

## Health and Wellbeing Board

9 March 2016

Report of Inspector Bill Scott, Mental Health Partnership Development,  
North Yorkshire Police

### Together: York Pathways Project Update

#### Summary

1. This report provides an overview of the Together: York Pathways Project, which is a multi-agency collaboration that was established in April 2015 to identify and help address the issues associated with complex distress amongst York's most vulnerable and service-intensive people.

#### Background

2. The need for this project was identified through concerns regarding self-harm and suicides in the North Yorkshire Police area, which triggered a collaboration between the national mental health charity *Together: for Mental Wellbeing* and North Yorkshire Police in the development of this two year pilot.

The York Pathways Project, as it became known, recognised 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. Emergency services can only address immediate risks, rather than long-standing issues, meaning any benefits of this are often short-lived as these services are not equipped to determine the underlying causes of such crisis.

With no clear onward referral pathway, and no interface between emergency services and other local support agencies, individuals often find themselves back in contact with emergency services as a means of having their needs met. Furthermore, clinically led services such as the Community Mental Health Teams (CMHT) may not be accessible to individuals facing complex distress due to the nature of their other difficulties (e.g. homelessness or substance

misuse, which may impact on an individual's ability to attend regular appointments, finding themselves being discharged for not engaging with the service). Similarly, Community Support Services, with expertise in practical issues, such as housing, often lack clinical expertise to tackle psychological difficulties.

As such, the York Pathways Project has formed a strong strategic level partnership which is committed to improving the response to individuals experiencing complex distress and placing high demand on emergency services within the City of York. This is complemented by clinical work by a small team that can work with individuals in a flexible and psychologically-informed way, bringing a wealth of expertise and unique ways of working with individuals who are multiply disadvantaged.

### **Main/Key Issues to be considered**

3. This exciting project is working to improve York's response to excluded individuals experiencing mental distress coming into contact with emergency services by:
  - Identifying and supporting individuals;
  - Educating and informing services about vulnerabilities;
  - Facilitating joint strategic planning about the needs of this client group.

The Pathways project works specifically with individuals to tackle mental distress in the context of complex or multiple needs, for which the target cohort is those experiencing distress and placing a demand on emergency services or at risk of placing a demand on emergency services, and perpetrators or victims of Anti-Social Behaviour (ASB). The project aims to:

- Preventatively divert individuals into appropriate resources
- Strengthen networks, friendships and family relationships
- Develop coping and relating skills
- Increase understanding and management of emotions
- Enhance problem solving

- Address concerns that are causing distress (e.g. financial problems, housing issues, substance misuse etc.)
- Reduce contact with emergency services
- Reduce enforcement action

The project is lightly staffed, with the equivalent of 5 employees, consisting of:

- 1 Full time Forensic Mental Health Practitioner – Project Manager (FMHP – PM)
- 0.5 Forensic Mental Health Practitioner (FMHP)
- 3.5 Pathway Workers

York Pathways works over two main referral streams; supporting individuals who are placing a frequently high demand on emergency services and those linked to the Community Safety Hub as either a victim or perpetrator of anti-social behaviour (ASB), for which there is often an overlap in terms of the demand made on emergency services.

### **Consultation**

4. During the formation of the project, there was extensive consultation, including (but not limited to):
  - Arclight
  - City of York Council
  - Leeds and York Partnership NHS Foundation Trust
  - North Yorkshire Fire and Rescue Service
  - North Yorkshire Police
  - Users of services
  - Vale of York CCG
  - York Teaching Hospitals
  - York CVS

A Strategy Board was established to include key partners and users of services, ensuring that there is top-level commitment to identifying gaps in existing provision between agencies, and to assist in closing those gaps.

An Operational Board was also formed to make sure that the project remains operationally focused on the most vulnerable, high-volume users of service.

### **Options**

5. The Board are asked to consider this report and to endorse the project's continued work towards reduction of distress, vulnerability and demand on services.

### **Analysis**

6. The York Pathways project officially started on 13th April 2015 at the first Operational Board Meeting, where key partners were asked to produce a list of their highest volume / highest vulnerability users to identify those who were of greatest concern across emergency services within the City of York.

This innovative approach has demonstrated the power of genuine interagency collaboration in reducing mental distress and escalation into crisis for some of our York's most vulnerable people.

The overall aim of the project is to reduce the demand on emergency services, whilst linking individuals into more appropriate support networks in order to have their needs met. As such, emergency service use is being monitored for the 6 months prior, during and 6 months post intervention where funding allows for those referred to and engaged in the service.

In order to further support this, the softer outcomes associated with engagement with the service were identified as an area of importance in terms of being able to evidence effective service delivery, for which the following were identified for data collection moving forward.

- Engagement rates
- Referrals into other support services and level of engagement
- Multi-agency support and consultation

- Safeguarding
- Registration with GP
- Fire safety within the home
- Housing improvements / status
- Reduction in anti-social behaviour and tenancy enforcement

A case management and performance monitoring tool is now in place and will enable regular reporting through governance.

In December 2015, the Pathways Project won the prestigious national Third Sector Care Award for collaboration and integration, which is a mark of its success in bringing agencies together to meet the needs of people suffering complex distress.

### **Strategic / Operational Plans**

7. The project's Strategy Board has considered the issues associated with information sharing between agencies.

There have been specific issues to date in securing the engagement of certain local health partners in this endeavour. This has restricted the opportunities to their service users in York to benefit from the project, but efforts continue to encourage participation from all emergency services in the city.

### **Implications**

8. The following assessments have been conducted:

- **Financial**

The project has benefitted from significant charitable funding from Lankelly Case Foundation (£150K) and £37K from NHS England, which has levered the effect of the contributions from Vale of York CCG and CYC.

- **Human Resources (HR)**

There are no legal implications.

- **Equalities**

There are no legal implications.

- **Legal**

Information sharing arrangements have proven complex, but all referrals are conducted with consent.

- **Crime and Disorder**

The project has close working arrangements with the York Community Safety Hub (formerly “Anti-Social Behaviour Hub”) to work with vulnerable victims and suspects within the city.

- **Information Technology (IT)**

There are no legal implications.

- **Property**

There are no legal implications.

- **Other**

None

## **Risk Management**

9. Risks are managed within the project.

## **Recommendations**

10. The Health and Wellbeing Board are asked to consider:
  - i. It is recommended that the Board continues to endorse the work of the project and its innovative collaborative to reduce distress, vulnerability and demand on emergency services in the city.

The award-winning project has brought together key partners in a pioneering partnership, assisted by significant funding from the charitable sector, to shape the response to assist some of the most vulnerable people in York.

Reason: To provide the Health and Wellbeing Board with a First Year Report on this project.

## Contact Details

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Report  
Approved



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**Specialist Implications Officer(s)** None

*Tel No.*

**Wards Affected:**

All



**For further information please contact the author of the report**

**Background Papers:** None

**Annexes:** None

**For a list of abbreviations used in this report please see the Glossary page before the first report in the agenda.**