

Report of the Assistant Director – Legal & Governance

Feasibility Report – Young People’s Mental Wellbeing in York

Summary

1. This report informs Members about a topic request submitted by the Vice Chair of this Committee, Cllr Robert Webb which can be found at Annex A. The topic request seeks to understand and assess the factors contributing to mental health for young people and the systems in place in York
2. Members are asked to comment on this report and consider whether further work by this Committee is required in this area.

Background

3. Understanding the needs and impact of mental health provision for children and young people is highly complex. Many different partners work together at a strategic and operational level to treat young people’s mental health in York, this includes the local authority, Clinical Commissioning Group, local NHS providers and the voluntary and community sector.

City of York Council

4. At a strategic level, Local government has a duty to promote good mental health in individuals and the communities through:
 - Statutory duties and powers related to mental health for children and young people and adults.
 - System wide leadership via Health and Wellbeing Boards (HWBs).
 - Public Health responsibilities to promote mental wellbeing and prevent poor mental health throughout the course of life.
 - The overview and scrutiny of mental health provision.

Public Health

5. In 2013 Public Health was moved into the responsibilities of local government from the remit of NHS England. It now occupies a quasi-independent role at local government and tasked with:
 - Health Improvement
 - Healthcare
 - Health Protection
 - Providing Coordination for the HWB

Health and Wellbeing Board

6. The HWB in York is chaired by the Executive Member for Health and Vice Chaired by the Chair of the Vale of York CCG meets 4 times a year and brings together Public Health, NHS providers, Police and the voluntary sector to make improvements to the health and wellbeing of York residents.
7. The HWB York has as a key priority the *All Age Mental Health Strategy* (see more at), assisting in the delivery of this strategy is The Mental Health Partnership created in 2018. Led by an Independent chair, the Partnership brings together interested parties to champion mental health across the city and reports to the HWB.
8. The Partnership was set up to translate the strategic vision within both the Joint Health and Wellbeing Strategy and the All Age Mental Health Strategy into delivery and action, with key responsibilities concerning this report on the following themes for the city:
 - Get better at spotting the early signs of mental ill health and intervene early
 - Improve services for mothers, children and young people
9. The Partnership has identified 4 key priorities to focus on:
 1. Self-Harm
 2. Developing a community approach to mental health and wellbeing
 3. Mental health housing and support
 4. Multiple Complex Needs
10. The Strategic Partnership for Emotional Well-being and Mental Health (SPEMH). SPEMH oversees the city's response for children and young

people in need of mental health support. SPEMH has links to the Mental Health partnership and for the purpose of this reports leads on:

- Overseeing, driving and implementing the CCG's Local Transformation Plan (see at) and the All Age Mental Health Strategy
- Working in partnership, undertake local needs analysis as required to inform service development and delivery and to lever strategic commitment and resources
- Adopting and embedding a Trauma informed and understanding of the impact of Adverse Child

11. Two further sub groups report to SPEMH; these are the Early intervention Subgroup including the School Wellbeing Service, and the Specialist Intervention sub group

School Wellbeing Service

12. The School Wellbeing Service (SWS) is a school based early intervention mental health support service jointly commissioned by CYC, Vale of York CCG (see annex A).
13. The service operates on a consultation basis. Any professional can notify the service of a child or young person (CYP) where they have concerns around their emotional and mental health. A consultation with the school will take place and a shared plan around the support required will be developed. The School Wellbeing Workers (SWW) ensures a visible presence in each setting with a minimum of contact once per half term. This is a needs led service based on assessment and consultation
14. The School Wellbeing Service (SWS) is available to every setting within the City of York, this is inclusive of specialist provision (Danegate, Applefields and Hobmoor Oaks) as well as both colleges.
15. The service includes 6 substantive SWWs linked to the 6 geographical school clusters across the city, and a team leader overseeing clinical and operational aspects. The service has 3 key outcomes:
1. School staff will have increased knowledge and confidence in supporting children and young people with emotional and mental health issues
 2. Children and young people are identified early and supported effectively within school/settings to prevent needs increasing and the requirements for specialist intervention where appropriate

3. Increasing number of children and young people that feel more able to cope with mental health issues within a school setting

Clinical Commissioning Groups

16. Clinical Commissioning Groups were established by the Health and Social Care Act 2012, and replaced Primary Care Trusts in 2013. They are clinically-led statutory NHS bodies responsible for the planning and commissioning of health care services for their local area.
17. The Vale of York CCG operates across a large geographical footprint that is represented by three local authorities CYC, North Yorkshire County Council and East Riding of Yorkshire Council. For the benefit of members, for this topic the CCG is responsible for planning, commissioning and Monitoring of healthcare services. This includes mental health and learning disability services.
18. Following the publication of the NHS England Five Year Forward View Mental Health, the CCG has been working to implement the plans set out by NHS England for improving and expanding mental health care, which continues to be central to the NHS and forms the first part of its long term plan.

