

# **Mental Health and Learning Disabilities Partnership Board**

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Working in partnership to oversee the delivery of the Mental Health and Learning Disability Elements of the Joint Health and Wellbeing Strategy

# **Mental Health and Learning Disabilities Partnership Board**

# **Annual Report 2015/16**

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## **Foreword by the Chair of Mental Health and Learning Disabilities Partnership Board**

As Chair of the Mental Health and Learning Disabilities Partnership Board I am pleased to introduce the Annual Report for 2015/16.

Since the last Annual Report of the Mental Health and Learning Disabilities Partnership Board to Health and Wellbeing Board in March 2015 there have been a number of changes within the mental health and learning disabilities landscape in York.

The two most significant changes relate to who provides services in the Vale of York and where these services are provided from:

- Firstly, from 1<sup>st</sup> October 2015 Tees, Esk and Wear Valleys NHS Foundation Trust became the provider of mental health and learning disability services
- Secondly, just prior to this change in provider, the local system was placed under immense pressure when Bootham Park Hospital closed for both inpatient and outpatient services.

The staff across multiple agencies demonstrated true professionalism by rising to the unprecedented challenge which the closure of Bootham Park Hospital presented in order to keep people safe. I would like to formally acknowledge their sterling efforts and that of families and carers who worked alongside them during this challenging time.

The Board have worked hard over this time to ensure that delivery against the 'Improving Mental Health and Intervening Early' element of the Joint Health and Wellbeing Strategy has been as co-ordinated as possible. In addition to this they have also begun to focus on some of the broader themes around mental health and learning disabilities for the city; including developing a Mental Health Strategy for York. The body of this report sets out in more detail what the Partnership Board have been working on during the course of the last 12 to 18 months.

On behalf of the Partnership Board I would like to thank those representatives who moved on during the past year and to Leeds and York Partnership NHS Foundation Trust for their contributions to the Board prior to September 2015.

Looking forward into 2016 and 2017 the Board will need to focus on ensuring that work continues to take place in partnership to achieve the best possible outcomes for residents using services across the Vale of York.

I look forward to continue working with colleagues and partners on this exciting and challenging agenda.

**Paul Howatson**

Senior Innovation and Improvement Manager  
NHS Vale of York Clinical Commissioning Group  
Chair of the Mental Health and Learning Disabilities Partnership Board

## Introduction

The Mental Health and Learning Disabilities Partnership Board was established in January 2013 as a sub-board of the Health and Wellbeing Board. Initially set up to ensure delivery against the 'improving mental health and intervening early' element of the Joint Health and Wellbeing Strategy it has, where possible widened its remit to take account of other national and local priorities in relation to the mental health and learning disabilities agenda.

The Joint Health and Wellbeing Strategy 2013-16 tells us that at any one time it is estimated that there are just under 26,000 York residents experiencing mental health problems such as anxiety or depression.

In addition to this, there is a range of other mental health conditions, for which prevalence estimates show that in York there are expected to be approximately:

- between 720-1480 adults who experience psychosis or schizophrenia
- 800 people who might have a learning disability of which 170 have a severe learning disability
- 850 people could experience an eating disorder such as Anorexia Nervosa or Bulimia Nervosa
- 930 people could be expected to suffer from Attention Deficit and Hyperactivity Disorder (ADHD)
- 1, 280 adults might have either an Antisocial Personality or Borderline Personality Disorders
- 1 in 10 mothers are predicted to suffer from post natal depression within a year of giving birth

- 120 people might be expected to have Down's Syndrome
- 2450 people could develop dementia

Where possible the Board wants to be able to:

- encourage people and professionals to talk openly about mental health and well-being issues
- signpost them to accessible services so that professionals intervene early to prevent them escalating
- encourage people to engage fully with treatments and therapies to help them with more severe or longer term conditions.

The Board meets on a bi-monthly basis and holds its meetings in public. This includes a commitment to:

- publish agendas on-line five clear working days before a meeting
- offer a public participation scheme for anyone wanting to address the Board in relation to a matter on their agenda.

