

## Equalities Comprehensive Impact Assessment - Head of service review

Reference: ECIA502012874

Submitted: 22 May 2023 09:08 AM

### Executive summary

**Title of policy / decision:** Procuring a service to deliver positive outcomes for people with multiple and complex needs

**Policy / decision type:** Cabinet Decision

**Overview of policy / decision:** Decision sought:

We are seeking approval of Cabinet to go to the market for the procurement of an Essex wide Multiple and Complex Needs service.

Context/background:

This would be an enhancement of the existing Offenders with Complex and Additional Needs (OCAN) service currently commissioned by the Council.

As part of Everyone's Essex, ECC is committed to improving the health of Essex residents.

This work directly contributes to a number of commitments within Everyone's Essex, and specifically Health Lifestyles and Levelling Up Health, bringing together partners and communities to address the socio-economic drivers that underpin poor health outcomes. It also supports the overarching priorities within the Essex Joint Health and Wellbeing Strategy, addressing health inequalities and the wider determinants of health.

The service delivered within the current OCAN contract provides support and improved outcomes for individuals experiencing multiple and complex needs, and who in turn, have poor health outcomes. Multiple and complex needs includes for example those in contact with the criminal justice system (both perpetrators and victims), substance misuse, mental ill-health and homelessness. They may also have a range of other needs for example, learning disabilities, neurological, long term physical health needs, and financial issues.

Based on our data collection and performance monitoring for the period 2021 to March 2023, the service will support around 200 clients every year. While the numbers may appear relatively low, this is due to the intensive wrap around support that is provided to individual service users, whom have multiple combinations of complex needs.

Although it is not possible to provide a detailed breakdown of each protected characteristic of all individuals supported, by far the highest reasons for referrals have been due to mental ill health including suicide ideation.

**What outcome(s) are you hoping to achieve?**: The Council wishes to improve outcomes for individuals experiencing multiple and complex needs; and key to which is improving the extent to which services across the system work in partnership with each other, providing an holistic multi agency approach to addressing needs.

Coupled with often chaotic lifestyles, individuals experiencing multiple and complex, co-occurring needs, are unable to navigate services and complex referral pathways which prevent them from accessing the support they need at the time they need it. As a result, many instead end up presenting in crisis to services, ie Accident and Emergency, and/or being arrested by the police. This is both harmful to the individuals concerned, impeding their recovery, but also has a detrimental impact on the wider community, for example, with the effect on families/children of parents with multiple and complex needs. There is also evidence that this approach creates an unnecessary burden on public resources.

In Essex, the Council has several years of experience of working with people facing multiple and complex needs and achieving positive outcomes. The service model provides holistic, flexible, dedicated, wrap around outreach support, which is tailor made to support individual clients' needs. This approach can support with stabilising individuals, help them access and maintain recovery and in turn can help prevent, reduce and delay the escalation of need for more specialised and costly support

**Executive Director responsible for policy / decision:** Tom Walker (Economy, Investment and Public Health)

**Cabinet Member responsible for policy / decision:** John Spence (Health and Adult Social Care)

**Is this a new policy / decision or a change to an existing one?:** New policy / decision

**How will the impact of the policy / decision be monitored and evaluated?:** As detailed above, the Council already commissions the OCAN service. This has been in place for several years (since 2016), and has been closely monitored in terms of quarterly performance reporting since that time. The service has continuously provided positive outcomes for individuals being supported, and due to its success, has been expanded over the years to incorporate different combinations of complexity within different settings. This in turn, was the reason that Essex was successful in securing significant funding to deliver the three year national Changing Futures programme, overseen by the Department of Levelling Up Housing and Communities (DLUHC) and National Lottery Community Fund (NLCF). Both OCAN and the Changing Futures programme have and are the subject of local and national evaluations, respectively.

The Multiple and Complex Needs service will be subject to ongoing performance monitoring requirements as part of the contract arrangements with the successful provider; it is also anticipated that there will be ongoing evaluation of the approach as the service model is replicated to support different types of complexity as needs change and become identified.