Child & Adolescent Mental Health Service (CAMHS)

19. CAMHS is used as a term for all services that work with children and young people who have difficulties with their emotional or behavioral wellbeing, irrespective of the level of support or the provider. Local areas have a number of different support services available.
20. Various CAHMs teams provide support by offering professional help and advice, when a child or young person's worries, problems or behaviours begin to impact upon their everyday lives. These teams include the SWS, the counselling service, parenting support, specialist CAMHS, and NHSE commissioned support such as forensic CAMHS
21. The CCG directly commissions specialist mental health provision across all age groups under a contract worth around £46M per annum. Specialist CAHMS focus on the needs of children and young people where there is significant impact on daily life. Multidisciplinary teams include:
 - Psychiatrists
 - Psychologists

- Mental health nurses
 - Occupational therapists
Speech therapist
 - Psychological therapists – this may include child psychotherapists, family psychotherapists, play therapists and creative art therapists
 - Primary mental health link workers
 - Specialist eating disorders workers, e.g. dieticians, pediatricians
22. In York, Tees Esk and Wear Valleys NHS Foundation Trust is the specialist CAMHS provider, based at Lime Trees Clinic.
23. NHSE specialist commissioning services are responsible for inpatient units, e.g. Mill Lodge in York, and services such as forensic CAMHS.
24. The CCG is working with NHS England and TEWV on the New Models of Care agenda to develop collaborative commissioning plans around crisis care and inpatient pathways. Reinvestment by TEWV into an intensive home treatment service aligned to the Crisis Team has helped to reduce Tier 4 bed days, allowed CYP to be supported in their own homes thereby creating better outcomes.

Current strategies and activity in the City of York

Suicide Safer Communities

25. Along with the All Age Mental Health Strategy CYC has a Suicide Safer Community Strategy (2018-2023) that identifies local priorities to reduce Suicide within York reports into the Mental Health Partnership. The Strategy seeks will identify gaps in services and work together with the voluntary sector, private industry, our communities and people who use services to cover those gaps through asset based and innovative approaches.

Prevention Concordat

26. CYC have committed to signing up the Prevention Concordat for Better Health Consensus statement. The concordat is intended to provide a focus for cross-sector action to deliver a tangible increase in the adoption of public mental health approaches across:

- local authorities
 - the NHS
 - public, private and voluntary, community and social enterprise (VCSE) sector organisations
 - educational settings
 - employers
27. It acknowledges the active role played by people with lived experience of mental health problems, individually and through user-led organisations. It represents a public mental health informed approach to prevention, as outlined in the NHS Five Year Forward View, and promotes relevant NICE guidance and existing evidence-based interventions and delivery approaches, such as 'making every contact count'.
28. A local multi-agency task group will report into the Mental Health Partnership and will develop and define our local approach to achieving the priorities within the Prevention Concordat.
29. The Concordat is currently being reviewed by Public Health with the view to signing up imminently.

School Wellbeing Services

30. The School Wellbeing Service (SWS) is available to every setting within the City of York, this is inclusive of specialist provision (Danescgate, Applefields and Hobmoor Oaks) as well as both colleges.

Last academic year:

- 1190 Consultations have taken place across the academic year in every primary and secondary school across York, representing a 21% increase in consultation amount.
- 302 children and young people have received direct work to support their mental health
- 570 children have received the Meerkat workshop
- 25% increase in Primary consultations
- 1790 primary school children took part in universal whole class interventions
- SDQ scores showed a positive shift with averages decreasing from pre-intervention 16.5 to post-intervention 11.8

31. Resources developed by SWS are developed and updated annually and shared with Educational settings and the wider workforce. Resources are based on a Cognitive behavioral Therapy approach. SWS has delivered the following training:
- How to Calm your Meerkat (Developed by SWS- consists of whole school training and workshop in a class of school choice)
 - Mental Health First Aid (Youth) (1 and 2 day training aimed at Frontline staff provided by SWS and Educational psychology services)
 - Coworking with ELSA/School pastoral staff (opportunities to support staff in settings to develop confidence and knowledge by working alongside SWW)
 - Mental Health Awareness Training (SWS delivered for all staff)
 - Education psychology services offers trades services for which schools can buy into offering training in other areas such as bereavement and attachment.
32. 40% of primary schools in York received the Calm your Meerkat training, a pupil champion made the following observation “The training provided was fabulous and very informative. Teaching assistants have been able to use this training easily”.
33. A SENDCo reported that “after the Mental Health First Aid training the Emotional Literacy Support Assistant (ELSA) felt more confident in supporting children”.
34. Speaking on the Co-working With ELSA/School Staff another SENDCo noted “Our ELSA is new to post and regularly (often weekly) checks in with the SWW to discuss approaches and intervention. This has been invaluable for the school in building a pastoral team.
35. Due to increased statutory requirements on the authority, there is a lack of capacity to train new ELSA workers, and this has been put on hold. A recent audit in July by officers highlights that since 2010, there has been circa 20 new ELSA trained staff every year, there are currently 260 trained staff with 150 still practicing.
36. A report is due to go the HWB that considers how equitable access is to services for school, early findings indicate that access the services is good and wide spread.
37. The Educational Psychology Services have recently published a guidance for schools *Trauma-informed Behaviour Policies and*

Approaches. The purpose of this guidance is to provide schools and settings with an overview of trauma informed approaches to behaviour.