In addition to this the Board have now committed to two of their six meetings per year being focused on learning disabilities.

## Role of the Board

The Mental Health and Learning Disabilities Partnership Board was established as the strategic body to oversee the delivery of the 'improving mental health and intervening early' element of the Joint Health and Wellbeing Strategy. Its overall aim is to focus on the following key principles set out within the recently refreshed Strategy:

- Increase understanding of mental health needs across the city
  - Ensure that all agencies and practitioners record and provide accurate data about mental health and can share this across relevant partners (on a confidential basis, as appropriate), building on the recommendations of the Joint Strategic Needs Assessment
- Raise awareness of mental health and reduce stigma
  - Commit to a joint annual communication campaign for mental health: awareness of it, how to respond to it and how to promote mental wellbeing
  - Work with partners across the city on the development of the 'well at work' training for managers
- Intervene earlier and support community based initiatives
  - Work jointly to promote the delivery of more mental health first aid training in York – either from the existing national programme or develop a local model
  - Across sectors, we will jointly map the support and pathways available for people with mental health conditions, including thresholds and eligibility criteria for services
  - Support the commissioning of more community based support and services for individuals, especially early intervention and prevention work
- Ensure service planning and provision promotes choice and control

- Review our housing policy for people with a mental health condition, to ensure the policy promotes choice and control

The Board has scope to further define the actions within these priorities and to respond to key challenges around mental health and learning disabilities across the city.

## Membership

The Board has representation from the City of York Council (including an elected member representative), NHS Vale of York Clinical Commissioning Group, NHS Partnership Commissioning Unit (PCU), Tees, Esk and Wear Valleys NHS Foundation Trust (TEWV), York Teaching Hospital NHS Foundation Trust, North Yorkshire Police, Healthwatch York. There are also three community representatives on the Partnership Board selected by the voluntary and community sector fora.

Membership of the Board is kept under review to ensure people who are best placed to deliver against the actions in the work plan and the wider remit of the Board are present. The most recent changes have been to welcome a representative from York Teaching Hospital NHS Foundation Trust to join the Board as well as seeking further representation from City of York Council to ensure that transitions between services for children and young people and adults are considered.

## Key Successes

The Board have contributed to the successes of a number of positive outcomes for the city in the past 12 to 18 months and these include:

### **Re-procurement of Mental Health and Learning Disability Services -**

The re-procurement of mental health and learning disability services for the city is now complete and the contract awarded to Tees, Esk and Wear Valleys NHS Foundation Trust commenced in October 2015. The contract term is for five years (with the potential to extend for up to a further two years).



The specifications for the contract were developed with partners after a series of in-depth discussions with local service users, members of the community, voluntary sector and clinicians through DISCOVER. This was an extensive engagement programme to collect the views of people from across the footprint of NHS Vale of York Clinical Commissioning Group to help develop high quality mental health and learning disability services.

**Learning Disabilities** – the Board have worked towards ensuring that learning disabilities work is included within their work programme and now has two meetings focused around learning disabilities per year.

**Crisis Response Services** - North Yorkshire Police, other emergency services and partner agencies have worked really well with the local health based place of safety, street triage and psychiatric liaison functions - demonstrably improving outcomes for service users.

**Pathways Together** – This collaborative project is working with an identified group of service users with multiple needs and complex demands on a range of agencies to address their issues in a structured, person centred manner. This project has also tackled some of the issues related to information sharing.

**Mental Health Directory** - Partners worked closely with Healthwatch York on the development of the local support services directory which was well received.

**Children & Young People** - A nationally driven 'Futures in Mind' programme has been established in York which will provide school based specialist mental health support workers to support early intervention and identification.

## Consultation and Engagement

The Board held three engagement events during 2015. The first in March 2015 which was focused around two issues:

- annual health checks for people with a learning disability
- whether a reasonable adjustment was made when people with a learning disability visited their GP, dentist, optician or pharmacist.

Two further engagement events were held in September 2015 in relation to the Joint Strategic Needs Assessment (JSNA) work on learning disabilities. These events were facilitated by Inclusion North and were well attended.

