

A Mental Health Strategy for York 2017-22

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Contents

(To be completed when final draft is ready.)

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A Mental Health Strategy for York

Foreword

In the Health and Wellbeing Board's Strategy for 2017-22, we identified four principal themes to be addressed in that period. One of these themes was Mental Health and Wellbeing; the top priority for that theme was for us to get better at spotting the early signs of mental ill health and intervening early. We also set out other things we wanted to achieve in relation to mental health:

- Focus on recovery and rehabilitation
- Improve services for young mothers, children and young people
- Improve the services for those with learning disabilities
- Ensure that York becomes a Suicide Safer city
- Ensure that York is both a mental health and dementia-friendly environment

The strategy for services for young mothers, children and young people is already covered by ... That document is set out in an appendix to this strategy. This work is crucial because we know from national research that half of the adults with mental health problems experienced their first symptoms before the age of 14 and three quarters by their early 20s.

A separate strategy for people with learning disabilities is currently being considered by the Health and Wellbeing Board and so that priority is not included in this strategy.

Your views

When we asked the people of York what they wanted from the Health and Wellbeing Board's Strategy for York, you gave us a clear message that emotional and mental health should be a top priority. In particular, you called for us to:

- Re-open mental health inpatient facilities in York
- Make better mental health service provision
- Put mental health needs at the forefront of the new Strategy.
- Raise awareness of mental health and its importance, then signpost onto support services and ensure that there are fully functioning and empowered services
- Provide access to good mental health care
- Give more priority to mental health as it directly impacts 1 in 4 adults and indirectly impacts the majority of people who live in York
- Ensure that there is appropriate support for individuals

This strategy explains how we are responding to your requests.

This strategy concentrates on the city of York. The health and wellbeing messages set out here, though, are relevant to people who live outside the city and many of the services and facilities described in the strategy are available to people who do not live in York. We recognise, for example, that primary care services cross local authority and clinical commissioning group boundaries.

The Mental Health Strategy is a shared agreement among all partner organisations in the Health and Wellbeing Board with, and for, people living in York. The partners know that successful mental health services are a joint responsibility. Working in partnership is the only way that the ambitions set out in this strategy can be achieved.

Our Vision

Our vision for mental health in the city of York is based on that set out in the Department of Health's 2011 publication *No health without mental health*:

- More people will have good mental health
- More people with mental health problems will recover
- More people with mental health problems will have good physical health
- More people will have a positive experience of care and support
- Fewer people will suffer avoidable harm
- Fewer people will experience stigma and discrimination.

Our objectives in order to achieve that vision are to:

- Shift the emphasis from mental illness to mental health
- Move away from stigma, institutionalisation and pre-occupation with risk
- Ensure that people with mental health issues are able to participate as equal citizens of the community
- Enable people to take control over their own lives, for example through Personal Budgets and Personal Health Budgets
- Work collaboratively – in a spirit of co-production - with the whole person, not just the individual's symptoms

This strategy also supports the four specific areas for improvement set out in the Manifesto for Better Mental Health published by the Mental Health Network:

- Ensure fair funding for mental health services
- Give children a good start in life
- Improving health services for people with mental health problems
- Better lives for people with mental health problems

Finally, we will embed the recovery approach to everything we do, incorporating its values and principles of choice, hope, self-esteem, self-determination and purpose as outcomes for all.

Mental Health – National and Local Pictures

General

Mental health conditions account for nearly a quarter of the burden of disease in England but are allocated only about 1/7 of NHS funding.

Mental health problems represent the largest single cause of disability in the UK. The annual cost to the economy has been estimated at £105 billion – nearly the total annual budget of the NHS.

A quarter of all people will experience a mental health problem at some point in their life. At any one time, one in every six adults has a mental health problem.

One in every hundred people has a severe mental health problem. People with severe mental illnesses die on average 20 years earlier than the general population.

Half of the adults with mental health problems experience their first symptoms before the age of 14 and three quarters before their early 20s.

