

Mental Health Strategy

2015-18

City of London Corporation
City and Hackney Clinical Commissioning Group

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Introduction

Good health means not only the absence of disease, but also being physically active, healthy and happy. The World Health Organization defines mental health as “a state of wellbeing in which every individual realises his or her own potential, can cope with the normal stresses of life, can work productively and fruitfully, and is able to make a contribution to her or his community”.

The mental health charity Mind estimates that one in four of people in the UK will have a mental health problem each year. Taking action on mental health is important for both economic and social reasons. The Centre for Mental Health has estimated that the cost of mental ill-health in England in 2009/10 was £105 billion, including the cost of social care, loss of productivity and human costs. Good mental health is central to leading an active and fulfilled life.

Mental health is affected by a broad range of determinants, reaching much further than the scope of health services alone. The environment in which people live can influence their risk of developing mental health problems. Social inequality, deprivation, unemployment, housing, drugs and alcohol, crime, long-term physical illness and social isolation are all associated with poor mental health. The City of London is home to a diverse range of people who face many different mental health problems, with social inequality just one factor among many that influence their mental health.

Due to the central location of the City and its perception as a safe place, it has a large number of rough sleepers. Around 45% of rough sleepers in the City have, or have had, a mental health problem, making this group a significant focus for mental health services (CHAIN database 2012/13).

The City has a large working population, and there is evidence that the working culture of the highly pressurised financial sector may lead City workers to suffer from higher levels of stress, anxiety, depression and abuse of drugs and alcohol. The *Public Health and Primary Healthcare Needs of City Workers* report (2012) found that over one-fifth of City workers report suffering from mental health conditions, with one-third reporting that their job causes them to be very stressed on a regular basis. The working population also includes lower paid support workers, such as cleaners, coffee shop and retail workers, who have very different health needs and may struggle with long working hours and unstable employment conditions.

This mental health strategy sets out our overarching aim for more people in the City to have good mental health, and describes how we intend to achieve this. The City of London Corporation, City and Hackney Clinical Commissioning Group and our partners want everyone in the City to enjoy better mental health. We want to improve the mental health of people in the City, keep people well and then make sure we provide effective support when mental health problems do arise.

Background

Policy background

Mental health is a key priority for health services at a national level. The Coalition Government's 2011 Mental Health strategy, *No Health without Mental Health*, pledged to create "parity of esteem" between mental health and physical health services so that more people could have good mental health and more people with mental health problems would be able to recover, have a good quality of life and a positive experience of care and support. It looked not only at treating mental ill health, but at keeping people well through prevention and early support. The then Deputy Prime Minister's 2014 strategy, *Closing the Gap: priorities for essential change in mental health*, included actions such as improving access to psychological therapies, integrating physical and mental health care and a focus on prevention. From April 2015, new standards on access and waiting times for mental health services have been introduced, which highlights the increased focus on these services and a commitment to deliver improvements within the next five years.

At a regional level, health and wellbeing is a key priority for the Greater London Authority. The 2014 report, *London Mental Health: The invisible costs of mental ill health*, estimates that the wider impacts of mental ill health result in around £26 billion each year in total economic and social costs to London. Mental health in the workplace is also a focus. In addition, in 2011 the NHS's *Mental Health services: Case for change for London* highlighted the need for improved services for people in crisis and for people with long-term mental health conditions in the capital.

The City of London Health and Wellbeing Board is responsible for improving health and wellbeing, tackling inequalities in health and ensuring that health and care services are better integrated. The Health and Wellbeing Board has identified mental health as a key priority for City residents, workers and rough sleepers. The Board has committed to ensuring that residents get better access to effective, joined-up support for mental health issues, reducing social isolation, improving the health and wellbeing of rough sleepers and addressing issues of stress, anxiety and depression for City workers.