38. An additional document published in January 2018, Critical Incident Guide for schools and settings also provides schools with useful approaches to dealing with mental health and wellbeing among young people.

The area Local Transformation Plan

39. Through the Local Transformation Plan (LTP), the whole local area has agreed a framework to improve the emotional wellbeing and mental health of all Children and Young People. The LTP is underpinned by the following principles of *Future in Mind*:
 - Promote resilience, prevention and early intervention.
 - Improve access to effective support and review the tiers system.
 - Ensure emotional health and wellbeing support is available and easily accessible for our most vulnerable children and young people.
 - Improve accountability and transparency and ensure all partners are working towards the same outcomes in an integrated way.
 - Develop the wider workforce and equip them with the skills to support children and young people with emotional health and wellbeing issues.
 - The LTP is prepared to take in the views of all partners and young people, and is monitored through the Strategic Partnership, reporting to the Mental Health Partnership and HWBB.
40. The Crisis service operates 7 days weekly, provided by TEWV, and will be offered 24/7 from 2020. The service means that children presenting at A&E, or contacting the service directly, are seen within 4 hours by a mental health professional. Intensive support has helped to reduce demand for CAMHS beds.
41. Show Me That I Matter (SMTIM) is the name of York's Children in Care Council. SMTIM provides an opportunity for young people in care to discuss the things that are most important to them.

KOOTH

42. The Kooth service has been commissioned by TEWV as part of its commitment to provide early mental health guidance and support through digital provision.
43. Young people aged 11-18 can access a website offering free online counselling and emotional wellbeing support.
44. Young people can register on KOOTH without having to provide personal details such as their name or address. It provides a safe and non-judgmental place for them to talk, connect and chat with others and know they are not alone. The service launched in October 2019 and early indications are that it has proved popular to those who have accessed the service.

Consultation

45. This report has been produced following discussions with the Director of CYC Children, Education and Communities, Assistant Director of CYC Children Services, Assistant Director of CYC Children Specialist Services, CCG Commissioning Specialist CAHMS, CYC Youth Council and the York Mind Steering Group.

Analysis

46. Mental health has been identified as a priority area to address within the Humber Coast and Vale Strategic Transformation Plan based on the potential to improve outcomes of care.
47. National evidence suggests that the rising rates of children and young people presenting with mental health conditions are not being met by professional intervention that is both timely and suitable. Children and young people are being left untreated at a time when there is a higher number in a state of emotional suffering than ever before. Available data shows that increasing numbers of young people are turning to self-harm with hospital admissions over the last five years rising by almost 93% among girls and 45% among boys. ¹
48. The York Joint Strategic Needs Assessment reports that the proportion of young people from York who are admitted to Hospital as the result of a mental health condition or as a result of self-harm is now back in line with the national average after a noticeable peak last year.

¹ Health and Social Care Information Centre (2016)

49. Since the peak, there have been a number of developments:
- CHAHMs now have a Crisis team
 - Significant structural changes occurred during 2015-16 including the change from Primary Mental Health workers to a single point of access
 - Introduction of Local Area Teams
50. According to the Health and Social Care Information Centre there is evidence that media reporting and insensitive portrayal of suicide can lead to copycat behaviour, especially among young people and those already at risk
51. Whilst suicide by children and young people is very rare they are considered at higher risk as a result of vulnerability associated with their age and other adverse factors which may be prevalent in their lives such as abuse, bullying, academic pressure, social media and unsettling periods of transition.
52. There is increasing concern at a national level of the risk to higher education students and York has experienced higher numbers of student deaths in recent years than during any previous time period.
53. The Mental Health Five Year Forward View Dashboard brings together key data from across mental health services to measure the performance of the NHS in delivering our plans.
54. The most recent version of the dashboard includes the latest data available up to and including quarter four of the 2018/19 financial year.
55. Understanding this data in the context of York can be helped with Members liaising with the Joint Strategic Needs Assessment Steering Group in York.
56. Health and local authority budgets remain challenged, with strongly competing calls for funding. The CCG has prioritised mental health funding, in particular children's mental health funding for further investment, and has confirmed that it will continue to invest in school based projects and eating disorders, in addition to increasing investment in core mental health services for children, as evidenced by an additional £470K in 2019/2020.

