

**Annual Report of the York
Mental Health Partnership
2018/19**

Independent Chair

Tim Madgwick

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Welcome from the Independent Chair of the Mental Health Partnership

Welcome to the first full annual report of the Mental Health Partnership.

Since the partnership's inception in April 2018 it has reported once to the Health and Wellbeing Board, in September 2018, detailing its early work on identifying its priority areas and also providing some assurance that work outside those priority areas is happening.

This report sets out the progress the partnership has made against its identified priorities and delivery against the [All Age Mental Health Strategy 2018-2023](#) and the [Joint Health and Wellbeing Strategy 2017-2022](#). It covers the period from the start of May 2018 and to the end of August 2019.

The report shows how the partnership is beginning to shift the focus from hospital based services to a more community focused model of service provision. It gives a flavour of the transformational change needed to achieve our long term vision of embedding a Trieste style model of mental health care in York.

Tackling some of the fundamental things such as transforming how we deliver services and ensuring that the human rights of all individuals are met within that service provision are long term pieces of work. Similarly engagement with everybody who has a voice about mental health in the city will take time. As part of this transformation we need to understand that some of this work may increase demand for services and this will need to be managed.

Despite these challenges we have had a very positive year and this report highlights significant progress to date as well as highlighting the challenges and priorities for partners over the coming year. It demonstrates a collective approach to taking forward the All Age Mental Health Strategy 2018-2023 supporting local innovation and delivery.

Our colleagues at NHS Vale of York Clinical Commissioning Group regularly monitor key performance indicators associated with mental health and these are publicly available in their governing body papers. These have been discussed at the partnership.

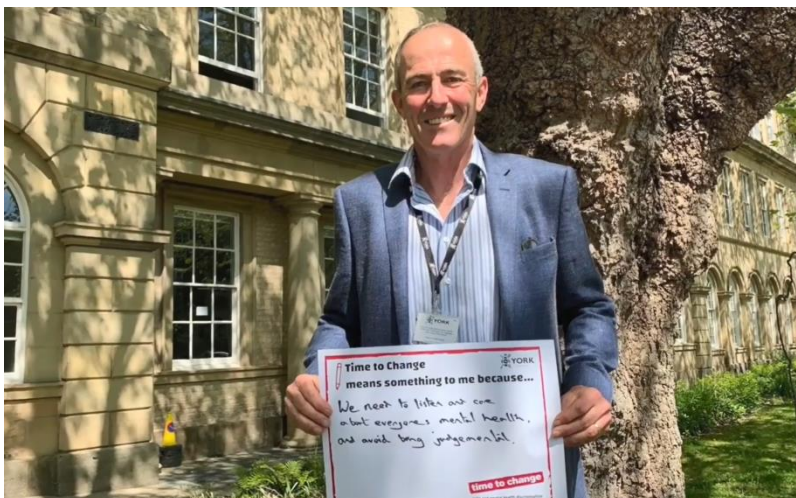
We continue to work to align our work to the Long Term Plan for the NHS and the work of the Humber, Coast and Vale Health and Care

Partnership (HCV). Our regional colleagues at HCV also have their own Mental Health Partnership which I attend; however, it is clear that there is further work to do to make the link between the two partnerships stronger.

Furthermore the NHS Long Term Plan outlines the approach for strategic planning around mental health. Tees, Esk and Wear Valleys NHS Foundation Trust have launched a Right Care, Right Place programme across all of their organisation and with partners. In effect this is a response to the NHS Long Term Plan and will work into local areas with Primary Care Networks.

In April 2019 we held a successful and very well attended conference at York St John University entitled 'Connecting our City'. We have been encouraged by the feedback we have received from attendees. A [short film](#) about the conference was produced by Converge and I would encourage you to watch this and share it within your organisations.

