

Annex1

Health and Adult Social Care
Policy and Scrutiny Committee

23 October 2019

Developing a community approach to mental health and wellbeing

Summary

1. This report outlines plans to develop and 'pilot' a community approach to mental health and wellbeing in the northern sector of the City of York. The pilot is one of the York Mental Health Partnership's top four priorities, as recently presented to the Health and Wellbeing Board in its Annual Report on 11 September 2019.
2. The report aims to:
 - explain the background to the pilot – why and how it has come about
 - outline what the pilot is likely to involve and what we hope it will achieve
 - Provide an opportunity for committee members to engage with the pilot

Background

3. Developing a community approach to mental health and wellbeing was identified very early on as a key priority for the Mental Health Partnership after it formed in early 2018, with the acknowledgement that it would be a long term project. Following on from a variety of discussions and conversations over a number of months it was agreed that developing this community approach should, amongst other things, encompass our aim to learn from the best practice in Trieste, Italy; our work on the Prevention Concordat for Better Mental Health; our commitment to co-production; and our commitment to a strengths-based approach that focusses and builds on individuals' and communities' strengths.
4. A sub-group was established to lead the work; the membership of which has evolved over time according to the immediate task at hand. To date it has been instrumental in the following work:

Workshop with NHS England: Community Mental Health Framework

5. Arranging an engagement workshop in November 2018, which enabled us to link with NHS England colleagues who were developing a Community Mental Health Framework, since published on 30 September 2019. The feedback from NHS England colleagues was very positive. They took away valuable insights from the session, both in terms of what is already going on in York and feedback on their draft Community Mental Health Framework.

'Connecting Our City' Conference – April 2019

6. Organising the Partnership's 'Connecting Our City' Conference in April 2019, hosted by York St John University. The purpose of the day was to launch a programme of work that, over the next five to ten years, will aim to transform the way we support people's mental health and wellbeing in York. Mental health and wellbeing needs to be everybody's business. As individuals, as organisations and as communities we need to be doing all we can to help ourselves and others to achieve the best possible levels of mental health and wellbeing that we can.
7. In developing our community approach to mental health and wellbeing, we wanted to learn from best practice elsewhere, and much of the thinking behind the conference and the Partnership's work programme has been influenced by the approach taken in Trieste, Italy. At the conference we were privileged to hear from Roberto Mezzina, who gave a brief overview of the journey Trieste has been on since the 1970s, painting a picture of the support that is now provided in Trieste, and outlining the philosophy and culture that underpins their approach.
8. System leaders from Tees, Esk and Wear Valleys NHS Foundation Trust, NHS Vale of York Clinical Commissioning Group, York Centre for Voluntary Service, City of York Council, Cornwall Partnership NHS Foundation Trust and the International Mental Health Collaborating Network then pledged their organisations' commitment to a collaborative learning partnership between York, Trieste, Cornwall and the International Mental Health Collaborating Network.
9. The conference also included a number of personal stories and presentations (including from service users and carers), as well as a number of workshop sessions and a Question Time style panel.

10. The link below will take you to an excellent short (8 minute) video produced by the Converge Film Group, which captures the key messages from the conference.
<https://www.youtube.com/watch?v=pqe0OcaL1Fg>
11. A full report from the conference was also produced and is available on request. It includes post-event feedback from 74 of the 140 delegates who attended.
12. One of the questions in the post-event online survey asked “What do you believe is the one key thing or action that the York Mental Health Partnership should be progressing in the near future to build momentum in progressing a community approach to mental health and wellbeing in York?”
13. Delegates’ responses to this questions are summarised below, and are integrated with relevant feedback from the Question Time Panel discussion on 8 April.
 - **Develop a clear implementation plan and delivery group.** 13 people felt that the priority should be to put in place a clear project plan and delivery group, with appropriate resources, to progress the vision in practical ways. In a similar vein, when asked what could have been improved at the event, or was missing from the event, 17 people replied that there could have been a clearer sense at the end of the day of how this whole agenda was going to be taken forward. What practical steps are going to be taken to help us realise the vision of a more community based approach to mental health?
 - **Co-production and involving communities, services users, and carers.** 16 people made comments relating to the need to engage with people from all parts of the community, and the importance of language was recognised within the Question Time Panel discussion on 8 April – e.g. service users/people who use services/patients/citizens. We need to be sensitive in the language we use and to listen carefully to individuals as to what is important to them. Such conversations will be crucial if we are to move forward in a completely co-produced fashion, with a level playing field where everyone has an equal opportunity and say in how we develop and shape the way we support mental health and wellbeing in the city.