Some people have particular difficulties

- One in ten children aged 5 – 16 has a mental health problem.
- One in ten new mothers experiences postnatal depression. One in five mothers has depression anxiety or in some cases psychosis during pregnancy or in the first year following childbirth.
- Six in ten people living in hostels have a personality disorder.
- Surveys suggest that at any one time up to one in four students might experience poor mental health.
- Four out every ten people accessing homeless services have a mental health condition
- Approximately seven of every ten rough sleepers have both a mental health and a substance misuse problem.
- People who have problems with alcohol and/or drug misuse, and who also have a mental health problem, sometimes fall through the gaps where services are not joined up
- About seven in every ten prisoners also have a mental health problem
- People with a learning disability and their families tell us that we are still failing to ensure equal access to services.
- Military veterans experience higher rates of mental health problems than the general population

In York

In our Health and Wellbeing Strategy for 2017-22, the Board also undertook to "... develop a better understanding of mental health needs in York so that we can ensure our services are fit for purpose, redesigning them if necessary". We cited the following figures:

- Between 2006 - 2014 there were 154 suicides in York; 84% of those were men;
- York has a higher rate of emergency hospital admissions for intentional self-harm than the national average;
- York has an estimated 2,717 people with dementia and this number is expected to rise to 3,503 by 2025.

Students

The two universities in York – York St John University and the University of York – have between them in 2017 more than 23,000 students. Survey evidence suggests that mental health is the single most significant health concern for students. The most common problems reported include anxiety, depression, self-harm and eating disorders. Students also complain of a lack of proper mental health support and long waiting lists.

Principles, priorities and outcomes

There is a great deal of guidance from government agencies and others on how best to improve health and wellbeing outcomes for people with mental health problems. One of the most recent is the *Five year forward view for mental health* published by the independent Mental Health Taskforce in February 2016. This set out three priorities for the NHS by 2020/21:

- A 7-day NHS so that people facing a crisis can get mental health care when they need it
- An integrated approach to mental and physical health
- Promoting good mental health and preventing poor mental health

This guidance also emphasises the importance of supporting staff who are working with people with mental health problems.

In York we understand the need for an integrated approach to physical and mental health and, in particular, that there needs to be parity of esteem between mental and physical health. We believe that this can be achieved by:

- **Investing resources into mental health care based on need as we do with investment in physical health care.**
- **Increasing accountability for mental health care within primary care and GP settings as we do with physical health care.**
- **Increasing accountability for physical healthcare in mental health settings and for mental healthcare in physical healthcare settings by enhancing partnership working among the various providers and agencies.**
- **Equal efforts to improve the quality of care:** achieving the same level of access to services and the same efforts to improve standards, infrastructure and staffing in mental healthcare as in physical healthcare.
- **Equal status within healthcare education and practice:** supporting core skills and competencies in mental health for a variety of staff. Targeting schools and associated professionals for training in improving mental health in our youth, identifying early warning signs, signposting appropriately, and preventing deterioration in mental health.
- **Equally high aspirations for people with mental health problems:** Recognising people as equal partners in their own healthcare and emphasising expectations of good health and a good life. Greater investment in social inclusion, training and employment support, and encouragement of innovation in these areas.

- **Equal status in the measurement of health outcomes:** Meaningful measures of people's responses to treatment, and people's experiences of preventive and mental health services, just as in physical health care.

York's commitment to mental health

Achieving the outcomes we are aiming for means organisations and individuals in the statutory and non-statutory sectors working together. Only through partnership working can we help people to maintain good physical and mental health. We have to recognise that some people will become ill and, when that happens, they need the right help in the right place as quickly as possible. For most people, that help can be given to them while they remain in the community, usually in their own homes. Some people, though, need more intensive help and a small number might need to be admitted to hospital.

For people who need hospital care

In recognition of this, the Vale of York Clinical Commissioning Group (CCG) has commissioned the Tees, Esk and Wear Valleys NHS Foundation Trust (TEWV) to develop a mental health hospital for the Vale of York. This is to replace Bootham Park Hospital, which closed in October 2015.