Finally I would like to thank all partnership members who have attended our meetings and provided updates over the last 18 months. There is a real willingness between partners to deliver on the vision in the All Age Mental Health Strategy *'for every single resident of York to enjoy the best possible emotional and mental health and wellbeing throughout the course of their life.'*



Tim Madgwick

Independent Chair of the York Mental Health Partnership

The Partnership

The partnership meets six times a year and met 8 times between May 2018 and the end of August 2019.

The current membership of the partnership includes representatives from the following organisations:

- Advocacy Services
- Carer Representative
- City of York Council
- Converge at York St John University
- Healthwatch York
- Higher York
- Humber, Coast and Vale Health and Care Partnership
- Independent Sector (The Retreat)
- Mainstay
- Multiple Complex Needs Network
- NHS Vale of York Clinical Commissioning Group
- North Yorkshire Police
- Office of the Police, Fire and Crime Commissioner
- Primary Care Mental Health
- Tees, Esk and Wear Valleys NHS Foundation Trust
- York Centre for Voluntary Service
- York MIND

There is work still to be done on assuring all key partners are regular attendees at the partnership because their contribution is absolutely vital.

Representation is currently being sought from York Teaching Hospitals NHS Foundation Trust.

The Joint Strategic Needs Assessment (JSNA) and Mental Health

To increase the Partnership's understanding of the local picture around mental health they have received and discussed the following reports produced by the JSNA Working Group; all of these have a mental health focus:

- [Update on the mental health focused core content of the JSNA website](#)
- [Mental health report into equity of access to services](#)
- [Homeless Health Needs Assessment](#)
- Mental Health Protective Factors (due to be published this Autumn)

Our Priorities

The partnership spent some time drawing up an action plan to deliver the priorities in the All Age Mental Health Strategy. On consideration of this 'long list' of actions it was agreed that much was already happening in the city to deliver against them and a narrower focus was required for the partnership in its first few years. This was to both avoid duplication and allow for a more manageable work load for partnership members. We also considered a number of key performance indicators; the context behind these and the gaps in the data available.

On consideration of all of the above the partnership agreed to focus on a small number of key priority areas that we felt encapsulated much of the spirit and essence of the ambitions set out in the All Age Mental Health Strategy.

Priority 1: A Community Approach to Mental Health and Wellbeing

This was identified very early on as a key priority for the Mental Health Partnership with the acknowledgement that it would be a long term project. Following on from a variety of discussions and conversations over a number of months it was agreed that this would, amongst other things, encompass our aim to learn from the best practice in Trieste; our work on the Prevention Concordat for Better Mental Health; co-production and better use of community assets.

The partnership agreed that a sub-group should be established to lead the work on this priority. The membership of the sub-group is still evolving and has morphed according to the immediate task at hand.

However, to date it has already been instrumental in:

- Arranging an engagement workshop in November 2018 which enabled us to link with NHS England colleagues who are developing a Community Mental Health Framework;
- Organising the Partnership's 'Connecting Our City' Conference in April 2019, hosted by York St John University;
- Planning to pilot a place based community approach to mental health and wellbeing in an area of the city.

[Workshop with NHS England: Community Mental Health Framework](#)

Despite being arranged at very short notice, in order to be completed before the closing of NHS England's 'engagement window', 21 people from across the whole system were able to attend the workshop including representatives from NHS Vale of York Clinical Commissioning Group; City of York Council; Tees, Esk and Wear Valleys NHS Foundation Trust; York Centre for Voluntary Service; Primary Care; carers and experts by experience. The feedback from NHS England colleagues was very positive and they took away valuable insights from the session, both in terms of what is already going on in York and feedback on their draft Community Mental Health Framework.

[Connecting Our City Conference](#)

The Mental Health Partnership held its first conference in April 2019 at York St John University. The purpose of the day was to launch a programme of work that over the next five to ten years will aim to transform the way we support people's mental health and wellbeing in York. Mental health and wellbeing needs to be everybody's business. As individuals, as organisations, as communities, we need to be doing all we can to help ourselves and others to achieve the best possible levels of mental health and wellbeing that we can.