Although we are unable to provide a breakdown of each and every

**Will this policy / decision impact on:**

**Service users:** Yes

**Employees:** Yes

**Wider community or groups of people:** Yes

**What strategic priorities will this policy / decision support?:** Health, Independence and Wellbeing for All Ages, A good place for Children and Families to Grow

**Which strategic priorities does this support? - Health:** Healthy lifestyles, Promoting independence, Place based working, Levelling up health

**Which strategic priorities does this support? - Families:** Family resilience and stability, Safety, Levelling up outcomes for families

**What geographical areas of Essex will the policy / decision affect?:** All Essex

## Digital accessibility

**Is the new or revised policy linked to a digital service (website, system or application)?:** No

## **Equalities - Groups with protected characteristics**

### **Age**

**Nature of impact:** None

### **Disability - learning disability**

**Nature of impact:** Positive

**Extent of impact:** Medium

### **Disability - mental health issues**

**Nature of impact:** Positive

**Extent of impact:** Medium

### **Disability - physical impairment**

**Nature of impact:** Positive

**Extent of impact:** Medium

### **Disability - sensory impairment**

**Nature of impact:** None

### **Sex**

**Nature of impact:** None

### **Gender reassignment**

**Nature of impact:** None

### **Marriage / civil partnership**

**Nature of impact:** None

### **Pregnancy / maternity**

**Nature of impact:** None

### **Race**

**Nature of impact:** None

### **Religion / belief**

**Nature of impact:** None

### **Sexual orientation**

**Nature of impact:** None

**Rationale for assessment, including data used to assess the impact:** Multiple disadvantage includes a range of multiple, complex needs. In Essex, the focus is predominantly those in contact with the criminal justice system (both perpetrators and victims), with combinations of substance misuse, mental ill-health and homelessness. However, invariably, many will also have a range of other needs including domestic violence (both victims and perpetrators), Learning Disabilities, Autism and or other neurological conditions, long term physical health

needs, and financial issues. The procurement of the Essex wide Multiple and Complex Needs service will ensure that individuals with multiple and co - occurring conditions can continue to be supported; and with a view to capacity being increased over time to include other combinations of complexity based on identified local need.

Data, in relation to numbers supported, positive outcomes for individuals etc are gathered quarterly through performance monitoring reporting, and would need to be collated and shared outside of this assessment. Similarly, data is also being collected and shared with DLUHC, the NLCF and the National Evaluation Team as part of the Changing Futures programme and reporting requirements. Again, data would need to be collated and shared outside of this assessment.

It is also worth adding here that as part of the local and national evaluations, individual service users have/are being interviewed by the evaluators.

**What actions have already been taken to mitigate any negative impacts:** There are no negative impacts.

## **Levelling up - Priority areas & cohorts**

### **Children and adults with SEND, learning disabilities or mental health conditions (taking an all-age approach)**

**Nature of impact:** Positive

**Extent of impact:** Medium

### **Children on Free School Meals**

**Nature of impact:** None

### **Working families**

**Nature of impact:** None

### **Young adults (16-25 who have not been in education, training or employment for around 6-12 months)**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Harlow**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Jaywick and Clacton**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Harwich**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Basildon (Town) housing estates**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Canvey Island**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Colchester (Town) - Housing Estates**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Rural North of the Braintree District**

**Nature of impact:** Positive

**Extent of impact:** Low

**Rationale for assessment, including data used to assess the impact:** As noted above, in Essex there is a focus on supporting adults with multiple disadvantage which includes mental ill health. Many individuals will also have a range of other complex needs including Learning Disabilities, Autism, and or other neurodiverse conditions.

As part of the new Multiple and Complex Needs Service, a specific element will focus on continued delivery of the Vulnerable Adults Service which is being commissioned in partnership with Adult Social Care. This will focus on providing dedicated support to adults known or open to Adult Social Care who have a Learning Disability and or Autism and or acquired brain injury, and who are either being exploited or are at risk of criminal, sexual and financial exploitation by others. There has been an independent evaluation of the project and as a result of the positive outcomes, the support has been expanded, with the intention that this now becomes a core element of the new contract.

The Vulnerable Adults Service is now countywide so operating across all of these areas; similarly the Multiple and Complex Needs Service will be County wide.

**What actions have already been taken to mitigate any negative impacts:** There are no negative impacts

## **Equalities - Inclusion health groups and other priority groups**

### **Refugees / asylum seekers**

**Nature of impact:** None

### **Homeless / rough sleepers**

**Nature of impact:** Positive

**Extent of impact:** Medium

### **Offenders / ex-offenders**

**Nature of impact:** Positive

**Extent of impact:** Medium

### **Carers**

**Nature of impact:** None

### **Looked after children**

**Nature of impact:** None

### **Veterans**

**Nature of impact:** None

### **People who are unemployed / economically inactive**

**Nature of impact:** Positive

**Extent of impact:** Low

### **People on low income**

**Nature of impact:** None

### **Working families**

**Nature of impact:** None

**Rationale for assessment, including data used to assess the impact:** A significant proportion of individuals who are supported through OCAN are in contact with the criminal justice system, both offenders/ex offenders and includes those who are victims of crime due to exploitation etc. Similarly, a significant proportion of those will experience rough sleeping and or homelessness, and will not have employment. The new service will continue to support individuals who will experience all and or a combination of these needs. The aim will be for the service to work in partnership with other agencies to address the person's various needs, and support to stabilise them with a view to reducing re offending and being able to secure accommodation, with ongoing support to help them maintain/sustain their tenancy etc. They will also be supported to access activities within their community which may include learning/education and employment/volunteering opportunities.