At the time of writing this strategy, consideration is being given to the location and size of the new hospital following an extensive public consultation on these questions that concluded in January 2017. The hospital will be completed by December 2019. In the meantime, hospital care for people with mental health problems who need that level of support is being provided in Peppermill Court.

Enhancing care in the community in York

Starting in April 2016, health and social care partners in York have been working together to enhance support in the community in York for people with mental health problems. This began with a symposium, supported by the International Mental Health Collaborating Network (IMHCN), a charitable organisation which has been promoting a community wide approach to mental wellbeing for over twenty years, and has been followed by a series of five "learning sets".

The symposium in April 2016 featured a presentation by Dr Roberto Mezzina, the director of mental health in Trieste, Italy, on the Whole Life-Whole System approach in Trieste, where there has been 40 years of experience of development towards social inclusion, empowerment and citizenship.

To apply the lessons from Trieste in York, we need to take a community based approach, enhancing investment in housing and the voluntary and community sectors to:

- Place less emphasis on inpatient beds so that fewer people with mental health problems are supported in hospital or in care homes
- Supporting people to maintain their independence by investing in supported accommodation
- Further developing the voluntary and community sectors, in particular to support people with mental health needs into employment, training and volunteering.

We know that it will take time for us to emulate what is being done in Trieste but we are making a start by:

- Engaging with the voluntary and community sector to develop and co-ordinate a wide a range of community based activities and support services to which people can be signposted.
- Developing a Safe Haven service to operate from Sycamore House, from 6-11pm, 7 days a week – a safe place where people can seek support and sanctuary

- Re-shaping the Mental Health Recovery Team at Sycamore House to offer more effective support to people recovering from mental ill-health
- Continuing Tees, Esk and Wear Valleys' Innovation Fund which is funding innovative projects run by the voluntary and community services that support individuals who have learning disabilities or who are at risk of mental ill health or both
- Developing a housing pathway for people with mental ill health that supports recovery regardless of diagnosis or other needs, and supports people to learn or re-learn the skills to sustain a tenancy and be a participating member of their community.
- Reinforcing our “strength based” approach to supporting people with mental health problems. That means focusing not on what people cannot do, but instead concentrating positively on the skills, knowledge and other assets all of us have whatever our state of health.
- Continuing to promote Personal Budgets, Personal Health Budgets and co-production.

Promoting good health and preventing illness

Good health, both physical and mental, begins with the individual. In our Joint Health and Wellbeing Strategy for 2017-22, the York Health and Wellbeing Board committed itself to promoting the **five steps to wellbeing** approach to help people to improve their own mental health.

These are the five steps that, according to research, can really help to boost our mental wellbeing:

- **Connect** – connect with the people around you: your family, friends, colleagues and neighbours. Spend time developing these relationships.
- **Be active** – you don't have to go to the gym. Take a walk, go cycling or play a game of football. Find an activity that you enjoy and make it a part of your life.
- **Keep learning** – learning new skills can give you a sense of achievement and a new confidence.
- **Give to others** – even the smallest act can count, whether it's a smile, a thank you or a kind word. Larger acts, such as volunteering at your local community centre, can improve your mental wellbeing and help you build new social networks.
- **Be mindful** – be more aware of the present moment, including your thoughts and feelings, your body and the world around you. Some people call this awareness "mindfulness". It can positively change the way you feel about life and how you approach challenges.

Most of us welcome help to maintain good mental health. The city of York is fortunate in having a wide range of services and facilities available to people to promote good health and prevent illness. The *Healthwatch York* guide issued in January 2017 is called **Mental Health and Wellbeing in York** and lists more than 150 organisations where people can get information, advice and support with their mental wellbeing. Most of these organisations are there for people in York whether or not they are experiencing poor mental health. They offer, for example

- Help for people who have money problems
- Support for people who want to acquire new knowledge or skills
- Help with housing
- Support for older people, students, and veterans
- Help for people to get into paid or unpaid work

- Support for people who want to become more active, for example by taking part in a sport

Other organisations aim at people who might be at greater risk of experiencing mental health problems because they

