
Health and Wellbeing Board

18 January 2017

Report of the York Pathways.

York Pathways

Summary

1. The following report provides an update on York Pathways, a partnership committed to improving the response to individuals experiencing 'complex distress' placing a high demand or at risk of placing high demand on services within the City of York.
2. The report highlights:
 - The impact of the work on individuals – the Pathways intervention is improving people's lives across a number of domains that are known indicators to promote positive mental wellbeing and positive life outcomes.
 - Costs to services – the current response to complex distress is expensive in terms of public expenditure and because of the difficulties people face, it takes time for interventions with clients to gain traction over time (in terms of those costs). For each of these clients there has been a marked downward impact on emergency service reactive costs over time.
 - The need for a system that is effective in addressing complex distress and fostering a climate of collaboration which learns from difficulty.
3. We are requesting that members of the Health and Wellbeing Board give permission, space and time to their staff to explore what an effective system that addresses complex distress looks like; whilst also looking at funding the Pathways service in the long term. This means allowing staff to be part of a collaborative 'learning forum' that reviews the current structure and systems of supporting people with complex needs and experimenting with implementing changes to practice at all levels and across all professions.

Background

4. The York Pathways service is a collaboration between Lankelly Chase Foundation, NHS Vale of York Clinical Commissioning Group, City of York Council, North Yorkshire Police and other critical health and social care partners, led by Together for Mental Wellbeing.
5. The need for this project was identified through an escalation in incidences of self-harm and suicides, in particular across the North Yorkshire area, which triggered Together's collaboration with North Yorkshire Police in the development of this programme. York Pathways recognise that distress often occurs alongside a range of other disadvantaging factors including substance misuse, trauma, abuse or homelessness, for which individuals regularly come into contact with emergency services.
6. York Pathways was developed to tackle system failures whilst providing practical and pragmatic clinical support on the ground by a small team that can work with people in a flexible, compassionate and psychologically informed way. Since 2015, York Pathways have generated strong strategic level partnerships and investment across the Vale of York to improve the response to individuals experiencing 'complex distress'. People experiencing 'complex distress' often have repeat contact with emergency services indicating support (services) and system failure. York Pathways is committed to changing systems so that they work better.

To date we have been able to:

- Identify and support individuals who are placing high demand on emergency services as a result of their experiences of 'complex distress'
- Demonstrate a reduction in emergency service use by individuals
- Demonstrate an improvement in individual wellbeing and journeys towards more fulfilling lives
- Demonstrate a reduction in reactive costs from Police, Crisis Teams and the Emergency Department
- Provide a forum for service user voices to be heard by senior decision makers and commissioners
- Educate and inform services about vulnerability and the impact of social disadvantage
- Facilitate joint strategic planning and responses to the needs of this cohort via the strategic project board

7. Substantial learning has come from listening to service users who have highlighted that they:
 - have markedly poorer emotional wellbeing than other vulnerable groups
 - feel let down by the years of experience they have had in the system
 - lack trust in the system
 - don't understand what services offer
 - have a belief that they are 'unfixable' which is reinforced by continuous system failure
 - are victims of system failure stemming from childhood
 - need time to understand that Pathways is different and for Pathways to undo the harm created by failed responses from other services
 - need long-term support, with the emphasis being placed on positive and healthy relationships that people have never had the opportunity to experience.
 - Need time to build the strength, resilience and courage to change
8. For more detailed analysis of our impact refer to Annex A (pages 6-14).
9. In 20 months, we have seen improvements in York's approach to complex disadvantage and distress, which could not have been realised without Pathways partnership and the support from Lankelly Chase. The CCG commissioner recently described Pathways as having developed a systemic understanding of the local health and social care landscape and being the necessary 'glue' currently holding services in York together, making them more accountable to the service user.
10. However we still have some way to go to realise our full ambition, which is to support the transformation in the delivery of frontline services. This will lead to a drastic reduction in the "re-presenting" of people experiencing complex distress in emergency and other services, and thus making the initial Pathways project redundant.
11. This report has been brought before the members of the Health and Wellbeing to provide an update on the work undertaken since we last presented to the board. We are now at a stage where we require further support and permission from board members to achieve the objectives stated.

