

Title	Public Mental Health action plan- progress and plans for 2018/9
Date	13th June 2018
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1. Context

- **In 2016 the Health and Wellbeing Board agreed to implement a new action plan, that would deliver change locally to improve the mental wellbeing of residents across the borough**
- **Alongside wider publicity campaigns, the council and its partners have worked towards delivering these actions, and the progress made is outlined here**
- **This report requests that the Health and Wellbeing Board note the progress on the actions, and agree the revised contents of the plan**

2. Background

2.1 The Public Mental Health action plan

We use the phrase ‘public mental health’ specifically to focus on improving mental wellbeing and preventing mental illness, rather than treating mental health conditions once they have occurred and/or been diagnosed. The Public Health team work closely with the CCG, who commission treatment services, to ensure our efforts align and support one another.

In October 2016 the Health and Wellbeing Board agreed a set of five key actions, designed to promote better mental wellbeing and focused on things that can best be achieved by working collaboratively across the Council, alongside other local organisations, and with residents.

The actions were designed to support one of the priority areas outlined in Hackney’s Joint Health and Wellbeing Strategy 2015-18, promoting mental health, focusing on relieving depression and anxiety for working age adults.

For 2018/19 the programme of work will support the Mayoral manifesto commitment to continue to work to reduce stigma around mental health and to make Hackney a borough where improving mental health and wellbeing is at the heart of everything we do.

The wording for some of the actions has been adapted over the past 18 months, as has the priority tasks to help achieve the plan’s objectives. These are outlined in 3.1 with a summary of progress made against the actions.

2.2 The national conversation on public mental health

Discussion on public mental health has grown in prominence significantly over the past 3 years. The most prominent programme linked to this is Public Health England's 'Prevention Concordat for Better Mental Health'¹. This consensus statement describes the shared commitment of the signatory organisations to work together and to develop solutions to longstanding problems. Amongst other things, it promises cross-sectoral action to deliver an increased focus on the prevention of mental health problems and the promotion of good mental health at the local level, through a focus on preventative measures, consideration of how the local environment affects mental health, and improvement in skills for local workforces to promote the importance of positive mental wellbeing.

The London Borough of Hackney has signed-up to the [Local Authority Mental Health Challenge](#) which has been set by seven leading mental health charities working to improve mental health across England.

In response the local authority has appointed Cllr Tom Rahilly as its Member Champion for mental health, and this Action Plan sets out five key areas of work that will be led by the local authority, in partnership with other local organisations and individuals.

2.3 Public mental health beyond the action plan

Alongside the efforts made to achieve the actions in this plan, there are several other pieces of work that are worth briefly highlighting. The main service provision in public mental health is the Wellbeing Network, led by City, Hackney and Waltham Forest Mind². The network brings together nine voluntary sector mental health services for adult residents in Hackney and the City, helping people to build resilience to prevent the onset of mental health problems and to alleviate issues such as stress, anxiety and low mood. The Wellbeing Network works with clients to agree goals and a programme of activities to help make positive changes.

The most popular national framework for promoting positive mental health is the 'Five Ways to Wellbeing', a set of evidence-based actions which promote people's wellbeing that were developed by the New Economics Foundation and based on the findings of the 2008 Government Office for Science Foresight report on Mental Capital and Wellbeing. In City and Hackney this is advocated by the Clinical Commissioning Group's 'Five to Thrive' campaign³. This provides information about a range of local activities and events that residents can get involved in to improve and maintain positive mental wellbeing.

The Five to Thrive campaign is overseen by its own steering group, and plans are in place to combine this with the public mental health health steering group, which

¹ 'Prevention concordat for better mental health' Public Health England (updated March 2018)
<https://www.gov.uk/government/publications/prevention-concordat-for-better-mental-health-consensus-statement/prevention-concordat-for-better-mental-health>

² <https://chwellbeingnetwork.london/>

³ <http://fivetothrive.net/>

oversees the action plan. The ambition for this is to begin developing an intersectoral whole-system approach that can identify ways to champion positive mental wellbeing across the wider determinants of health (social, cultural, and environmental).

In September 2017 Public Health team supported the Mental Health Foundation and Thrive LDN to host an event to promote and discuss the six aims of the Thrive campaign⁴. The event attracted 40 attendees and there was lively discussion about the challenges and opportunities for making local contributions to the campaign aims. Presentations and notes from the event are available [here](#).

