

Report of the Head of Service, Adult Safeguarding, DoLS, Mental Health and Learning Disabilities

Overview Report on Mental Health Crisis Support Services in York

Summary

1. This report has been produced at the request of the Health Scrutiny Committee, in order to outline what sources of support are available to people in York who are experiencing a mental health crisis. It was requested following member queries about a reduction of the hours of operation of the Mental Health Support line, run by CYC.
2. It has been produced with the assistance of North Yorkshire Police, the Transport Police, CYC staff, including the Homeless service, TEWV and York Pathways.

Background; the national and local context

3. The prevalence of mental health problems in the adult population is estimated to be 1 in 4 people experiencing a mental health issue at any one time.
4. The NHS Digital Adult Psychiatric Morbidity Survey 2014, showed that, 9.5% of the population reported that they had experienced severe symptoms of common mental health problems in the previous week.
5. Formal admissions to psychiatric wards have continued to rise year on year; nationally in 2014/15 there were 125,710 admissions; a rise of 3.5% on the previous year and in 2017/18 there were 49,551 *more* detentions under the Mental Health Act 1983, than during the previous year; an increase of 2.4%.
6. Factors that increase the risk of severe mental health problems and in particular the risk of suicide, include poor physical health, unstable

accommodation, substance misuse, social isolation and unemployment. In the aforementioned NHS Digital survey of 2014, 66.4% of people in receipt of Employment Support Allowance reported that they had considered taking their own life, 43% had made a suicide attempt and 33% had self-harmed.

7. The survey also revealed that 1 in 6 people attempted to take their own lives whilst on a waiting list for psychological therapy.
8. In York, well over half of people referred to the York Homelessness service in 2016/17 were believed to have a mental health vulnerability by the professional referrer.
9. According to the Joint Strategic Needs Assessment (JSNA), York has a higher proportion of residents admitted to hospital as a result of self-harm injuries than the national average. York's residents are also more likely to report that they have high anxiety compared to the majority of the city's statistical neighbours.
10. The need therefore for accessible and responsive crisis services is clearly extremely important.

Services in York

11. There are a wide range of services available for people experiencing a mental health crisis in York.
12. Services provided by the Tees, Esk and Wear Valley NHS Trust (TEWV), which are commissioned by the Vale of York Clinical Commissioning Group (CCG), to respond to people in crisis are as follows:
 - The Crisis Resolution and Home Treatment Team operates 24 hours per day, 7 days per week and can provide intensive home based treatment in order to support someone through a mental health crisis. People who are already known to TEWV may self-refer to the team, otherwise referral is via a mental health professional. However, as of March 2019, the service will be open to self-referrals.
 - The (Mental Health) Hospital Liaison Team is based at York Hospital and assesses and works with people over the age of 18 who are in A and E or in-patients. A Substance Misuse Clinical Nurse Specialist works 3 days a week in this team. (Outside these hours, the team will work with people with substance misuse

issues). Referrals are accepted from A and E, hospital wards and where appropriate, from certain 3rd sector services.

- A Street Triage Team, whereby a psychiatric nurse, who has access to a police radio and can be requested to attend an incident instead of a police officer, or with a police officer. This initiative aims to bring in specialist mental health support at the point when people present to the police with signs of mental distress. This service is designed to aid the police's decision-making and reduce the use of S136 of the Mental Health Act. It is jointly funded by TEWV but its availability service in York in 2018 has been very limited.
- S136 of the Mental Health Act is a power available to the police to remove a person from a public place to a place of safety (normally the S136 suite at Peppermill Court in York), in order that they can be assessed under the Mental Health Act. In York there were 125 uses of S136 in 2018.
- There is also a mental health triage nurse in the police control room, to give advice regarding people who may appear to have mental health issues, funded by the Police and Crime Commissioner. These nurses have access to TEWV Paris and other NHS IT systems, so can see the most recent case notes and care plans for individuals in real time, helping them to be able to provide real time advice and guidance.
- The Haven at 30, Clarence Street, provides out of hours mental health support to anyone aged 16 or over in the York and Selby area. People wishing to access support can drop in, call or email the Haven. It is available between the hours of 6-11pm, 365 days a year. The Haven is run by Mental Health Matters and is commissioned on behalf of TEWV. It runs a 24 hour mental health support line as part of this service.
- MIND also run a drop-in at the Haven on Sundays, from 2-5pm also. N.B. this particular service will be temporarily closing in February, due to the need to re-structure it; the level of crisis situations being presented on occasions means that steps are needed to reduce the potential risks.
- In October 2017, the Trust funded a new CAMHS Crisis Resolution Home Treatment service in York, Selby and North Yorkshire, building on successful models in Teesside and Durham.

- The service provides specialised community care to children and young people in a mental health crisis and is available to young people under the age of 18, who are experiencing severe emotional distress, which is impacting on their ability to function, or those who may be displaying high levels of risk taking behaviours.
13. The Crisis Resolution Home Treatment service is part of the Trust's new care models project, which aims to support young people in the community, in comfortable and familiar surroundings. The aim of this is to avoid the need for hospital admission where possible and allows treatment at home and with the help of carers.
 14. Where hospital admission is required, the team will continue to provide short term tailored treatments and interventions to help reduce the length of stay and allow young people to return home as soon as possible. The service currently operates between 10am - 10pm, however it is hoping to extend this to a 24hr/7 day a week service in April 2019.
 15. Young people experiencing a first episode of a psychotic illness may receive ongoing support from the Early Intervention in Psychosis Team. There are also times when an older person in a residential setting might experience a mental health crisis /deterioration of their mental health and in these circumstances the Care Homes Dementia Team (CHAD) can offer intensive support to try to avert a hospital admission.
 16. The council run Mental Health Helpline now operates between the hours of 2pm-10pm at 22, The Avenue; the hours were reduced earlier this year, due to a decrease in levels of demand. The remit of this service is to offer callers the following;
 - Time and space to talk
 - Support and reassurance
 - Encouragement to callers wishing to resolve problems
 - Signposting to other services that may be helpful
 17. Healthwatch have put together a very useful guide to Mental Health services available in York. Services available in the voluntary/independent sector listed in this guide, include the following (N.B. Some organisations are national, rather than specific to York).
 18. The Pathways Service, run by the charitable organisation Together, works with people over the age of 18 referred by the emergency services who make repeated contact with those services, or who are at risk of entering the criminal justice system. Pathways will provide a holistic assessment and an allocated worker who will see the individual up to 4 hours per