Main/Key Issues to be Considered

12. The solution to long-term systems change takes time and resource. York Pathways have been supported by local agencies and Lankelly Chase for three years. However the solution to having a joined up approach to complex distress needs to involve all agencies.
13. This can only be achieved by working collaboratively on a strategic and operational level with input and influence from all actors in the system, including service users.
14. The last 20 months have shown unprecedented cooperation between a range of partners in York and the multi-agency information sharing agreement is a reflection of the joint ambitions of the people who work in York.
15. To initiate this process we plan to dedicate the next 12 months to exploring a collective approach to complex disadvantage and distress. In order to do this, we are requesting that members of the Health and Wellbeing Board give permission, space and time to their staff to explore what an effective system that addresses complex distress looks like; whilst also looking at funding the Pathway service in the short and medium term. This means allowing staff to be part of a collaborative 'learning forum' that reviews the current structure and systems of supporting people with complex needs and experiments with implementing changes to practice at all levels and across all professions.

Consultation

16. York Pathways Strategic Board Members (representatives from North Yorkshire Police, Vale of York Clinical Commissioning Group, City of York Council)
17. Lankelly Chase, our independent funder supporting systems change in local areas
18. Locality, a national network of ambitious and enterprising community-led organisations, working together to help neighbourhoods thrive.
19. ARC Limited, independent evaluators of York Pathways

20. Service Users – to understand what is important to them

Options

Option 1.

21. The Health and Wellbeing Board agrees the importance of extending the Pathways project beyond 2017/18 and will encourage full cooperation from partner agencies by releasing staff at various levels to review and share learning with a view to exploring system change, as well as helping to explore financial resourcing for the continuation of the work.

Option 2.

22. The Health and Wellbeing Board declines to support York Pathways and the service is left to wind down in 2017/2018. Therefore losing the opportunity to address system wide issues surrounding us.

Analysis

23. Option 1 – Advantages:

- Staff will be working for the person not the system
- Staff will be better equipped to support those with complex needs
- There will be a reduction in 'reactive costs'
- System wide solutions and responses start to emerge from staff, service users, commissioners and all players in the system.

24. Option 1 – Disadvantages:

- Staff need to be allowed the time to regularly explore the notion of systems change. Time to learn and experiment is often not valued as 'doing'.

25. Option 2 - Advantages:

- There are no further staff or financial resource requirements

26. Option 2 - Disadvantages:

- There will continue to be a lack of awareness amongst senior decision makers and commissioners where the system is failing.

- Support networks that are in place for individuals with severe and multiple disadvantage will revert back to being extremely limited.
- We will regress back to a lack of individual agency responsibility for service users and therefore a lack of accountability when people are failed by services
- The 'reactive costs' to the system will be enormous.
- The costs to the individual will be significant.
- Services will continue to work in silo
- There is a potential for misalignment of resources

Strategic/Operational Plans

27. York is at a critical point in developing services for its vulnerable citizens. Our strategic partners are forthright and cognisant of the need to make substantial changes. Unprecedented cooperation between Strategic Board members and a multi-agency information sharing agreement has been a reflection of the joint ambitions to effect those changes. We want to dedicate the next 12 months to establishing Pathways' ethos, culture and approach into mainstream practice to promote sustainable systems change across the Vale of York, which relates to a number of strategic and operational plans within York.
28. Joint Health and Wellbeing Strategy & the Joint Strategic Needs Assessment (JNSA) - We welcome the new Joint Health and Wellbeing Strategy that has mental health as its first priority and Pathways are able to fully contribute. The work of Pathways helps people stay safe and gain access to the support they require in the community by facilitating multi-disciplinary support, effective communication and joint care plans.
29. Sustainability and Transformation Plans (taken forward by the Integration and Transformation Board) - The Pathways model is driven by the voices of service users, those whose voices aren't often heard or valued, which is a key objective of this plan. In addition, the plan reads "*to commission creative solutions for complex individuals which address both outcomes and financial risk, and create new opportunities for local voluntary and community services*". Pathways can work closely with this board to improve outcomes for individuals with multiple and complex needs.