3.1 The public mental action plan in detail

The plan included 5 key actions, which are laid out in more detail here. The plan was overseen by a steering group, chaired by Cllr Rahilly with members from key services across the council and partner agencies. The steering group hosted meetings themed around one of the actions, with an ongoing focus on communications and publicity.

Action 1: Deliver a comprehensive programme of Mental Health Awareness and Literacy training for Council staff by March 2018

The organisation Rethink were commissioned to deliver Mental Health First Aid (MHFA) training in the borough, both as full 2-day programmes and introductory 3-hour versions. Rethink has delivered training to a range of stakeholders across the public sector partnership and the VCS, with priority given to services that work with young Black men, linked to the corporate programme that provided the initial backing.

The course has been delivered to nearly 300 people, across a broad range of sectors, services and backgrounds (see Appendix A for a breakdown of total numbers trained by sector and service area). Feedback from all courses was excellent- recipients of the full course felt their knowledge and confidence to support others had doubled, and we now have a waiting list. The course did struggle with some delivery issues to begin with, including some inaccurate local expectations

about what the training could provide in relation to mental health outcomes for young Black Men. These perceptions were addressed through the year, and the provider met all of their performance indicators.

The Public Health team is currently assessing options for training modules to offer in 2018/19, and have committed budget to this, allowing frontline staff in key services to receive important training and development (and meeting one of the key aims of the 'Prevention Concordat for Better Mental Health').

<p>Progress: We have made very good progress on this action, and it has been agreed that a further round of mental health first aid training will be commissioned for 2018/19</p>
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⁴ <https://thrivedn.co.uk/our-aims/>

Proposal: This action no longer warrants the attention of inclusion in the plan, as it has been included as part of the Public Health function's mainstream activities.
Replace with a new action

Action 2: Maintain signposting systems that explain services relevant to mental wellbeing which trained staff, partners and residents can use

When the plan was initially agreed, it was recognised that there was little information stored centrally to help people know what services were available to support residents promote their mental wellbeing. The council's community directory lists a few support services for people with a diagnosis, and whilst the borough-wide directory iCare has more information, users still need to understand the language used by service providers (which may not always be the case).

The council is currently undertaking a broader review of the service directories it provides, along with those offered by healthcare agencies.

The review has found that current directories struggle to meet the variety of user needs, and that staff are not always certain how the directories are being used, making it hard to know how to improve them. It's difficult for service providers and staff to know how and where to update their listings and service information in multiple directories.

There is lots of good work and best practice that can be built upon to not only build a digital register of services but to improve how we think about the stewardship of the data within it to increase peoples' trust. The 'discovery' phase of this work is nearing completion, and plans are in place to develop the data model for a central database of service information, that other directories could plug in to.

Alongside this broader review of local service directories, the website iCare is being updated and refreshed. This will involve an overhaul of its appearance, to make it more user friendly and intuitive for people who do not have an understanding of how council services are organised.

At the public mental health steering group meeting in May 2018 it was agreed that the redesign would include consideration of how to better use the 'five ways to wellbeing' as a way of promoting the positive impact of many of the activities already listed in the directory, such as gardening, volunteering, and social activities. By capturing how different activities across the borough contribute to the five ways to wellbeing, this can be added to the central service database and shared across any directory with the capacity to demonstrate how people are helping their own mental wellbeing when they undertake that activity.

Progress: Work is well underway to improve how information is shared across the borough to residents and staff who provide support

Proposal: This action no longer warrants the attention of inclusion in the plan, as it has been suitably taken forward by the wider piece of cross council work as described above. Replace with a new action

Action 3: Make Hackney the most welcoming, healthy, and accessible place in London for residents with severe and enduring mental health conditions by March 2018

The original action plan recognised that public and social spaces in Hackney should meet the needs of our diverse resident populations, including people with diagnosed mental health conditions. Spaces should be available and accessible, allowing residents to carry out work, and build social networks in positive environments. These may be public, private or third sector spaces such as parks, offices, shops, leisure centres, cafes and restaurants, community halls, faith venues, public transport, libraries, on the phone, online or in person.