The City and Hackney Clinical Commissioning Group (CCG), which commissions health services in the City, supports this ambition by focusing on the mental health needs of their patients and working to achieve parity of esteem between mental and physical health. The CCG is committed to improving access to services, delivering community-based care, focusing on recovering and promoting choice and independence for patients in their mental health services.

Mental health needs in the City of London

The City of London is a unique area. It has the highest daytime population of any local authority area in the UK, with hundreds of thousands of workers, residents, students and visitors packed into just over a square mile of densely developed space.

The *Mental Health Needs Assessment for the City of London* (2015) pulls together data from a range of sources to describe the mental health needs of the different population groups in the

City, and makes a number of key recommendations for service provision based on the level of need. Its findings form the evidence base for this strategy and enable us to understand the particular mental health problems faced by people in the Square Mile

City residents

Around 8,000 people live in the City and the resident population is slowly growing. Those aged 65 and over are projected to contribute the most to this growth, with their numbers increasing rapidly in the next decade. In contrast, there are relatively few children in the City. The City of London has a diverse range of ethnicities and religious faiths. There are also strong contrasts in levels of deprivation amongst the residential areas, with some areas experiencing unemployment and overcrowding. The make-up of the City's resident population has particular implications for mental health:

- The relationship between ethnicity and mental health is complex with well-documented inequalities at a national and local level. It is also important to understand the beliefs of local residents to ensure health services are commensurate with beliefs, accessible and deliver best outcomes for all.
- Higher rates of psychiatric admissions and suicides tend to be seen in areas of high deprivation and unemployment and there are strong associations between poor housing and mental health problems.
- The City's children mainly live in dense pockets of housing with some areas of high levels of deprivation. Additional risk factors may include living in a low income family, having special educational needs, being in Local Authority Care, and having poor physical health or a physical disability, which can increase the risk of mental health issues.
- High levels of depression are currently seen in the residential wards of Cripplegate and Portsoken. By 2026 there is expected to be a further 17% increase.
- The increasing number of older people in the City, particularly those living alone, is likely to result in increased social isolation and depression. People with long-term conditions are 2-3 times more likely to experience mental health problems. Carers are also particularly vulnerable to mental health problems.

City workers

Around 392,000 people work in the Square Mile, and this is expected to grow rapidly over the next decade. City workers are mainly aged between 20 and 50, with a higher proportion of men. City workers tend to be healthier than the general population because they are younger, although lifestyle factors such as smoking, alcohol consumption, levels of physical activity and diet have an impact. For many City workers the high pressure, competitive nature and long working hours of City roles may also trigger stress and mental health issues including anxiety, depression and risk-taking behaviours. Previously, periods of severe economic problems and job instability have had an adverse effect on the mental health of the worker population.

Rough sleepers

The City has the sixth highest number of rough sleepers in London. On average 20-25 people sleep on the streets of the City of London every night. The vast majority are male and include

those new to the streets as well as longer term rough sleepers. Those that find themselves homeless on the streets are intensely vulnerable to crime, drugs and alcohol, and at high risk of physical and mental illness and premature death. Many people come to the streets with complex issues, some have limited entitlement to services and some are resistant to support and treatment. Homelessness can be both a cause and a consequence of major problems for an individual's health, both physical and mental. A third to a half of homeless people sleeping rough have mental health problems. In particular, homelessness can be a consequence of living with a mental illness.

This strategy therefore considers three distinct populations with different needs and mental health issues: residents, City workers and rough sleepers.

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Our priorities

Shaping our priorities – aims for mental health in the City

Our overarching aim is for more people in the City to have good mental health. We need to address this in two ways:

1. **Improve the mental health of people in the City and keep people well**

We want everyone in the City to enjoy better mental health, with more people from across the different groups in the City experiencing good mental health and wellbeing.

We want fewer people to develop mental health problems and to keep people well.

When mental health problems do arise, we want them to be identified early on so that the right support can be offered as soon as possible.