- **Secure ongoing commitment of system leaders.** 7 people stressed the importance of getting system leaders to follow through on their pledge and to co-produce and co-fund, and to support doing things differently. Unsurprisingly, funding for mental health was a key area on which delegates had quizzed the Question Time Panel at the 8 April event. The panel discussed how and when funding might be shifted out of statutory acute services and into voluntary and community sector support, to support a more community based approach to mental health and wellbeing.
- **Partnership working.** 10 people commented on the need for improved partnership working, name-checking the Primary Care Network, the police, and voluntary sector as key players that need to be engaged. How to “burst bubbles” and tackle silo working was another key theme of the Question Time Panel discussion on 8 April. Co-production and collaboration were key words repeated time and again. We are all in this together. York has a strong history of community development and we will need to harness all of York’s infrastructure, energy and potential to develop a community approach to mental health and wellbeing.
- **Improve access to services.** 5 people commented on the need to improve 24/7 access to community mental health support.
- **The new hospital.** 5 people reflected on how we might use the new hospital facility in the light of our vision for a more community based approach to mental health and wellbeing. The new hospital was a ‘hot topic’ too in terms of the questions asked of the Question Time Panel in the afternoon session at the 8 April event. How can we use it as a positive tool?
- **Working with employers.** 4 people’s comments related to working with employers in the city, both in terms of what they could be doing to support the mental health and wellbeing of their staff, and what job opportunities and support they could maybe offer people recovering from mental ill health.
- **Raise awareness of, and better promote, existing services/support.** 3 people felt that we still need to be doing more to raise awareness of the great support that already exists across the city.

- **Keeping the conversation going.** 3 people commented on the importance of creating the time and space for people to meet and discuss this agenda, in the way we had at the ‘Connecting Our City’ conference.

Developing a place-based, community approach to mental health and wellbeing

14. Reflecting on the post-event feedback summarised above, the Mental Health Partnership decided that it needed to start trying to make real the vision of a community approach to mental health, and that the quickest way to do that would be to focus its efforts initially on one part of the city. To get the right people and organisations involved and to start trying things, to learn as we go and to share that learning – what works and what doesn’t – both within the Partnership and its represented organisations and also across the city.
15. We chose to start in the northern sector of the city because there is already a wealth of community assets running along the ‘corridor’ from Haxby, through New Earswick, and into the city centre. These include the Folk Hall, the new Foss Park Hospital (opening Spring 2020), The Hut, 30 Clarence Street/The Haven, York St John University/Converge and York Explore. The area is also well served by a number of ‘community connector’ roles such as Local Area Coordinators and Ways to Wellbeing Workers. In working with local people and communities we would hope to be able to build on these strengths, and better connect people to these and other such assets in the area.
16. The working group charged with developing a plan for how the placed-based pilot might work has met once so far. The current membership of the group is a mix of people who helped shape, plan and deliver the ‘Connecting Our City’ conference; people who have expressed an interest in being involved; and people who have been approached to join the group so as to ensure that all key partner organisations are ‘around the table’. The membership is not fixed and we are keen to welcome anyone who wants to be involved – either in the working group or the range of sub-groups that will inevitably be created as a clearer project plan develops.
17. At its first meeting on 25 September the group:
 - a. Discussed the geography of the ‘patch’ – we are anxious to link in, and ensure there are synergies, with the relevant Primary Care Networks, Community Mental Health Teams, Adult Social Care

Teams and relevant support services for Children & Young People.