30. Draft Alcohol Strategy - Alcohol is a concern for a high proportion of Pathways clients and we have been exploring solutions to improve the health and wellbeing of individuals from conditions associated with alcohol use for those with multiple needs. We will feed into this strategy to ensure it meets the needs of this cohort.
31. In addition, there are developmental opportunities as result of our work being recognised as effective in York. Tees Esk and Wear Valley NHS Foundation Trust have approached Together to adapt our Pathways model to support systems change with a cohort of individuals that are currently in restrictive settings (inpatient mental health and forensic settings). There is an opportunity to support this cohort return to the City of York and support their resettlement and reintegration into the community.

Implications

- **Financial**

32. Modest further resourcing from 2018 is required to ensure long term significant financial savings. Alternatively, the 'reactive costs' to the system will continue to be enormous and there is a potential for misalignment of resources.

- **Human Resources (HR)**

33. To empower staff to deliver more appropriate and effective services we will require middle managers and frontline staff to be released to share learning across the local system. The exact format is to be determined between parties.
34. Alternatively, there will be a continued sub-optimal human resource allocation.

- **Equalities**

35. There are health and social care inequalities across groups and across those who are 'easy' to engage and those who are 'challenging' to engage. Services aren't designed for people with complex needs and therefore their needs are not met. It is essential that we invest our resources differently to address these health inequalities as the consequences are severe for this cohort.

- **Legal**

36. There are no legal implications.

- **Crime and Disorder**

37. Those with complex and multiple needs can often offend or behave disorderly when their needs are not being met or they are misunderstood.
38. People with complex needs often come into contact with the criminal justice system as a result of their health and social care needs being unmet, which further stigmatises and increases the barriers individuals face. Through implementing option 1, we could have a positive effect in this regard as evidenced by initial reductions in engagement with emergency services following Pathways intervention.

- **Information Technology (IT)**

39. There are no immediate Information Technology implications although work to change the current system may in time produce data sharing or other IT system considerations.

- **Property**

40. There are no property implications

- **Other**

41. Impact on the ability to achieve targets e.g Suicide-Safer community and Mental Health Friendly County.
42. Impact on the ability to achieve Joint Health and Wellbeing strategy.
43. Impact on the effectiveness of the City of York Council's aims of ensuring that the least advantaged residents can access reliable services and community facilities.
44. Impact on the confidence that the public has in York's services.

Risk Management

- Risk to individuals

45. The vulnerable population of York will be at greater risk if the opportunities highlighted in the Pathways approach are not delivered by those agencies charged with adult safeguarding.

- Risk to budgets
46. The costs on emergency services who respond to people with complex needs will continue to be high if a new approach is not adopted, therefore consuming their budget due to reactive responses.
- Risk to staff
47. Senior managers on the Health and Wellbeing Board agree to York Pathways' approach to systems change but don't give their middle managers and frontline workers the time to engage in the learning.
48. The learning from the 'learning forum' is not taken back into the organisations, to start impacting the wider system in York
49. Inability of agencies to collaborate as they are all focusing on organisational outcomes, not system wide issues/outcomes
- Risk to reputation and ability to meet strategies in place
50. There is a risk of York not meeting the needs of all citizens and therefore failing people if we are unable to work collaboratively.

Recommendations

- i. Members of the Health and Wellbeing Board to give permission, space and time to their staff to explore what an effective system that addresses complex distress looks like; whilst also looking at funding the Pathways service in the long term. This means allowing staff to be part of a collaborative 'learning forum' that reviews the current structure and systems of supporting people with complex needs and experiments with implementing changes to practice at all levels and across all professions.
- ii. A solution for York Pathways to be financially stable to ensure long term systems change is embedded in York.

Reason:

The learning from the evaluation in process and strategic board partners informs us that we need to focus on addressing system wide issues if York's ambitions are to be achieved. Embedding system change at all levels, including those who are directly supporting service users and

their managers. We will do this by seeking permission from agency CEO's (for example health, housing, police, substance misuse, third sector) for Pathways to engage with their staff on a regular basis over the year.

It is imperative that we reach relevant Boards and forums to articulate parts of the system that we know are not working and help prevent the potential misalignment of resources. As a result we want to see a shift in a system focused on budgets and outcomes to a system that has the service user at the heart and is fully accountable for individual journeys.

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**Report
Approved**



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Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annex A – Overview of York Pathways