We began this action by meeting with peer networks and support groups for residents with severe and enduring mental health conditions, led by Mind and the Advocacy Group (summary feedback is included in Appendix B). We held focus groups with their members to understand their perceptions of experiences at the Hackney Service Centre. Feedback was broadly negative, both in relation to the environment and the staff they met with. Amongst other things, participants reported feeling angered by the lack of continuity in the staff that they see (inhibiting a trusting professional relationship), found the processes overly complex, and often felt they were not treated as individuals- including being treated differently once their diagnosis was known, not being shown empathy, and not being consulted directly on decisions made.

We now need to work with reception managers and frontline staff to address these findings, then take this learning to other public sector reception spaces including neighbourhood housing offices, GP practices and job centres. From there we will be able to roll out support to more universal meeting spaces, including VCS and private sector settings. We tried to engage the East London Foundation Trust in this project, but as yet have been unsuccessful. They will be an important partner in how we develop this.

Progress: Work has begun on this broad action, but more needs to be done

Proposal: This action should be retained in the action plan, with key deliverables agreed for initial activity

2018/19 deliverables:

1. Work with mental health advocacy groups to inform how to make the Council's public-facing spaces more welcoming, healthy, and accessible to those with severe and enduring mental health illness, and to reduce stigma.
2. Gauge the relevant training and skills development provided to key Council staff, and provide support where necessary, to complement the Council's cross-cutting Young Black Men work programme.

3. Once work to improve the offer at council reception areas has been completed, capture the learning and use in future phases (GP practices, other reception areas, parks and libraries etc)

Action 4: A series of ‘Life Events’ support packs that provide ideas, advice, phone numbers, video clips etc of how to be mentally resilient in times of change or stress

The aim of this action was to prioritise specific times in someone’s life that may be particularly stressful, and to work with public agencies who are well-placed to identify people at this time to provide support and encouragement, inviting individuals to take time to look after their own mental wellbeing.

In August 2017 ‘mental health at times of change’ was selected as one of the key priority issues for the Healthier City and Hackney Fund- a joint Public Health/CCG community grants programme⁵. After a comprehensive campaign to attract bids and a rigorous shortlisting process, four applicants were awarded funding in this priority issue:

Mind in the City, Hackney and Waltham Forest: Young people will be supported to deliver mental health awareness/first aid, Five-to-Thrive, and signposting sessions to staff in schools and community centres, equipping them to recognise stressors in young people during periods of change and access relevant services

Core Arts: creative support sessions tackling physical and mental health issues for discharged clients at risk of relapse due to severe mental ill-health, who are not in receipt of/eligible for other services at a crucial time of change

Redthread Youth: the Youth Violence Intervention Programme works with young victims of violence, empowering them to engage with services to support both their physical and emotional recovery, improve their mental health, and break the cycle of violence

Tender: promoting mental wellbeing by empowering young people to form healthy relationships, using LGBTQ-inclusive arts-based abuse-prevention workshops to improve young people's confidence, resilience and safety

Grant funding for these projects totalled £185,000. Each grantee receives non-financial support too, including a ‘single point of contact’ who can provide advice and skills to help develop their project. Alongside this, we now need to identify key ‘times of change’ that were not covered by the successful projects, and develop ways to

⁵ More information about this priority issue is available here
<https://www.hackney.gov.uk/media/9638/healthy-activities-mental-wellbeing-at-times-of-change/pdf/healthy-activities-mental-wellbeing-in-times-of-change>

support residents through the services they come into contact with. Appendix C includes a summary of the shortlisting process and bid requests.

Progress: Grant-funding has supported the first four projects within this action, and further work is needed to select the following ‘times of change’ to address

Proposal: This action should be retained in the action plan, with key deliverables agreed for initial activity

2018/19 deliverables:

1. Work with the Public Health Intelligence team to identify key times of change and taking into account impact of the event, numbers it effects, and our ability to intervene at that point.
2. Produce training materials to support services that come into contact with people during key times of change
3. Work with projects that have been awarded funding through the Healthier City and Hackney Fund to support residents through times of change, and consider how to use the learning from these projects to inform future strategy and service delivery.

Action 5: Deliver a child-centred, prevention-focused health and wellbeing education service that builds the resilience of all children and young people in Hackney aged 5-19 years, and up to 25 years for those with additional needs

During the period of this action plan, the Public Health team has commissioned Young Hackney to implement a ‘wellbeing team’, working closely with schools to deliver this health and wellbeing education service, including the delivery of the core Personal, Social and Health Education (PSHE) programme as well as behaviour development interventions. However, we have not progressed this action beyond this over the year, and will need to do more to build resilience of all children and young people in the borough over the coming year.