In developing our community approach to mental health and wellbeing we wanted to learn from best practice elsewhere and much of the thinking behind the conference and the partnership's work programme has been influenced by the approach taken in Trieste (Italy).

We were privileged to hear from Roberto Mezzina who gave a brief overview of the journey Trieste has been on since the 1970s, painting

the picture of the support that is now provided in Trieste and outlining the philosophy and culture that underpins their approach.

System leaders from Tees, Esk and Wear Valleys NHS Foundation Trust; NHS Vale of York Clinical Commissioning Group; York Centre for Voluntary Service; City of York Council; Cornwall Partnership NHS Foundation Trust and the International Mental Health Collaborating Network then pledged their organisations' commitment to a collaborative learning partnership between York, Trieste, Cornwall and the International Mental Health Collaborating Network.

The conference included a number of personal stories and presentations as well as a number of workshop sessions and a Question Time style panel.

A full report from the conference has been produced and this includes post-event feedback from delegates who attended. A key message from the feedback was that people were enthused by the vision but they were keen to see a clearer plan for how we might make that vision a reality.

A sub-group of the partnership is now planning to pilot a place based community approach to mental health and wellbeing in the Northern quarter of the city. A wide range of partners and communities will need to be involved and we are anxious to link in and ensure there are synergies with the relevant Primary Care Networks, Community Mental Health Teams, Adult Social Care Teams and relevant support services for children and young people.

We have chosen to start in this area because there are already a wealth of community assets running along a 'corridor' from Haxby, through New Earswick and into the city centre including the Folk Hall, the new Foss Park Hospital (opening Spring 2020), 30 Clarence Street/The Haven, York St John University/Converge and York Explore. In working with local people and communities we would hope to build on these strengths and better connect people to these and other such assets in the area.

This pilot work is a key focus for the partnership and we are committed to this being co-produced from the outset with citizens, local communities, people who use services, carers and staff.

Time to Change

Time to Change is an initiative that is being led by the local authority's public health team and delivered by York CVS; it is a social movement to challenge stigma and discrimination connected to mental health. The Mental Health Partnership has been supporting Time to Change by recognising the importance of this social movement and the need to normalise conversations about mental health. Time to Change is discussed, referred to and acknowledged within a range of conversations that happen at the partnership.

Time to Change has been included in a range of recent work supported by the partnership. For example, at our recent 'Connecting Our Community' conference; within our draft action plan to support the Public Health England Prevention Concordat and within content at the 2018 Suicide Safer Community conference.

Priority 2: Self Harm

The Mental Health Partnership commissioned a review of 'all age self-harm' in early 2019 to provide assurance to the partnership of both the approach to self-harm and its effectiveness across the city. This was in response to the latest reported data (2017/18) indicating that York is an outlier in relation to levels of admissions for self harm in the 10-24 age group. The York Suicide Safer Community Delivery Group is also considering self harm and its links to suicide prevention.

A task and finish group, reporting to the Mental Health Partnership, has been established and this includes representation from Higher York; the voluntary sector; adult mental health services; child and adolescent mental health services (CAMHS); adult services; Healthwatch York; NHS Vale of York Clinical Commissioning Group; North Yorkshire Police; acute paediatrics and children's social care. The group have agreed to four meetings on a monthly basis, co-chaired by the Assistant Director, Children's Services and the Head of CAMHS

The agreed scope for this piece of work is as follows:

- A working definition of self-harm
- An analysis of the most recent data of reported self-harm by age and cohort
- Reported gaps in provision
- Effectiveness of existing pathways

- Recommendations for future action.

The review scope would not however include cause and impact, effectiveness of commissioned services or the voluntary sector nor would it make recommendations for workforce development.

Importantly, the Group has recognised the need to draw a boundary between self-harm and death by suicide, recognising that self-harm is a response to distress which may have unintended fatal consequences, albeit acknowledging the strong link.