**What actions have already been taken to mitigate any negative impacts:** There are no negative impacts.

## **Equalities - Geographical Groups**

### **People living in areas of high deprivation**

**Nature of impact:** Positive

**Extent of impact:** Low

### **People living in rural or isolated areas**

**Nature of impact:** Positive

**Extent of impact:** Low

### **People living in coastal areas**

**Nature of impact:** Positive

**Extent of impact:** Low

### **People living in urban or over-populated areas**

**Nature of impact:** Positive

**Extent of impact:** Low

**Rationale for assessment, including data used to assess the impact:** The new Multiple and Complex Needs service will be county wide. As per the current OCAN service, the expectation will be for the provider of the new service to continue working in partnership with local partners /agencies across the 12 districts, including district councils, local housing authorities, police, probation, health, and the local voluntary and community sector. By working in a multi agency way, they are able to bring together the necessary partners to provide joined up support which meets the specific needs of clients. Key barriers for individuals experiencing multiple and complex needs include issues around poor transport links, lack of funds for travel, and therefore lack of means to access services.

The new service will have a continued focus on delivering outreach support to clients and travel to them (as opposed to making the client travel to offices). There will also be an emphasis on co location with other services and encouragement of partners to develop 'hubs' where possible/appropriate to support this.

**What actions have already been taken to mitigate any negative impacts:** There are no negative impacts

## **Families**

**Family formation (e.g. to become or live as a couple, the ability to live with or apart from children)**

**Nature of impact:** None

**Families going through key transitions e.g. becoming parents, getting married, fostering or adopting, bereavement, redundancy, new caring responsibilities, onset of a long-term health condition**

**Nature of impact:** None

**Family members' ability to play a full role in family life, including with respect to parenting and other caring responsibilities**

**Nature of impact:** Positive

**Extent of impact:** Low

### **Families before, during and after couple separation**

**Nature of impact:** None

### **Families most at risk of deterioration of relationship quality and breakdown**

**Nature of impact:** Positive

**Extent of impact:** Low

**Rationale for assessment, including data used to assess the impact:** These outcomes are not within the remit of the current OCAN contract and similarly will not be required as outcomes for the new service.

However, as detailed above, by way of example, research by the Lankelly Chase Foundation (Hard Edges, Mapping severe and multiple disadvantage, 2015) found that almost 60% of adults with significant multiple disadvantage live with children or have ongoing contact with them. The report highlights the potential indirect social cost and detrimental impact to children caused by substance misuse, chaotic lifestyle etc, and moreover, increased risks of neglect, abuse and domestic violence.

Therefore, the service does, and will be expected to provide holistic support to the individual who may have family and or children, and it may be that they require support to have contact with, and or re connect /build relationships with their family/children. Therefore, where possible, and appropriate, the service will work in partnership with Children's Social Care etc. Similarly, the aims of the service align to the outcomes of the Supporting Families Programme.

**What actions have already been taken to mitigate any negative impacts:** There are no negative impacts.

## Climate

**Does your decision / policy involve elements connected to the built environment / energy?:** No

**Does your decision / policy involve designing service provision and procurement to minimise freight and staff travel and enable use of active and public transport options?:** No

**Does your decision / policy involve elements connected to waste?:** No

## Action plan to address and monitor adverse impacts

**Does your ECIA indicate that the policy or decision would have a medium or high adverse impact on one or more of the groups / areas identified?:** No

## Details of person completing the form

**I confirm that this has been completed based on the best information available and in following ECC guidance:** I confirm that this has been completed based on the best information available and in following ECC guidance

**Date ECIA completed:** 22/05/2023

**Name of person completing the ECIA:** Claire Bartoli

**Email address of person completing the ECIA:** claire.bartoli@essex.gov.uk

**Your function:** Economy, Investment and Public Health

**Your service area:** Wellbeing Public Health and Communities

**Your team:** Wellbeing and Public Health

**Are you submitting this ECIA on behalf of another function, service area or team?:** No

**Email address of Head of Service:** ben.hughes@essex.gov.uk