- b. Received a brief overview of Tees, Esk & Wear Valleys NHS Trust's (TEWV) 'Right Care, Right Place' approach, which is TEWV's organisation-wide brand for developing the sort of community approach to mental health and wellbeing that we aspire to here in York.
- c. Reminded itself of the York vision for community mental health and wellbeing that was developed for the 'Connecting Our City' conference in April – see below. This vision, and the accompany design principles (see Appendix 1) represent a synthesis of the key messages received from a wide range of stakeholder engagement and feedback over the past 2-3 years. The group looked at the three elements of York's vision in order to break them down into tangible tasks and actions that could be assigned to progress.

York Mental Health Partnership
'Connecting our City'

Working together to support our mental health and wellbeing

Our vision for York is of a city where:

- We all feel valued by our community, connected to it, and can help shape it.
- We are enabled to help ourselves and others build on our strengths and can access support with confidence.
- We are proud to have a Mental Health Service that is built around our lives, listens to us, is flexible and responds to all our needs.

See also the Design Principles at Annex 2

Next steps

18. As we move from the aspiration for a better approach to mental health into planning and making changes, we have indicated some of the key things that the pilot is likely to involve which will form part of the plan of work. These include:

- a. **Developing a clear and simple narrative about what we are hoping to achieve and why.** The need to develop a shared language has been a common theme to date, and this includes developing a shared understanding of what we mean by mental health and wellbeing as an issue that affects us all.
- b. **Engaging with Elected Members** – engaging with members from wards within the northern sector of the city, with members of this Health and Adult Social Care Policy and Scrutiny Committee, and with other members who have a particular interest in this agenda
- c. **Holding engagement events in the northern sector of the city** so that citizens and communities, service users and carers, staff, third sector organisations and local businesses are engaged in the development of a community approach from the outset.
- d. **Mapping both the physical and social assets in the northern sector of the city** and developing ways to share this information in different and creative ways so that people know what is happening and available in their community and how to access it.
- e. **Understanding (and then supporting/promoting) mental health protective factors** in the northern sector of the city (e.g. demographic profiles, social experiences or environmental contexts that enhance the chances of positive mental wellbeing and reduce the risk of mental ill health as a result of exposure to harmful risk factors).
- f. **Carrying out research** within the northern sector of the city to understand who and where people currently look to for support with their mental health and wellbeing.
- g. **Linking the new hospital to the community, and vice versa.**
- h. **Improving access to services including 24/7 access to community mental health support.** Part of this may involve looking to establish a Community Mental Health Centre along the lines of those established in Trieste.
- i. **Exploring ways to improve partnership working** in the northern sector of the city, to “burst bubbles”, tackle silo working, and join things up - so that people can access support easily if they need it, and we can ensure that that support will be consistent and well co-ordinated, working to one collective plan

rather than different agencies each having their own individual plan.

- j. **Linking into other developments going on within the city** that will help deliver our vision of a community approach to mental health and wellbeing – e.g. Mental Health Housing and Support, Multiple Complex Needs Network, the York Suicide Safer Community Strategy, and Time to Change.

- k. **Linking into the recently published Community Mental Health Framework for Adults and Older Adults.** This framework has been developed by NHS England, NHS Improvement and the National Collaborating Centre for Mental Health. Our community approach to mental health and wellbeing will need to incorporate the framework and we must ensure we link into all of the right local, regional, and national networks that will support the implementation of the framework over the coming months and years. There is a great synergy between the vision and design principles of the national, community mental health framework (see Appendix 2 for the key aims of the framework), and that of our own locally produced vision for community mental health and wellbeing.

**The Community Mental Health Framework
for Adults and Older Adults**

(NHS England & National Collaborating Centre for Mental Health)

Through the adoption of this Framework, people with mental health problems will be enabled to:

1. **Access mental health care where and when they need it**, and be able to move through the system easily, so that people who need intensive input receive it in the appropriate place, rather than face being discharged to no support.

2. **Manage their condition or move towards individualised recovery on their own terms**, surrounded by their families, carers and social networks, and supported in their local community.

3. **Contribute to and be participants in the communities** that sustain them, to whatever extent is comfortable to them.

19. This is an ambitious system-wide transformation journey. Co-production with citizens is at the heart of this and all partners involved are committed to making it a success.

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10 October 2019