- Have experienced abuse or
- Have lost a loved one or
- Are victims of crime or
- Are having difficulties in their caring role

Still others try to help people with specific difficulties such as

- Eating disorders
- Drug or alcohol problems
- Addiction to gambling
- Self harm
- Hearing voices or seeing visions that other people don't share

Building community capacity

Even with such a wide range of resources, there is scope for communities to enhance their capacity to help people to maintain good physical and mental health. City of York Council and its partners are supporting this in several ways:

Community Facilitators Since 2008, Community Facilitators have 'walked and talked' in and to community organisations and groups all over the city. They also offer individualised support to individuals, for example: helping people to find voluntary work opportunities or identifying social and leisure opportunities. Community development has become a significant part of their role.

These workers have three areas of work:

- advice and information,
- preventative work with individuals and
- community development projects.

Local Area Coordinators Three Local Area Coordinators are due to take up their posts in May 2017.

They work alongside people to:

- Build and pursue their personal vision for a good life,
- Stay strong, safe and connected as contributing citizens,
- Find practical, non-service solutions to problems wherever possible, and
- Build more welcoming, inclusive and supportive communities

Community Health Champions - These are volunteers who, with training and support from the council, can help improve the health and wellbeing of their families, communities or workplaces by:

- Motivating and empowering people to get involved in healthy activities
- Creating groups to meet local needs
- Directing people to relevant support and services

As part of a pilot scheme, Community Health Champions work closely with City of York Council's Public Health team and raise awareness of health messages amongst communities whilst helping to create supportive networks and environments for residents.

Resilient communities We want to encourage resilient communities that

- Are self-managing and less reliant on the council and other agencies for help
- Are able to minimise the disruption to everyday life that unforeseen events present
- Enable people to be more resourceful
- Enable people to have more control over their own lives
- Ensure people are equipped and willing to play a part in community life

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Get better at spotting the early signs of mental ill health and intervening early

This was the top priority for mental health and wellbeing identified in the Health and Wellbeing Board's Joint Strategy 2017-22

Not everyone is able to stay well and we know that the sooner someone can get help, the more likely they are to be able to make a recovery or at least reduce the impact of the illness on their quality of life. That is why we have to get better at spotting the early signs of mental ill health and intervening early. It is clear from our engagement exercises for the Board's overall strategy that we have some way to go to get this right. We know that too many people are waiting too long to get support, for example:

- People who think they might have dementia have to wait too long to get a proper diagnosis. They should wait no more than six weeks but the average wait is about 24 weeks and some people wait much longer. We estimate that only about two thirds of the people who might have dementia have been able to get a diagnosis
- People with mental health problems triggered by their physical health sometimes don't get the help they need quickly enough.

Work is under way to address these problems:

- The York Dementia Action Alliance is working to develop a "hub" so that people with dementia or who think they might have dementia have a single point for communication and information.
- Mental Health Access & Wellbeing Team – This team has been created by bringing together the Single Point of Access and the Primary Care Mental Health Service. It will make it easier for people aged 18 and over to get the right help. A telephone conversation with a member of the team will identify whether more detailed assessment is required: from here the individual will be pointed to the appropriate service or facility, for example, the Community Mental Health Team.
- Psychiatric Liaison service – People experiencing poor physical health sometimes find that this also has an effect on their mental health. Liaison psychiatrists work closely with York hospital to ensure that help is provided at the right time and place.
- The Ways to Wellbeing project enables people who consult their GP for what appears to be a social problem rather than a medical one can get a "social prescription" such as a referral to a yoga class or a befriending service.

We also recognise that we need:

- More mental health workers in key settings such as schools, GP practices, police stations, custody suites, A&E departments and job centres
- To increase greatly the mental health knowledge and capabilities of all front line staff.
- To ensure that the broader NHS workforce is confident in dealing with mental health problems.
- To find ways of maximising the role of both clinical and non-clinical workers in primary care

Focus on recovery and rehabilitation

For people with mental health problems, the focus on recovery needs to be part of their care and support from the outset. Recovery is not the same thing as a cure and people with ongoing mental health problems can be helped to recover. Evidence suggests that stable **employment** and **housing** are important factors for recovery and several schemes are aimed at these areas.