A number of challenges have been identified by the task and finish group:

- Deliberate self-harm is trending and under reported
- It can be a contagion type of behaviour linked to specific times of year, especially notable in the student population
- Completed suicides can be linked to earlier self-harm behaviour
- Impact of social media for children
- Collating all age data is problematic as self-harm is frequently not the presenting issue that is recorded in accident and emergency or in referrals to CAMHS
- Normalised activity: self-harm is often not the end in itself, self-harm may occur as a result of underlying issues therefore treatment options for harmers can be limited.

The task and finish group have considered a number of ways in which they can collate and understand information to inform best interpretation of the data and to evidence the effectiveness of pathways and interventions.

Understanding the lived experience of users of services/patients was agreed as important and relevant to the review. The task and finish group are collating case studies of those accessing services in order to understand and interpret this. This qualitative data will be helpful in assessing impact of service provision and will inform much of the final report to the Partnership.

Additionally a survey of partners attending the children's safeguarding conference in February 2019 showed low awareness of how to support children and young people who self harm, despite its prevalence and persistence. The "Pink Book": Self-Harm and Suicidal Behaviour 2017 will be swiftly re-launched to professionals.

What is evident already from discussions to date with partners is that self-harm is a multi faceted issue that relates to both lifestyle and social issues and importantly underlying distress; it's not exclusive to any age cohort or demographic and as such any approach to tackle self harm must consider this, with commitment and resource made available.

Priority 3: Mental Health Housing and Support

Quality, safe and appropriate housing is essential for the long term wellbeing of every resident living in our city and it is something that partnership members feel passionately about. Our Joint Strategic Needs Assessment and the All Age Mental Health Strategy both flag this as an area of particular inequality for those experiencing mental ill health.

A joint City of York Council and NHS Vale of York Clinical Commissioning Group report to the Health and Wellbeing Board in January 2018 spelt out in some detail the challenges currently facing the mental health housing and support pathway. At present in York we often struggle to provide the right housing, with the right support, at the right time as we do not have the full range of housing and support options we need. As a result people sometimes stay in hospital longer than they need to or are housed in accommodation that doesn't properly meet their need, or are placed in accommodation outside of York at significant expense. The biggest gap in our current provision is for people with multiple and complex needs.

A multi-agency project board and team has been working on developing proposals since 2017 and there has been significant engagement throughout with a wide range of stakeholders involved in the housing and support pathway, including service users and carers. A set of proposals was shared with partners and stakeholders from across the system in July 2018 and these received widespread support. Since then, however, there have been ongoing discussions between partners as to how the revenue element of the proposals might be funded. We are hopeful that a solution can soon be found and so work on an implementation plan is starting to be stepped up. The Partnership is due a further update towards the end of 2019.

Much of the challenge in delivering an improved mental health housing and support pathway is tied up in how all partners can work together more closely and flexibly in order to help service users achieve the best

possible outcomes. The partnership presents a perfect forum, with influential representatives from across the health and social care system, for helping oversee and facilitate this drive towards more collaborative working.

Priority 4: Multiple Complex Needs

The partnership will be giving consideration to adding a fourth priority around multiple complex needs and are due to receive an update from the Multiple Complex Needs Network at their December 2019 meeting. The network is a cross-sector, multi-agency network made up of providers, practitioners and people with lived experience working together to change the system in York, so that people experiencing multiple and complex needs get better support. It is being jointly facilitated between Healthwatch York, Changing Lives and Lankelly Chase.

All Age Mental Health Strategy for York 2018-2023

The Partnership has not taken a traditional approach to delivering the strategy in terms of developing action and implementation plans for every single theme in the strategy. Its preference has been to take a more focused approach concentrating on three or four specific priority areas; at least for the first few years. However, this does not mean that it has been complacent in assuring itself that the strategy is being delivered.

As well as an ambition to see a whole person, whole life, whole community approach to mental health in the city the All Age Mental Health Strategy 2018-2023 details five key themes, each with a number of priorities. The table below illustrates some of the progress made against those themes over the past 18 months; some of these cross-cut more than one theme.