2. **Provide effective support for people with mental health problems**

We want everyone who experiences a mental health problem to know where to go for support, and to be able to access support in the right place at the right time.

We want support that is tailored to individual needs, with a focus on choice and control.

We want more people with mental health problems to recover and lead fulfilling lives.

We want people with mental health problems to have good physical health.

Our priorities

Priority One: Prevention

Why is this important?

We want fewer people to develop mental health problems and more people to stay well. Prevention, health promotion and awareness-raising activities can help to positively promote good mental health and reduce mental health problems. Early intervention strategies can help when mental health problems do arise to reduce the severity of episodes of mental illness and enable people to recover more quickly, or to better manage their condition.

The City Corporation already does lots to promote good health and wellbeing for our residents, and we want to expand this to specifically include mental health, including promoting positive messages about good mental health and wellbeing, raising awareness of mental health issues and ideas for keeping well and “self-help”.

We also want mental health issues to be picked up at the earliest possible opportunity. When mental health issues do arise, we want people to know where to go for help and to be supported to do so. People who are at risk should get extra support, and mental health awareness, prevention and identification needs to take place outside of GP surgeries and

traditional health settings. We need this activity to take place in the community, in places like schools, workplaces and leisure facilities. We need to support people who work directly with our communities to spot the “early signs” of mental health problems so that they can help people to access support as early as possible, including those who work with children and older adults.

We need to better understand the needs of City workers and improve early identification of depression, anxiety and substance misuse. We need to encourage all City businesses to be great employers who are committed to the health and wellbeing of their workforce and provide support for workers with mental health problems. Work is good for mental health, but when people experience mental health issues they may risk losing their employment, which further impacts upon their mental health and creates a spiral effect. Both health services and employers need to acknowledge the importance of work to good mental health, and help to support people experiencing mental health issues to remain in work and to return to work after a leave of absence. This can be achieved through a combination of early intervention and the provision of services that are delivered at times and in places that are accessible to workers who are struggling.

We need to identify, assess and respond quickly to mental health issues amongst rough sleepers in the City, providing them with services that are compatible with lifestyles that may be chaotic.

What will we do?

- Ensure all commissioned services promote good mental health, including self-help, and support prevention, commissioning specific services where appropriate
- Deliver public mental health services that support early identification of mental health problems and
- Improve early identification both through healthcare pathways and in our work with the community.
- Implement a “Think Family” approach for families known to social services, providing extra support to children and unborn children in families where the adults have mental health or substance abuse issues.
- Provide additional mental health support for our most vulnerable children and young people with social care needs and children in care through our enhanced CAMHS provision.
- Ensure our health visiting service protects the mental health of new and expectant mothers.
- Implement the Carers’ Strategy to ensure that we support carers to keep well.
- Better integrate care pathways, so that the mental health needs of people with long-term physical health issues are identified and met.
- Address social isolation and promote community cohesion to prevent mental health issues from developing.
- Improve diagnosis rates for dementia and ensure that advice and support is available to those diagnosed with dementia and their carers.
- Ensure that mental health issues amongst rough sleepers are identified early through our outreach work, by providing on-street assessments.
- Ensure that City businesses are properly equipped to look after the mental health of their employees, despite often operating in a demanding and high-pressure environment. The

City Corporation will address this through the Business Healthy programme. We will also consider options for providing non-NHS health services for City workers within the Square Mile, including mental health, particularly for lower-paid City workers.

Priority Two: Personalisation

Why is this important?

We want more people to have a positive experience of care and support. This means that access to services should be fair and transparent, provision of services should be timely and the location should be appropriate. Wherever possible, people should be supported in the community, close to their homes, friends and families. Care and support should give people the greatest possible level of choice and control over their lives, and should be tailored to meet their individual needs.

