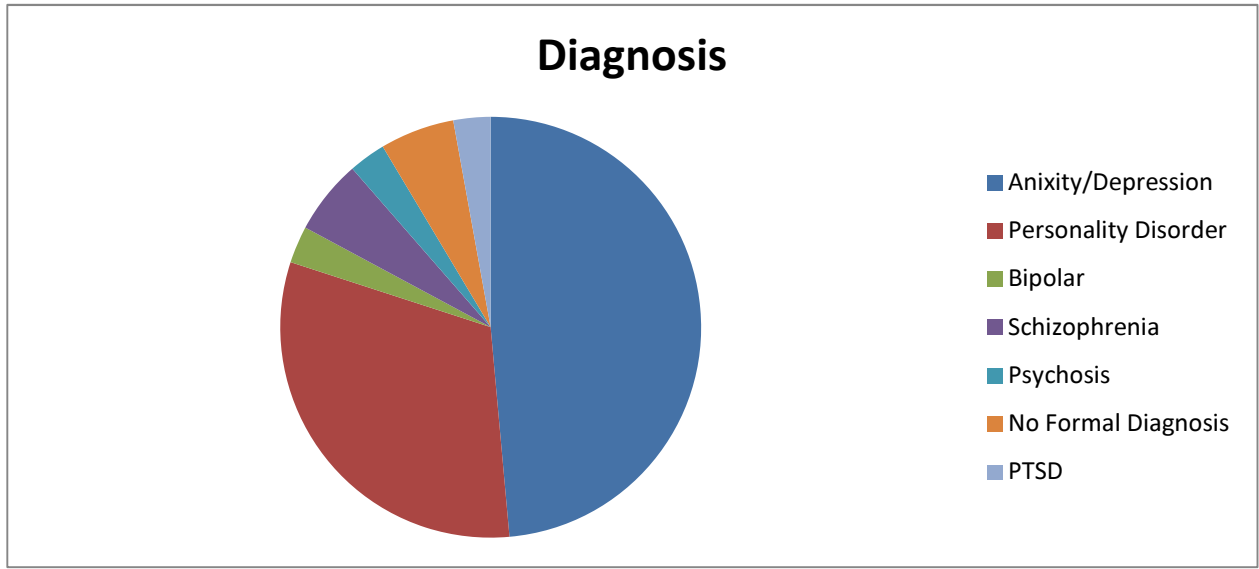


(Data source: Rethink Mental Health Illness, Rotherham Contract Report, Quarter 1, 2017/18)

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- Service user demographics (figure 2) – during this period 40 people were admitted aged between 26-65, with 3 individuals aged 18-25 and 2 individuals 65 years plus.

Figure 3:Diagnosis profile



(Data source: Rethink Mental Health Illness, Rotherham Contract Report, Quarter 1, 2017/18)

- The diagnosis profile during this period show that primarily diagnosis recorded for service users was anxiety / depression or personality disorders.

Information gap – there is a lack of equality monitoring information on wider the protected characteristics as this is not routinely collected by Rethink.

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<p><b>Engagement undertaken with customers. (date and group(s) consulted and key findings)</b></p>	<ul style="list-style-type: none"> <li>• As this service is designed to provide a short-term intervention at a time of crisis the service is only used for a short period of time. However, for those individuals who have accessed the service more than once RDaSH have worked with the individual to review their future crisis plan. These reviews have adopted a person-centred approach to work with the individual to agree their future crisis plan / support required (Quarter 2, 2017/18).</li> <li>• The Wellgate Day Support Service has undertaken a piece of work with those individuals who use their service or had accessed the service from Cedar House. The findings from this work are being used to inform the future development of a wellbeing hub model in Rotherham.</li> <li>• Further work planned to work with a cohort of individual's who regularly attend A&amp;E and other emergency services to understand their needs to inform further development of services.</li> </ul>
<p><b>Engagement undertaken with staff about the implications on service users (date and group(s)consulted and key findings) See page 7 of guidance step 3</b></p>	<ul style="list-style-type: none"> <li>• Consultation with Rethink has been undertaken throughout the review period.</li> <li>• The Council, RDaSH &amp; CCG group established to oversee the transition period prior to closure of Cedar house established (Q.2, 2017/18).</li> <li>• A referral reduction trajectory agreed by RDaSH, the Council &amp; CCG. To ensure a safe decommissioning process (Q.2, 2017/18).</li> <li>• Cedar House admission review completed by RDaSH (July 2017).</li> <li>• Internal Staff briefing / communication sent out to RDaSH staff to inform them of the changes (July 2017– ongoing)</li> </ul>