Additionally the DISCOVER engagement programme continued into mid 2015. This was directly linked with the re-procurement of mental health services for the city and the wider Vale of York.

During the course of this year the Chair of the Mental Health and Learning Disabilities Partnership Board has also:

- Met with York People First
- Met with mental health carers group
- Met with the Chair of the York Health and Wellbeing Board
- Sat as a panel member at a public meeting in relation to Bootham Park Hospital
- Met with the newly-appointed Assistant Director for Public Health

## **Delivering Against the Joint Health and Wellbeing Strategy**

The Board report the following highlights in terms of progress in relation to delivering against the four key action areas in the 'improving mental health and intervening early element' of the current Joint Health and Wellbeing Strategy:

### **Increasing understanding of mental health needs across the city**

- New models of care from TEWV will build on some of the pilot projects previously undertaken (street triage, crisis care concordat, Pathways Together project and psychiatric liaison) all of which involve multiple agencies sharing information appropriately

- The development of a multi-agency information sharing protocol adopted across York and North Yorkshire is making information sharing significantly easier
- North Yorkshire Police have introduced five key priority areas for development
  - identification of mental vulnerability
  - recording of vulnerability
  - responding to vulnerability, using appropriate internal and external resources
  - referral to partners to ensure that longer term needs are addressed
  - review to make sure that risks have been mitigated

### **Raising awareness of mental health and reducing stigma**

- A joint suicide prevention officer role working across York and North Yorkshire is leading on developing a suicide prevention action plan which will aim to identify opportunities and priorities for communication around mental health wellbeing, prevention of suicide and prevention of self harm. A retrospective audit of recent suicides is being undertaken and key findings shared appropriately with partner agencies including those represented at both the Partnership and Health and Wellbeing Boards.
- Members of the Mental Health and Learning Disabilities Partnership Board have various communications plans within their individual organisations which includes support for mental health campaigns.

### **Intervene early and support community based initiatives**

- Work has been undertaken collectively to develop an action plan to set out how the aims of the national Crisis Care Concordat can be delivered; this focuses on four main areas:
  - **Access to support before crisis point** - making sure people with mental health problems can get help 24 hours a day and that when they ask for help, they are taken seriously

- **Urgent and emergency access to crisis care** – making sure that a mental health crisis is treated with the same urgency as a physical health emergency
  - **Quality of treatment and care when in crisis** – making sure that people are treated with dignity and respect, in a therapeutic environment
  - **Recovery and staying well** – preventing future crises by making sure people are referred to appropriate services.
- Partner agencies have embraced the challenge of mental health first aid training and there is a need to continue to promote this with other organisations around the city and to explore how this can be embedded into the public mental health offer for York. To achieve this the Public Health team are developing a training plan
  - The recent re-procurement of mental health and learning disability services is focused around supporting people staying at home and in the community rather than being treated as patients in hospital settings. It encourages robust collaboration with the very active voluntary sector partners across York.

### **Ensure service planning and provision promotes choice and control**

Housing, social care and mental health teams are now working collaboratively in a task and finish group to create joint, sustainable and person centred solutions for service users who have complex housing support needs. Support housing options for this cohort of people has been an ongoing concern in the city for a number of years. The newly formed task and finish group have agreed to work towards developing detailed and costed proposals on how to meet the health support and housing needs of people with mental ill health and other complex issues such as substance misuse, non-engagement with support or serious risk issues. Starting from December 2015 the task and finish group are meeting monthly to progress this work with a view to reporting back to the Mental Health and Learning Disabilities Partnership Board by the end of June 2016.

## Ongoing Work Streams

### Learning Disabilities

Mental Health and Learning Disabilities Partnership Board have worked hard to be more inclusive of the learning disabilities community on their agendas over the past 12 to 18 months. This work has been focussed around the following key areas:

#### Annual Health Checks for people with a learning disability

Through the Joint Health and Social Care Self Assessment Framework (Learning Disabilities) (JHSCSAF) submitted in January 2015 a number of red and amber areas were identified as requiring further work. One of these was around Annual Health Checks for people with a learning disability.