Although visiting a GP is usually the first step for someone who is concerned about their mental health, we understand that some people may not recognise their feelings or experience as a mental health problem, or may feel uncomfortable taking that first step, leaving problems undiagnosed and with no support in place. For this reason, we believe that the personalisation of services needs to start before support is even offered, with the prevention activity described above taking place in the community and tailored to the varying needs of young people, adults, workers and older people.

What will we do?

- Work to improve the experience of those with specific cultural needs, to ensure equal access to services.
- Invest in mental health care in the community, particularly through GP practices. This includes transferring the case management of some patients with mental health problems to primary care, providing an enhanced primary care mental health service and ensuring that health staff in community settings have the skills, capacity and time to support people with mental health problems. Mental health support should be offered on GP practice premises where possible.
- Commission shorter waiting times for psychological therapy assessment and treatment services, and an extended range of interventions commissioned by the CCG.
- Work to create parity of esteem between mental health and physical health services. This includes improving the physical health of those with enduring mental health issues. Vulnerable patients will have enhanced care plans to help manage their needs and ensure that the care they receive is integrated.
- Deliver the actions outlined in the Dementia Strategy to make the City of London “dementia-friendly”, so that people with dementia are well supported by the wider community.
- Support our substance misuse services to integrate with local mental health services, to ensure that those with a dual diagnosis receive better care. Provide tailored support for people who are homeless or sleeping rough, taking into account issues such as ability to commit to treatment, chaotic lifestyles and dual diagnosis.
- Link employment support into mental health support via IAPT.

- Continue to work closely with key partners to ensure that people are able to get the right support, in the right place, at the right time. This includes the relationship between the local authority (including public health and adult and children's social care) and the CCG, and with NHS providers, the City of London Police, the voluntary sector and other public services.
- Work with CCGs in neighbouring areas (especially Tower Hamlets) to ensure clear referral routes and care pathways for City residents that are registered with out-of-area GPs.

Priority Three: Recovery

Why is this important?

City and Hackney CCG spends more money on mental health services than elsewhere in England, so we need to be sure that this investment is really addressing the mental health needs of our residents and improving outcomes both in the short and long term.

One in four people in the UK will experience a mental health problem each year. It is vital that more people who develop mental health problems are supported to recover and reach the point where they are able to lead independent, fulfilling lives.

What will we do?

The steps outlined under 'Personalisation' above describe how we will ensure that services are tailored to individual needs. These are the first steps to ensuring that services are effective and deliver the best possible outcomes. We must then ensure that support is focused on recovery and self-management, with the support of primary care. A good example is the CCG's approach to discharging people into primary care when specialist services are no longer required or can be gradually reduced, by ensuring that GPs and other staff are equipped with the skills to provide proactive ongoing support.

Priority Four: Delivery

Why is this important?

The delivery of effective services is of utmost importance to both the City Corporation and the CCG. People with enduring mental health issues should enjoy a good quality of life, be able to manage their own lives, have good physical health and have access to appropriate ongoing support where required. People should be equipped with the tools to manage their conditions, with a focus on preventing relapse or escalation of existing problems.

We also need to respond effectively to people in crisis. The City of London Police deal with a relatively high number of Section 136 cases (this is used by the Police to take people to a place of safety when they are in a public place and at risk of harm to self or others). There were 34 completed suicides over five years in the City between 2009 and 2014. The City has three potential population groups who are at risk of committing suicide: residents who live in the City; those who work in the City; and those who travel to the City with the intention of committing suicide from a City site, but have no specific connection to the City.

What will we do?

First and foremost both the City Corporation and the CCG will commit to delivering effective mental health services. We will drive improvement by taking forward the actions outlined in this strategy, supported by a more detailed delivery plan.