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The Analysis
<p><b>How do you think the Policy/Service meets the needs of different communities and groups?</b> (Protected characteristics of age, disability, gender, gender identity, race, religion or belief, sexuality, Civil Partnerships and Marriage, Pregnancy and Maternity. Rotherham also includes Carers as a specific group. Other areas to note are Financial Inclusion, Fuel Poverty, and other social economic factors).</p> <p>The service was commissioned in 2005 to support people experiencing mental health crisis aged 16-64. The service is predominantly used by adults, though younger people have also safely accessed the service. The existing contract is heavily orientated to an adult of working age offer and this no longer reflects the mental health system that is moving to an all aged approach (16+). The decommissioning of this service will enable reinvestment to support the emerging all age (16+) urgent and emergency care pathway designed to support individuals experiencing a mental health crisis in their local community. Improving access to support for those aged 16+ is a key driver in this alongside an increased focus on prevention and early intervention to mitigate escalation to crisis.</p>
<p><b>Analysis of the actual or likely effect of the Policy or Service:</b></p> <p>The decommissioning of Cedar House will be mitigated through alternative provision which will have sufficient capacity to cover the four person support offered at any one time by Rethink.</p> <p>RDaSH will improve the routes into services for people experiencing mental ill health and provide a seamless approach that responds to the very unique needs of each person. Crisis support will be offered predominately in community settings and not at Cedar House. There is no expectation that this change to the service will increase demand for hospital care.</p> <p>Over the past year resources have increased to enable the services to respond more effectively to a crisis for the wider all age profile, which include:</p> <ul style="list-style-type: none"><li>○ Improved services for people attending the Urgent Care Centre at Rotherham Hospital.</li><li>○ Improved services for people experiencing psychosis.</li><li>○ Improved services for people with mental ill health accessing services out of hours.</li><li>○ Improved services for people with dementia who live in the community to prevent a crisis.</li><li>○ Improved services for intensive support for people with mental ill health who need crisis support in their own homes.</li><li>○ RDaSH offer dementia a carer resilience service for carers which includes respite options.</li></ul>

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- RDaSH and Adult Care Services offer a carers assessment to support carers in mental health services in their own right
- Operating hours have improved for the Child and Adolescent Mental Health Services (CAMHS) to provide intensive support for young people

The service offered is continuing to evolve and the future developments include:

- The expansion of the Adult Mental Health Liaison Service.
- To review and develop the home treatment provision.
- The ongoing development of early intervention in psychosis and Improving Access to Psychological Therapies (IAPT).
- Development of urgent care services including social prescribing.
- Development for emergency accommodation and alternatives for people being discharged from hospital.

**Does your Policy/Service present any problems or barriers to communities or Group?**

No, but there needs to be effective communication across the system for front line workers and potential users (predominately former users) of the Cedar House service to ensure that the alternative pathways are clearly articulated. It is also imperative that the person centred crisis plans that have been produced for previous users of Cedar House are enacted.

**Does the Service/Policy provide any improvements/remove barriers? Identify by protected characteristics**

The decommissioning of this service will enable the reinvestment of funds to support the emerging all age (16+) urgent and emergency care pathway designed to support individuals experiencing a mental health crisis in their local community. There will also be an increased focus on system investment in prevention and early intervention driven by the Rotherham Accountable Care System.

**What affect will the Policy/Service have on community relations? Identify by protected characteristics**

The decommissioning of the service has raised some concerns from those individual who have previously accessed the service. Work is ongoing to ensure this group that robust person-centred crisis plans are in place to provide future support.

Please list any **actions and targets** by Protected Characteristic that need to be taken as a consequence of this assessment and ensure that they are added into your service plan.

**Website Key Findings Summary:** To meet legislative requirements a summary of the Equality Analysis needs to be completed and published.