	Strategy theme	Update
Top theme	Get better at spotting the early signs of mental ill health and	Nationally 20-25% of patients consult their GPs for social problems. Ways to Wellbeing helps to reduce GP appointments as well as helping people stay safe and well at home

	Strategy theme	Update
	intervene early	<p>for longer. One of the key reasons for referral to the Ways to Wellbeing service is for emotional and mental wellbeing issues such as low mood or anxiety. Ways to Wellbeing helps to address the root causes (e.g. debt or social isolation) by offering support to an individual.</p> <p>The Health and Wellbeing Board agreed to sign up to the Public Health England Mental Health Prevention Concordat and the Mental Health Partnership has been progressing this. The concordat requires a citywide approach and an action plan has been developed identifying ways in which prevention can be supported and alignment to existing programmes of work and strategies. The next step is to validate the local action plan for submission to Public Health England in time for the deadline in early October 2019.</p>
Theme 2	Improve services for mothers, children and young people	<p>The Partnership received an update on children and young people's emotional and mental wellbeing. The Strategic Partnership for Emotional Well-being and Mental Health (SPEMH) has revised its Terms of Reference to clarify its relationship with the Mental Health Partnership.</p> <p>Peri-natal mental health forms part of the Healthy Child Programme which is provided by the Healthy Child Service. They take a multi-agency approach to supporting expectant and new mothers.</p>
Theme 3	Ensure that York becomes a suicide safer city	<p>The Suicide Safer Community Delivery Group has been re-launched as a sub group of the Mental Health Partnership. The first task for the group was to investigate what training was available through partner organisations in relation to suicide prevention. They are also looking at</p>

	Strategy theme	Update
		all suspected deaths by suicide in more detail to identify trends, hot spots and common characteristics. To begin with this will have an adults focus so as not to duplicate the work of the Child Death Overview Panel. The group will provide an annual update to the Partnership.
Theme 4	Focus on recovery and rehabilitation	The Partnership received an update presentation on the Pathways Project which works with individuals who are placing a high demand, or are at risk of placing a demand on police and emergency services. Pathways has a clear focus on recovery and seeks to build self resilience by promoting self help and self management. Over half of those on their caseload have disclosed suicidal ideation to a Pathways worker. Pathways actively supports them to stay safe. The team respond to complex trauma, overdoses and distress on a regular basis.
Theme 5	Ensure that York is both a mental health and dementia friendly city	<p>Work is underway to develop a multi-agency dementia strategy for the city. Timely identification is the first step to provision of meaningful support for the changing needs of the individual and their family and carers. Whilst the Mental Health Partnership will keep up to date with progress the Ageing Well Partnership will lead on developing a dementia strategy as it fits very well with their work on Age Friendly Cities.</p> <p>The Joint Strategic Needs Assessment Working Group has recently undertaken some work on Mental Health Protective Factors in partnership with the Mental Health Foundation. These are defined as demographic profiles, social experiences or environmental contexts that enhance the chances of positive mental wellbeing and reduce the risk of mental ill health as a result of exposure to harmful risk factors. This work provides us with a place based</p>

	Strategy theme	Update
		understanding of the things in York that protect mental health and that we can use to make York a great place to live.

Conclusion and Next Steps

The Mental Health Partnership is at the start of its journey but it is only one part of a wider health and social care system that is working at local, regional and national levels to improve the mental health of our population.

The Partnership itself acts as a conduit and an enabler for a number of organisations, experts and smaller groups allowing them to progress discrete pieces of work and projects that contribute to the delivery of the All Age Mental Health Strategy and the partnership's priority areas.

The next steps for the partnership are:

- to continue with the piloting of a place based, community approach to mental health, creating a sub-group to lead on this and report back to us on a regular basis. This will include consultation with both residents and stakeholders. As Chair, I am keen that this does not lose momentum;
- in light of the NHS Long Term Plan and the work being led at a regional level we need to better understand the work of the Humber, Coast and Vale Health and Care Partnership and its work stream around mental health;
- to assemble a set of performance indicators that will illustrate the progress we are making against our chosen priorities.