week. The service will address specific concerns the individual may identify that are causing them distress, and work with people with complex needs, e.g. issues with drugs or alcohol/housing/finances or relationships. This support is provided Monday-Saturday 9am-5pm.

19. The worker will work with the individual, providing both practical and emotional support to assist them with the issues that are causing them most distress. They will also assist the person to engage with other local services that can help both in the short and longer term, with the overall aims of equipping them with a toolkit of personal resources to help them manage difficulties in the future, and reduce their contact with emergency services.
20. Papyrus-provides support, practical advice and information to people aged up to 35 years who are worried about themselves, or a young person.
21. The Samaritans provide a 24 hour, confidential emotional support service for people in distress or experiencing suicidal thoughts.
22. The Campaign Against Living Miserably (CALM) provides information and support aimed at supporting young men with emotional distress and/or suicidal thoughts. This operates from 5pm-midnight.
23. Saneline-Specialist mental health helpline, which operates from 6-11pm each evening.
24. Kyra is a women's project in York that provides support, information and services to assist women to make choices, whether in crisis or looking to make changes in their lives.
25. York Carer's Centre- provides advice and support to carers.
26. MIND has a telephone information line providing confidential advice on where and how to access support, medication and alternative treatments etc. It is open 9am-6pm, Mondays to Fridays, other than Bank Holidays.
27. When someone with a significant mental health condition experiences a serious and acute episode, as a last resort people may be assessed for possible admission to hospital under the Mental Health Act in a crisis. Assessments are co-ordinated by Approved Mental Health Professionals (AMHPs), who are social workers employed by the local authority. This service provides a statutory response and is available 24 hours per day,

365 days per year. (Assessments out of office hours are undertaken by a jointly-funded CYC and North Yorkshire Emergency Duty Team)

Strategic Priorities

28. The multi-agency Crisis Care Concordat (CCC) covers both York and North Yorkshire. It is chaired by the Police and Crime Commissioner and has representation from the 2 local authorities, the CCGs across North Yorkshire and Vale of York, North Yorkshire Police, Yorkshire Ambulance Service and TEWV.
29. The CCC is currently looking at mapping what is available to people experiencing a mental health crisis across York and North Yorkshire. This work is expected to identify gaps and inconsistencies and to inform efforts to improve services.
30. It is considering how best to meet the challenges of an appropriate range of responses to people experiencing a mental health crisis, and in particular the needs of that group of people who are often in contact with statutory services, frequently detained under S136, attenders at A and E, etc. Currently under consideration is the Serenity Integrated Monitoring system (SIM), whereby police officers are employed to work alongside the NHS in teams, to work intensively with this group of people. This has proved successful elsewhere and is said to save around £20k to essential services per person. The intention is not to replace existing services that are working well, but to explore ways in which the principles of such an approach might be beneficial.
31. Clearly the York Suicide Strategy is also a valuable initiative designed to reduce the number of people in crisis who end up taking their own lives. The York Suicide Safer Community Delivery Group is a multi-agency meeting and has made looking at developing a community response to people considering taking their own lives a priority.

Operational Issues

32. There are a broad range of responsive services available for people in a mental health crisis in York, many of which undoubtedly achieve extremely positive outcomes for people. However there are a number of areas for improvement identified by those working in the sector. These include ensuring there is a consistent response across the variety of services that exist and that services better align their referral and eligibility criteria so that people can access the right service for them at the time they need it. Operational staff from CYC Housing, Adult Social Care and

TEWV have a regular meeting focused on improving joint working at the front-line.

33. An example of positive change is the Mental Health Crisis Team. This has historically required people to be already in Mental Health Services before it responds. As noted above, this will change to an open referral system from March 1st.
34. Despite the joint strategic intent from partners to provide better integrated services to people in crisis, delivery of this needs to be stronger and at scale. As an example, the police have observed that the York Street Triage nursing input alongside police was very limited in 2018 in York.
35. North Yorkshire Police and TEWV are committed to a joint operational forum aimed at improving integrated working.

Conclusion

36. There is an increasing requirement for services in York to respond to mental health crisis including a higher incidence of self-harm. There is an active Mental Health Crisis Concordat across York and North Yorkshire developing the strategic response to these issues. The need for improved inter agency working to enable people to access the right support when they need it continues. There have been welcome developments in increasing and expanding services and their accessibility. However this needs to continue at pace.

Contact Details

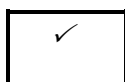
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Report Approved



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Abbreviations

AMHP -Approved Mental Health Professionals
CAMHS – Child and adolescent mental health services

CALM- Campaign against living miserably
CCC- Crisis Care Concordat
CCG- Clinical Commissioning Group
CHAD – Care Homes Dementia Team
CYC – City of York Council
DOLS- Deprivation of Liberty Safeguards
IT- Information Technology
JSNA- Joint Strategic Needs Assessment
NHS- National Health Service
SIMS -Serenity Integrated Monitoring system
TEWV- Tees Esk and Wear Valleys NHS Foundation Trust