Although we are committed to prevention, early identification and recovery of mental health problems, we do also need to consider how we respond to those in crisis:

- In order to minimise the number of suicides in the City, we will use a multi-agency approach to prevention. We are currently developing a Suicide Prevention Action Plan and will use this to further strengthen the joint working between the Police and health professionals in preventing suicide attempts where possible, getting people to a place of safety and providing them with swift assessment and effective mental health support.
- We will provide an out-of-hours “safety net” for those with recurring mental health problems or those who reach crisis point at a time when the more traditional routes into services are not open. This will be accessed via the crisis telephone line provided by the East London Foundation Trust. For those at crisis point, swift referral and assessment are paramount.

Development and delivery

Developing the strategy

This strategy was developed in consultation with key partners across the City of London. This included City and Hackney Public Health, Community and Children's Services, City and Hackney Clinical Commissioning Group and East London Foundation Trust. In September 2015 City of London Healthwatch facilitated a workshop event to gather views and feedback from local residents, service users, voluntary sector providers and professionals. Business Healthy members who represent businesses with an interest in workplace health in the Square Mile have also been asked for their views on the challenges they face in supporting the mental health of their employees.

The focus throughout has been on delivering better outcomes for residents, rough sleepers and workers. This strategy sets out our aims and priorities, and describes what we will do to achieve better mental health for everyone in the City.

Key plans and strategies

This mental health strategy is supported by a number of other key plans and strategies:

- Joint Health and Wellbeing Strategy
- CCG Commissioning Strategy
- City of London Corporate Plan
- Department of Community and Children's Services Business Plan
- Dementia Strategy
- Mental Health Strategy for Older People in City and Hackney
- Children and Young People's Plan
- Homelessness Strategy
- Carers' Strategy
- Adult Wellbeing Plan

Delivering the strategy

We are committed to achieving our aims for mental health in the City over the next three years. We will focus on strong partnership working to join up mental health care, evidence-based commissioning to deliver effective services and listening to the views of service users to ensure that they are being supported to achieve the best outcomes.

The strategy will be supported by a delivery plan that will be refreshed annually. This will be governed by the City of London Health and Wellbeing Board, who will measure and monitor progress.

Appendix 1: Example mental health interventions in the City

City Enhanced CAMHS Scheme

The City Corporation has commissioned an enhanced Child and Adolescent Mental Health Service (CAMHS) for the looked after children under the care of the Corporation. Under this service all looked after children and care leavers receive a CAMHS assessment. These are undertaken in the placement and include the mental state of the child or young person. All relationships with foster carers, siblings, areas of functioning at school and peer relationships are assessed. All assessments include diagnosis of common conditions such as ADHD, and Autistic Spectrum Conditions can be screened for and diagnosed if appropriate. Support is also given to foster parents and carers for crisis management on a case by case basis, as is teaching and training to foster parents and carers.

Dementia Friendly City

The City of London Corporation is committed to creating a 'Dementia Friendly City', where residents and local retail outlets and services have a keen understanding and awareness of the disease and offer support in a respectful and meaningful way. Around 500 people have attended 'Dementia Friends' information sessions, including City of London staff, front line police, fire brigade staff, local businesses and libraries staff. The sessions aim to remove the stigma of dementia, reduce people's fear and misunderstanding, and to encourage people to remember that someone with dementia does not stop being an individual with unique life experiences. At the same time it helps people understand the benefits of early diagnosis and care and encourages prevention. The Dementia Friends campaign encourages people to become 'Dementia Champions' and share information with their colleagues, family and friends. The Alzheimer's Society has now awarded the Corporation with 'Dementia Friendly Community' status.

Enhanced primary care

The CCG is committed to ensuring that people receive the support they need as close to home as possible, in an environment in which they feel comfortable. This means a shift away from hospital-based care to primary care, with support from GPs. GP surgeries are more convenient, 'ordinary' locations for the provision of support, patients tend to trust their GPs and GPs know their communities and understand their patients' needs. It is also simpler to ensure joined up care for patients with other long-term physical health conditions. This has been supported by a programme of building capacity, competence and confidence within primary care settings to support the recognition, assessment and treatment of patients with serious mental illness.