- Converge - a partnership between York St John University and mental health service providers in the York region. It offers educational opportunities to adults aged 18 and over who use NHS and non-statutory mental health services..
- The Discovery Hub is a partnership with Converge based at York St John University and funded by Tees, Esk and Wear Valleys NHS Foundation Trust. It supports adults who have lived experience of mental illness to access educational and learning opportunities across the city of York and surrounding areas.
- The Mental Health Recovery Team at Sycamore House to offer more effective support to people recovering from mental ill-health
- City of York Council employs two mental health support workers in homeless accommodation based services. These workers provide informal specialist mental health support to people who are homeless and living in CYC hostels. Our aim is to increase the number of support workers to at least three.
- The Retreat is a charitable, not-for-profit provider of specialist mental health care. It works closely with the NHS to provide services for people with complex and challenging needs in an open, calming environment designed to enable recovery and independence. The Retreat was established over 200 years ago and was the first place where people with mental health problems were treated humanely and with dignity and respect.
- York's Skills Plan 2017-20 includes a commitment to connect more adults to jobs and career progression:
 - More supported work experience and employment opportunities for people with disabilities and mental health problems
 - Better access to information about local jobs and careers
 - More innovative "second chance" employability and re-training opportunities in non-traditional settings
 - Clear routes for referrals into skills and employment programmes for city-centre and community-based front-line services working with adults
 - Better signposting to higher level learning and vocational provision
 - Access to financial advice for those affected by welfare reform changes

Improve services for young mothers, children and young people with emotional and mental health needs

We know how important it is to identify and treat mental health problems in children and young people. The costs of not doing this, both for individuals and for the services required to support them are clear. Half of all adults with mental health problems experienced their first symptoms before the age of 14; three quarters before their early 20s

The additional financial costs associated with children with mental health problems have been estimated to be between £11,000 and £59,000 per child. These costs are spread across a variety of agencies, including education, social services and youth justice, and also include the direct cost to families.

The York Strategic Partnership for the Emotional and Mental Health of children and young people is working to achieve seven outcomes:

- Early intervention in universal settings by
 - Introducing a new School Wellbeing Service (SWS) to help schools to identify mental health problems at an early stage and to respond to them appropriately
 - Promoting the Emotional Literacy Support Assistants (ELSA) programme to help children with social and emotional difficulties to recognise, understand and manage their emotions, to increase their wellbeing and success in school.
 - Knowing which children need extra help. Signposting and ensuring access to appropriate help and services
 - Emphasising the child/young person's voice and influence
 - Promoting evidence-based interventions for children and young people with mental health needs.
 - Knowing that we are making a difference
 - Implementing a city-wide training offer to increase the confidence and competence of staff in educational settings.
- Accessible and well-targeted specialist mental health services for children and young people who need more support, including those children who have experienced neglect or abuse. More young people with mental health problems who are looked after by the local authority will recover or be helped to cope with their situation
- The emotional and mental health of young people within the youth justice system will improve
- Children and young people who need specialist high cost services will get timely access to those services Children who self-harm are quickly identified, assessed and supported with appropriate support
- Young people who will need continued emotional or mental health support will be helped to make the transition to adult services

We recognise that children and young people with complex needs – such as a learning disability, autism spectrum condition or behavioural needs – can usually best be supported to remain in their own

homes. FIRST is a specialist Clinical Psychology led service that supports families with these children to avoid the need for them to be moved far away from home for treatment.

We also believe that more needs to be done to support pregnant women and young mothers to try to avoid the mental health problems they frequently experience and to help them to cope with those and to lay the foundations for robust infant mental health post birth.

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Ensure that York becomes a Suicide Safer city

The suicide rate in York for 2013-2015 was 14 suicides per 100,000 of population and this is significantly higher than the national and regional rates (10.1 and 10.7 per 100,000 respectively).