Many people with a learning disability may have more difficulty than others in recognising ordinary health problems and may need 'reasonable adjustments' to be made in getting treatment for them. Each year GPs offer regular health checks to make sure important problems are identified and treated. 2013/14 data shows:

- NHS Vale of York Clinical Commissioning Group has a lower GP participation rate (55% compared with 58% regionally and nationally)
- Patients with a learning disability registered with 15 out of 33 practices in the Vale of York effectively did not have access to the programme in 2013/14

To look at why this was the Partnership Board held an engagement event in March 2015 to ask people with a learning disability:

- Have you had an Annual Health Check with your GP this year?
- Did you ask for your Annual Health Check?
- Did you go for your Annual Health Check? If you didn't can you tell us why you didn't

- When you go to your GP, Dentist, Optician or Pharmacist do they make things easier for you by making reasonable adjustments?
- What type of support or help would you like when you use these services

Twenty three people (including people with a learning disability, carers and professionals) attended the event. The debate was lively and engaging and in brief summary it was found that:

- Approximately  $\frac{3}{4}$  of those with a learning disability, in attendance at the meeting, had been offered and had accepted the offer of an Annual Health Check
- In many cases the GPs had arranged the appointment for the Annual Health Check by sending a letter to the patient. However there were at least 3 people who had to request the check themselves
- The invitation letter to an Annual Health Check should be accessible and in an easy read format; however alternatives should be available and an individual's needs and preferences taken into consideration when communicating.

Throughout the event it was apparent that communication in an appropriate format was one of the key factors in encouraging people with a learning disability to attend their Annual Health Check.

Following the event the Partnership Board led on the production of an easy read invitation letter for GPs to use with the aim of improving take up of the service. Input into what the easy read letter should contain and how it should be set out was received from the Learning Disabilities Health Action Group.

NHS Vale of York Clinical Commissioning Group continues to promote the use of this easy read invitation by GP practices.

### Transforming Care Agenda

Mental Health and Learning Disabilities Partnership Board have received updates from the Transforming Care Group, led by the Partnership Commissioning Unit (PCU). This group leads on the national transforming care agenda and in line with NHS England guidelines; report on the following patient categories:

- Out of area in residential and nursing home
- Out of area in supported living
- Hospital inpatients both in and out of area (North Yorkshire and York)

The Winterbourne target was reached in March 2015 but work is still continuing in line with national guidance. The overall aim of this work is to provide support and care to individuals in the least restrictive environment necessary to meet their individual care needs.

### JSNA work around Learning Disabilities

During 2015 work on a learning disabilities needs assessment began. This was led by a steering group reporting up to Mental Health and Learning Disabilities Partnership Board.

As part of this work two engagement events were held in the city, these were facilitated by Inclusion North. Both of the events were well attended with 35 people at the first event and 24 at the second. This included a mixture of people with a learning disability, carers and professionals. The discussion at both events was excellent and the anecdotal feedback was quite positive.

Initial findings from the two events suggested that the following were important for the learning disability community:

- More paid work was needed
- There needed to be more supported courses to help people get a job
- More information on getting old and planning for the future
- Keeping healthy
- Information needed to be provided in an accessible format
- Housing and short breaks

- Keeping safe
- Help to manage personal budgets
- Out of area placements
- Benefits
- Travelling around York
- Some bus drivers still did not listen
- Young people going into adult services
- A feeling that the support available for those with a learning disability wasn't as good as it was 6 or 7 years ago

The narrative comments received along with other relevant data will be used to compile the needs assessment and its associated recommendations.

### **Mental Health Strategy for York**

Members of the Mental Health and Learning Disabilities Partnership Board are in agreement that work needs to progress around developing a Mental Health Strategy for York. A task and finish group, reporting to the Partnership Board is currently being established to lead on this.

### **JSNA work around Self Harm**

During 2015 a needs assessment was carried out around self harm in order to identify local needs. Self-harm had been reported as a growing concern locally with York having slightly higher rates of hospital admissions due to self harm than the England average. In 2014/15 there were 659 admissions to York Hospital for self harm.