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**Equality Analysis Action Plan**

Time Period – December 2016 – Feb 2017 / Revised October 2017

**Manager:** Nathan Atkinson, Assistant Director of Strategic Commissioning / **Service Area:** Adult Care and Housing / Telephone: 01709 823824

**Title of Equality Analysis: Rotherham Mental Health Crisis Accommodation Service Decommissioning**

Action/Target	State Protected Characteristics (A,D,RE,RoB,G,GI O, SO, PM,CPM, C or All)*	Target date (MM/YY)
Officer to collate all relevant / updated customer and service information for EA	All	End Dec 2016
Complete engagement with, stakeholders and service users, as appropriate	All	End April 2017
Inform service users and stakeholders that the contract is coming to an end following numerous extensions.	All	May 2017
Referral reduction trajectory to be agreed and implemented	All	Q.2, 2017/18
Establish a process of crisis plan review	All	Q.2, 2017/18
<b>Name Of Director who approved Plan</b>		<b>Date</b>

\*A = Age, C= Carers D= Disability, G = Gender, GI Gender Identity, O= other groups, RE= Race/ Ethnicity, RoB= Religion or Belief, SO= Sexual Orientation, PM= Pregnancy/Maternity, CPM = Civil Partnership or Marriage.



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Website Summary – Please complete for publishing on our website and append to any reports to Elected Members, SLT or Directorate Management Teams

Completed Equality Analysis	Key findings	Future actions
<p><b>Directorate:</b> Adult Care &amp; Housing</p> <p><b>Function, policy or proposal name:</b> Rotherham Mental Health Crisis Accommodation Service (Cedar House, Rethink)</p> <p><b>Function or policy status:</b> Service Decommissioning</p> <p><b>Name of lead officer completing the assessment:</b>  Lesley Hill /Andrew Wells / Kate Tufnell</p> <p><b>Date of assessment:</b> Initial EA completed December 2016 -17 Revised October 2017</p>	<p><u><b>Findings December 2016-February 2017</b></u></p> <p>The service was commissioned in April 2005, with the intension of it being used as an alternative to hospital admission or home treatment for residents of Rotherham undergoing a mental health crisis in a non-medical supportive, therapeutic and non-stigmatising environment.</p> <p>To be mindful of and give consideration to potential equality impacts arising from the proposed decommissioning of Rotherham’s Mental Health Crisis Accommodation Service</p> <p>The role of the Crisis Team is to respond to the crisis, an important function is to "gate keep" the hospital beds to avoid unnecessary admissions. They are currently able to refer to the Home</p>	<p><u><b>Findings December 2016-February 2017</b></u></p> <p>Ensure all of the Authorities legal requirements in relationship to the covenant are actioned.</p> <p>Consultation and engagement with stakeholders and service users</p> <p>Ensure stakeholders, including elected members and service users are engaged and informed in and of the process.</p> <p>Since 2014 all areas were required to develop a multi-agency action plan to outline which services are in place for people in a mental health crisis, under the Crisis Care Concordat. The Rotherham Accountable Care System is currently reviewing the concordat. The concordat is being considered when developing new pathways and referral roots into and</p>

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<b>Completed Equality Analysis</b>	<b>Key findings</b>	<b>Future actions</b>
	<p>Treatment Team, Crisis Accommodation, and provide advice/signposting to other services or the other community treatment teams for follow up. They manage out of hours admissions to the in-patient unit where necessary and liaise with the criminal justice system. People not open to services that do and can present in crisis in A&amp;E are assessed by the Mental Health Liaison Service who operate from the District Hospital.</p> <p>Work to be undertaken with RDaSH and the Council's in-house Community Mental Health Social Workers to ensure a comprehensive, seamless, service delivery offer is developed and implemented to keep people experiencing an episode of increased mental ill-health well in their own home or alternative emergency accommodation.</p> <p>This is a working document which will be updated regularly with progress, issues risks arising and mitigating actions.</p>	<p>between RDaSH, RCCG and the Council's in-house Community Mental Health Social Workers.</p> <p>Ensure appropriate support is identified and provided to support carers of people experiencing an episode of increase mental ill-health. There is a potential increased risk of carer/family breakdown leading to homelessness if individuals and their families are unable to access appropriate support in crisis.</p> <p>This may also occur if people are placed out of area.</p> <p>Awareness rising through a communication strategy of the alternative arrangements to meet the needs of individuals having an episode of heightened mental health need</p> <p>Develop the appropriate protocol/pathway with housing colleagues to ensure individuals experiencing an extreme heightened state of mental ill health due</p>

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<b>Completed Equality Analysis</b>	<b>Key findings</b>	<b>Future actions</b>
		<p>to inappropriate, unsafe housing issue/homelessness</p> <p><b><u>Revised October 2017</u></b></p> <p>Feedback from customer engagement is to be used to further inform the development of the mental health emergency care and urgent pathway.</p> <p>Workshop(s) to be held to explore opportunities for developing a wellbeing hub model in Rotherham.</p>

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