Homeless assessments on street

The City Corporation has a dedicated homelessness team who aim to provide housing (both temporary and permanent) for rough sleepers, and has a specialist psychiatric nurse who works closely with St Mungo's Broadway (the homelessness outreach service), to engage with rough sleepers who have mental health needs. This includes on-street assessments for rough sleepers and ongoing care coordination for those who are street homeless, in hospital or placed in temporary accommodation, including for those individuals whose diagnosis is unclear and/or in

multiple need. In addition, an outreach GP also aims to address the physical health, mental health and substance misuse needs of rough sleepers in a holistic way.

Business Healthy

The City Corporation set up the Business Healthy programme in 2014 to engage with businesses in the Square Mile and encourage them to improve employee health and wellbeing in their workplace. It brings together human resources, health and safety, occupational health and communications expertise from small and large companies to share best practice and turn the business case for workplace health into action. This includes a series of master classes, forums for exchanging ideas and best practice and a website which acts as a hub of information and guidance.

Learning Well

The City of London Adult and Community Learning team has developed the Learning Well project. This is a community-based programme of activities and workshops which are designed to promote health recovery and wellbeing, specifically focusing on low-level mental health problems. The Learning Well project aims to promote a space for mental wellbeing, self-understanding, treatment and recovery. The project will work with local partners such as Recovery Colleges, community-based projects, GPs, schools and colleges to deliver a wide-ranging programme of activities including Yoga, Pilates, creative writing, food and mood workshops, mindfulness, singing, and routes back to employment. Sessions will be facilitated by experienced tutors and supported by peer volunteers. The aim is that the sessions will encourage participants to take steps to improving their mental wellbeing, with more in-depth support and referrals available for those who need further treatment.

Social isolation research

As part of a Knowledge Transfer Partnership with Goldsmiths University, the City Corporation is working on a research project into social isolation in the City. This research aims to examine the factors that contribute to the social isolation of residents in the City of London, and recommend community approaches and policy initiatives to increase social connectivity.

Books on Prescription

The national Books on Prescription scheme was launched in 2013 and is supported in the City's three Lending Libraries. The books on the list are available to all library customers and reservations for the titles may be placed free of charge. The titles are shared with health professionals who can choose to "prescribe" working through one of the books as a method of self-help for mild to moderate mental health conditions. Following the success of the scheme, in 2015 the City's libraries launched Books on Prescription for Dementia. This is a list of titles chosen by dementia healthcare experts, people with dementia and carers provide help and support for people with dementia, carers of people with dementia, those who would like to find out more about their condition and others who may be worried about symptoms.

"Think Family" approach

Social care services for children and families and adult mental health all sit within the same directorate in the Department of Community and Children Services. In order to embed a "Think Family" approach, Children and Families and Adult Social Care have developed a joint protocol

for mental health. It is designed to support staff when assessing and supporting families where a parent or carer is believed to have a mental health problem, or where a child or young person may require a mental health assessment or support as part of transition arrangements. It recognises that mental health problems can impact on the whole family, and aims to ensure that issues are identified and supported in a holistic way.

City and Hackney mental health crisis line

East London NHS Foundation Trust launched a 24 hour mental health crisis response helpline for City of London residents. The helpline will support people with expert advice and guidance in times of mental health distress. It is staffed by mental health professionals who can provide callers with confidential support and referrals to local services, with the aim of empowering and encouraging callers on their road to recovery.

Improving mental wellbeing with 5 to Thrive

The CCG has taken the 'Five Ways to Wellbeing', a set of five things that people can do to improve and support their mental health and wellbeing, and created 5 to Thrive – a series of events and resources that anyone can take use and take part in. Whether it's learning mindfulness, joining a free exercise class, reconnecting with neighbours, or finding out more about volunteering and mentoring, 5 to Thrive aims to help people get the most out of what's available locally and support good mental health in the City and Hackney.