The work undertaken to date identifies various data issues and gaps in knowledge around self harm. The draft report concluded with some specific pieces of work that needed to be developed rather than with recommendations:



- Strengthening the identification and recording of self harm related problems that do not result in a hospital admission
- Developing and enhancing a local offer of information, advice and training to key staff groups and people most at risk of self harm
- To be able to offer evidence based interventions that are effective in reducing self harming behaviour and clear referral routes into this support.

The Mental Health and Learning Disabilities Partnership Board considered the draft report at their meeting in January 2016 and requested a further update once the report had been discussed further with key partners.

### **Mental health facilities for York**

Since the closure of Bootham Park Hospital the Partnership Board have kept a watching brief on mental health facilities for the residents of York. Updates are being provided on a regular basis by TEWV to all key partners and to Health and Wellbeing Board and more recently these have included:

- Section 136 suite at Bootham Part Hospital has now reopened
- As from early February 2016 some out patients are being seen at Bootham Park Hospital
- Currently inpatients are still going to Middlesbrough and Darlington
- Peppermill Court should be ready to take inpatients from July 2016
- Acomb Gables will also be developed to become a dementia unit
- A number of sites are being considered for a new mental health facility in York but no decision has been made on where this will be. Engagement around this will start in 2016 and be ongoing

## Performance

A range of 22 performance indicators were previously agreed by the Health and Wellbeing Board; six of these specifically relate to mental health and learning disabilities. The Board receives regular updates on these, the last being in November 2015. A summary of the key points discussed then is set out below:

- There was an increase in the use of mental health care bed days in the Vale of York. Rates during 2014/15 were much higher than the national average but there has been a fall in the first quarter of 2015/16.
- Referral rates to IAPT services in the Vale of York remain lower than national averages but the 2014-15 Q4 data showed an increase.
- To help provide context to the activity data, mental health and learning disability prevalence estimates are lower in the Vale of York compared with national averages and the spend per head on specialist mental health services is also lower.
- Reliable improvement rates for patients leaving IAPT services in the Vale of York are comparable with regional and national averages.
- The uptake of health checks for people with learning disabilities is lower in the Vale of York. Work is taking place to introduce an 'easy read' invitation letter for GP's to use with the aim of improving take up of the service.
- The gap in the employment rate between mental health patients and the overall employment rate appears to be widening slightly in York.
- The % of adults in contact with secondary mental health services living independently fell in York in 2014/15, having previously been above the national average.

- Any impact from the recent closure of Bootham Park hospital will not be captured in these indicators due to the time lag in availability of data.

## **Challenges and Focus for 2016/17**

In the context of budgetary pressures throughout the health and social care system and the increased national drive to improve and invest in mental health and learning disability services it is imperative that the city of York, NHS Vale of York Clinical Commissioning Group and their partners work towards the most efficient care system to ensure more needs are met from ever precious resources. With this in mind the following will be the key areas of focus for the Mental Health and Learning Disabilities Partnership Board in the coming months:

- (i). Mental health and wellbeing is a key priority for the city. The task and finish group appointed to lead the work on a mental health strategy for the city will need to feed their work into the renewed Joint Health and Wellbeing Strategy. The task and finish group will engage and consult on the collective vision for the future of mental health in the Vale of York.
- (ii). New models of care and different ways of supporting people with mental health and wellbeing concerns require suitable, safe and accessible facilities. Tees, Esk and Wear Valleys NHS Foundation Trust have already made great progress with upgrading and updating mental health facilities in York. Plans for a new mental health hospital in York will need to be advanced over the coming months and this will need to include engagement with Partnership Board members and the wider public.
- (iii). Mental Health and Learning Disabilities Partnership Board will continue to support the work of JSNA needs assessments and

wider pieces of work; these currently include work on self harm and on learning disabilities

- (iv). The housing and mental health support task and finish group will continue their work and garner support for improved housing options for those with complex health and wellbeing needs.

The above is in addition to continuing to monitor progress against the mental health and learning disability elements of the current Joint Health and Wellbeing Strategy.

It is likely that given the increased focus on mental health and learning disability services that further things will be added to the work plan.