Ongoing challenges

57. The Local Transformation Plan has identified the following challenges in the system:

- Continued high levels of referral for CAMHS and autism, which will require further effort across the whole system of support to address and manage.
- The growing tendency to medicalise emotional and mental well-being, and to seek specialist support: how communities are better equipped to be resilient will be central to our work in the next few years.
- Integration of services across agencies to ensure seamless provision especially some very complex groups.
- Need to develop further the capacity of schools and community settings to encourage children and young people's resilience, and provide an environment of support: the school well-being service and the pilot MHST offer models future approaches

58. Youth Council members responding to the topic request noted the following:

- Social Media plays a role in young anxiety especially the pressure of being "perfect", however some members noted that social media has been around for a long time and its impact can be overstated
- Young people's knowledge of access to services and leisure activities can be much better
- Need for more youth clubs/centres for young people "a place where young people can have a chance to rectify a bad day". Tang Hall was mentioned as youth club in a deprived area.
- KOOTH service was noted, but only one member was aware of the online service
- Anxiety inherent of inability to talk about problems/feelings, especially among boys
- The issue of suicide was noted by several members as problem in York
- Some schools have *mental havens* however they are held in ordinary rooms and not very appealing
- Mental Health Champions were discussed by the YC Members
- A few YC Members questioned how many young people have "actually" got a mental health issue as opposed to simply having a "bad day"

- The York Mind Mental Health Festival was noted by YC Members
- The areas that need the most activities for young people do not have them
- Some Members were concerned of how accessible the cultural offer is to you people

Conclusion

59. Colleagues suggested that addressing the above issues nationally and locally requires concerted efforts and many different partners working together, and a few key questions in this topic area are:

- How well is the system working together?
- Are schools confident to intervene early in a case with the required external support and internal capacity without recourse to specialist provision
- Is there a gap in parenting support and engaging hard to reach families?
- Are services able to distinguish between behavioural issues presenting as mental health and wellbeing issues?
- How are services working together to respond appropriately to social communication difficulties that may present as autistic traits?
- How is this agenda supported in Higher Education and Further Education settings

Options

60. **The Committee can**

- i. Consider whether it wishes to undertake further work to take this topic forward or not and, if so, establish an appropriate remit for a more in-depth review ;
- ii. Decide that no further work is required on this topic.

Council Plan

61. This report links to the following priorities of the Council Plan 2019-23:

- A Better Start for Children and Young People
- Families, carers and schools are supported so that every child and young person has the opportunity to develop, learn and achieve their aspirations

Implications

62. There are no implications arising from the recommendations in this report in the following key corporate areas.
- **Financial** (*Contact appropriate Finance Manager*)
 - **Human Resources (HR)** (*Contact – Head of HR*)
 - **Equalities** (*Contact – Equalities Officer*)
 - **Legal** (*Contact – AD Legal & Governance*)
 - **Crime and Disorder** (*Contact – Head of Community Safety*)
 - **Information Technology (IT)** (*Contact – Head of ICT*)
 - **Property** (*Contact – Head of Asset & Property Management*)
 - **Other**

Risk Management

63. There are no risk implications associated with the recommendations in this report. There is clearly a lot of ongoing work in relation to support of mental health and wellbeing of young people, Members will need to consider the risks associated with not proceeding with a more in depth review in to this topic area compared with any potential added value that a review could provide in minimising gaps in provision.

Recommendations

64. Members are asked to discuss the content of this report and agree whether further work by this Committee on this topic area is necessary or not; if agreed that further work is required, to set out a remit for the topic and consider how they wish to undertake it.

Reason: To comply with scrutiny policy and procedures.

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Scoping Report **Date** 18.11.19
Approved

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Health and Social Care Information Centre
NHS Five Year Forward View
NHS 10 Year Plan

Annexes

Annex A - Cllr Webb Topic Request Form

Abbreviations

CAMHS - Child & Adolescent Mental Health Service

CCG - Clinical Commissioning Group

CYC - City of York Council

CYP - Child or Young person

ELSA - Emotional Literacy Support Assistant

FE - Further Education

HE - Higher Education

HWB - Health and Wellbeing Boards

LTP - Local Transformation Plan

MHST - Mental Health Screening Tools

NICE - The National Institute for Health and Care Excellence

NHS – National Health Service

NHSE – NHS England

SMTIM - Show Me That I Matter

SWS- School Wellbeing Service

SWW - School Wellbeing Workers

SPEMH - Strategic Partnership for Emotional Well-being and Mental Health

TEWV - Tees Esk and Wear Valleys NHS Foundation Trust

VCSE - voluntary, community and social enterprise

YC – Youth Council