The Children, Young People and Maternity workstream of the Integrated Commissioning programme has selected emotional wellbeing as one of their priority areas for the coming year. Amongst other tasks, this will include developing a clear offer of prevention- including oversight of current Children and Adolescent Mental Health Services (CAMHS) transformation plans. Timelines for this work are currently unknown.

The Children and Young People Scrutiny Commission are currently planning a review of CAMHS, focused on early intervention and support to schools. What was clear from this meeting is that there is a lot of very productive work being undertaken by a broad range of local agencies, but that this is disjointed and occasionally duplicating. Much more needs to be done to map the available services, to understand who is eligible and what the service aims are, to gauge how broadly these have been used, and to identify groups who do not have access to health and wellbeing education services.

Progress: Additional support has been provided through schools, but more needs to be done in understanding the breadth and depth of existing services

Proposal: This action should be retained in the action plan, with support offered to relevant council services to map what is available, and to investigate how best to address any gaps

2018/19 deliverables:

1. Map local services that promote universal positive mental wellbeing of children and young people to identify gaps, including how to link information about services together
2. Identify gaps in provision, and work in partnership to address these
3. Support the implementation of CAMHS worker in 40 Hackney schools (as part of the CAMHS transformation programme), to support schools to take a whole-school approach to mental health and emotional wellbeing, including PSHE support, and improving the referral pathways from schools into local CAMHS services
4. Develop the offer of the Wellbeing Team to ensure emotional resilience and mental wellbeing remains a central part of the offer

4.1 Proposed additions to the action plan for 2018/19

For 2018/9, we will continue to progress the actions that have not yet completed- prioritising action 3 (making Hackney welcoming and accessible for residents with severe and enduring mental health conditions) and action 5 (delivering a child-centred, prevention-focused health and wellbeing education service). In addition to these, we are proposing to focus on two new areas:

Action 1: Work to prevent suicide and self-harm

There were almost 5,000 deaths by suicide in England in 2014, and for everyone of those deaths at least ten people are affected. One of the strongest predictors for suicide is self-harm, along with mental ill-health and substance misuse. Preventing suicide is achievable through a whole-system coordinated approach. There a number of guidance documents that have been created by Public Health England to help local authorities, public healthcare professionals, police forces, and others to prevent suicides in their areas.⁶

2018/19 deliverables:

1. Complete a suicide and self-harm audit for the borough and act upon recommendations

⁶ <https://www.gov.uk/government/collections/suicide-prevention-resources-and-guidance>

2. Form a cross-sector local group to oversee suicide and self-harm prevention in the borough, either as a standalone group or combined with an appropriate local committee

Action 2: Work to ensure that the built local environment promotes positive mental wellbeing and creates mentally healthy places

The built environment can have an effect on individuals and communities mental health, for example, living in densely built-up areas have been shown to have an influence on the risk of developing some mental health conditions, such as schizophrenia. Having equal access to assets such as community centres, cafes, green spaces and safe play facilities are linked to improving companionship, a sense of identity and belonging, all supporting the development of community resilience. Living in areas with significant access or exposure to green spaces has a lasting positive effect on mental wellbeing for everyone. This action will look to take a place-based approach to promoting positive mental wellbeing and creating mentally healthy places.⁷

2018/19 deliverables:

1. Develop a tool with experts in urban design and mental health to use as a framework for what a mentally healthy street is
2. Use the developed tool to audit and work with Council services (e.g. parks, public realm, streetscene, and planning)
3. Use the tool to audit key high streets and places within the borough
4. Work with the new integrated commissioning neighbourhoods model team to support their work on mental health and the development of a preventative focus

4.2 Communicating and publicising public mental health

Alongside these actions, we are eager to use the council and partners' communication channels to publicise the importance of public mental health. In 2018/19 we plan to do this through campaigns that challenge mental health stigma and discrimination in any form, based on the approach developed by the national programme Time to Change. We also plan to use a range of local and national events and awareness days to promote practical ways that residents can use for their mental wellbeing (adopting the advice that just as individuals need to work at maintaining good physical fitness, you also need to work at maintaining positive mental health). We will predominantly do this through the local Five to Thrive campaign.