In 2013-15 York had the highest suicide rate when compared to other local authority areas that have similar levels of deprivation. In 2013, one of the peak years for suicides in York, the age adjusted suicide rate for males of working age (18-64) was the fourth highest in England. To tackle this problem, we have decided to aim for "Suicide Safer" status in York.

The Suicide-Safer Communities designation honours communities that have implemented concerted, strategic approaches to suicide prevention. The nine pillars in this designation reflect the core elements of suicide prevention strategies around the world.

The work is co-ordinated around 9 pillars of action:

- Leadership/ Steering Committee
- Background Summary
- Suicide Prevention Awareness
- Mental Health and Wellness Promotion
- Training
- Suicide Intervention and Ongoing Clinical/Support Services
- Suicide Bereavement
- Evaluation Measures
- Capacity Building/ Sustainability

For the city of York to be designated a Suicide-Safer Community we will have to undergo an accreditation process based on a review of documentation evidencing all 9 areas. Designation is for five years with a review at that point for re-designation.

Ensure that York is both a mental health and dementia friendly environment

York aims to be a mental health and dementia friendly city. That means that everyone, from the local authority to the NHS, to educators and employers like the local corner shop and hairdresser, share part of the responsibility for ensuring that people with mental health problems including dementia feel understood, valued and able to contribute to their community.

The steps we have already taken to be a dementia friendly city include

- Supporting partners to create a dementia friendly York
- The dementia grants programme that has funded projects ranging from music, art, gardening, cycling and croquet groups, to the Harmony Café run by University of York students, the Yorkshire Film Archive, Tang Hall Community Centre and Inspired Youth. All have been within a framework of Dementia Friendly Communities.
- Dementia Engagement & Empowerment Project (DEEP) - to investigate, support, promote and celebrate groups of people with a dementia diagnosis

City of York Council and Vale of York Clinical Commissioning Group commission community health and social care services in York for people with dementia:

- Selby and York Alzheimer's Society provides a range of services including adapted sports activities, Singing for the Brain, Reading Aloud, peer support groups and dementia cafes.
- Dementia Forward provides dementia awareness training and a care navigator role, dementia advisors and a dementia café to support people with dementia in York.

Continuing on the path to becoming a dementia friendly city

This is being led by the York Dementia Action Alliance (YDAA), a network of a diverse range of partners including people living with dementia, businesses, statutory organisations and voluntary communities.

The Alliance has a four-point action plan for York to become a dementia-friendly city within the period covered by this mental health strategy. Against each action point a priority for 2017 has been identified:

- Raise awareness and tackle discrimination
 - Priority – getting out and about, improving transport
- Involve people with dementia
 - Priority – focus on identifying people and supporting involvement
- Be a hub for communication
 - Priority – develop a communications strategy
- Improve services
 - Priority – Work is underway to build up the capability, capacity and confidence of primary care clinicians to diagnose dementia and to improve the experience of people seeking a diagnosis.

The Alliance has secured funding from the Department of Health and the Alzheimer's Society to become one of ten 'Accelerator' sites to boost progress toward creating a dementia-friendly community.

City of York Council is developing a training strategy that will ensure that all its staff have been trained in being dementia-friendly by December 2018

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How will we measure progress?

We will monitor our progress on

- access to and take-up of, talking therapies
- dementia diagnosis within primary care
- a sustained reduction in premature deaths among people with severe mental illness
- a sustained reduction in the number of people admitted to hospital for self-harm
- regular sharing of information between GPs and the City of York Council about people with learning disabilities
- more people telling us that they and their families feel well supported through a crisis and afterwards

We will also work to ensure that:

- there are fewer admission to hospital, particularly detentions under the Mental Health Act
- more people are discharged from statutory services and obtain employment
- the rate of smoking amongst people with a diagnosed mental health problem declines at the same rate as the rate for the general population
- the uptake of screening for cancers among people with a diagnosed severe and enduring mental illness is the same as the rate for the general population
- we test and learn from better assessment and referral arrangements in a range of settings for people with problem substance use and a mental health problem.

Glossary

(To be completed when final draft is finished.)

Other reading

(To be completed when final draft is finished.)