During Mental Health Awareness Week 2018 the council and CCG ran a range of publicity activities, including promotion of the 5 Ways to Wellbeing (with videos of staff talking about how they meet each of the 'ways'), volunteering opportunities, and an event at Richmond Road GP Practice.

⁷ 'Better Mental Health for All: A public health approach to mental health improvement

Appendix A: breakdown of services receiving Mental Health First Aid

This table provides a summary of the sectors and services who received the training (please note this only includes those who provided their organisation details).

Voluntary Sector (HCVS, local and national organisations operating in the borough)	80
Young Hackney/LBH youth services	65
LBH Housing	20
LBH others	36
Housing associations	16
Job Centre Plus	21
NHS/local healthcare	7
Tenants and Resident Groups	1
Substance misuse services	2
Education/Hackney Learning Trust	2
Police	1

It is worth noting that the training offer was not initially extended to schools, as the Department of Education provides their own version of mental health first aid training. There have been questions about the thoroughness of this training, and as such we would like to provide our own support in future years.

Appendix B: feedback from local advocacy groups on the experiences at Hackney Service Centre of residents with severe and enduring mental health conditions

Focus groups were conducted with 22 participants from 'Time to Talk', an open discussion group run by Peer Services at MIND in the City, Hackney and Waltham Forest and the 'Mental Health Voice Committee' formed by The Advocacy Project. The sessions centred around people's experiences of accessing Council services, using the following questions;

1. How would you find out about a Council service?
2. Once you had the information you needed, was there anything that stopped you from accessing it?
3. Thinking about a Council service you have used; what went well?
4. How did the experience make you feel?
5. Did you have the opportunity to feedback on your experience?
6. How do you feel about accessing services in HSC?

7. What have your experiences of using an advocate been like?
8. What advice would you give to Council staff about helping people with mental health needs?

Key themes arising:

- Staff training need - so that the offer is person-centred and the individual is treated with integrity, respect and empathy, and with an awareness of mental health issues
- Continuity of care - in the staff seen and in the process i.e. clear referral pathways and handovers
- The offer needs to be made clearer; communicated effectively with clear criteria and contact details/referral information
- Accessing Council services, and the buildings in which they are based, can be daunting, stressful, complicated and unresponsive

In response to the feedback from the Time to Talk focus group and broader feedback from the Advocacy Project, managers from Customer Services explained that all staff take an independently accredited course in Customer Service; receive an introduction to mental health training; liaise with the Community Mental Health Team as appropriate; refer to the Greenhouse GP practice for homeless individuals; and that feedback and complaints are collected and monitored etc.

Appendix C: application breakdown and successful bid summaries

The Healthier City & Hackney Fund provides grants to VCS organisations and social enterprises who bid for funding to support projects that contribute to meeting specific health priority issues.

Applications opened to in mid-October. The first stage invited a short 'expressions of interest', which focussed on the key concept of the proposal but did not ask applicants to cost their proposals. After an initial sift by workstream directors, 81 applicants were invited to deliver a pitch presentation to a panel of volunteer assessors from the council, CCG, City of London Corporation, VCS and academic partners, over three days in December. Members of the PPI committee were on several of the panels for this stage of the process. Feedback was emailed to applicants after the presentation.

56 Successful bidders were then invited to complete a full application (55 applicants completed their application), including a budget sheet and project schedule. Along with the Healthy Next Generation bids (which used a simple one-stage application process), a total of 63 written applications were received across the three streams. Volunteers from across the council, CCG, City of London Corporation and VCS scored a pack of second stage applications in pairs or threes within a particular grant stream. A member of the PPI committee was involved in this scoring process. Scores were then moderated, and shortlisting sessions took place a week after scoring, bringing together all volunteers who had scored submissions within a priority

topic into a panel. Applications were ranked by priority. This ranking was then brought to workstream directors who had final say.

This year we will implement 'funding plus', to provide successful applicants with a Single Point of Contact within the CCG or Council who will provide five days of their time for Healthy Activities projects. We will also invite Members to 'champion' a project where ward councillors are linked with a funded organisation (in the Healthy Activities and Healthy Ideas streams). The role is agreed in partnership, but would likely provide support in networking with other local agencies, publicising activity and offering insight into the democratic nature of local public services

For the 'mental health at times of change' priority issue, we received 28 full bids, valuing £1.23m.