# North Somerset Suicide Prevention and Self Harm Action Plan 2023/24- 2026/27

A local action plan which supports the National Suicide Prevention Strategy

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# **Chapter 1 Introduction**

The North Somerset Suicide Prevention Steering Group was set up in June 2015. It is chaired by Public Health and has representation from key stakeholders including Avon and Wiltshire Mental Health Partnership NHS Trust, the Bristol, North Somerset and South Gloucestershire (BNSSG) Integrated Care Board (ICB), Highways England, and mental health charities such as the Samaritans.

# 1.1 Guidance for local suicide prevention planning

North Somerset has adopted the National Suicide Prevention Strategy which outlines two principal aims: reduce the suicide rate in the general population and provide better support for those bereaved or affected by suicide.

In 2019 the Samaritans and University of Exeter independent progress report on local suicide prevention planning in England recommended that local areas should avoid spreading their resources too thinly by trying to cover all areas of the national strategy too soon. They suggested that those at the earlier stages of their response may benefit from embedding and improving the quality of activity already taking place, rather than implementing multiple new activities. Considering these principles, the Action Plan will focus on seven priority areas:

- 1. Reduce the risk of suicide in key high-risk groups
- 2. Tailor approaches to improve mental health in specific groups
- 3. Reduce access to the means of suicide
- 4. Provide better information and support to those bereaved or affected by suicide
- 5. Support the media in delivering sensitive approaches to suicide and suicidal behaviour
- 6. Support research, data collection and monitoring
- 7. Reduce rates of self-harm as a key indicator of suicide risk

The plan will aim to complement the work happening at a system wide level and among key partners including Avon and Wiltshire Mental Health Partnership NHS Trust. The latest action plan covers planned activity over the next three years and has been reviewed against the Sector Led Improvement Audit across the Southwest. The plan is a live document with progress monitored every six months.

#### Chapter 2 Progress to date

In North Somerset there has been a suicide prevention action plan in place since 2015. Outlined below is an update on progress from the previous action plan which covered the period 2018-2022.

#### 2.1 Reduce the risk of suicide in men

With males accounting for over two thirds of suicides nationally, male mental health was identified as a priority in the previous action plan. As part of this work, we relaunched the <u>North Somerset Male Health Stakeholder group</u> and offered male health champions training to professionals working within North Somerset. The training was successful and led to a resurgence in the membership of the stakeholder group. Three years later, this group is now 75 members strong and is an important voice advocating for male health issues across North Somerset.

One of the aims of the Stakeholder group is to actively encourage organisations to work together to improve the health and wellbeing of men in North Somerset. One such example is the introduction of <u>Talk Club</u>, a listening group for men. The chair of the Male Health Stakeholder group has been instrumental in supporting and promoting the organisers to launch groups across North Somerset. Five groups are now running and in 2022 alone, over 400 men have attended one of these groups.

In 2018/19 the Bristol North Somerset and South Gloucestershire Sustainability and Transformation Partnerships (STP) area were awarded Government funding to develop a suicide prevention programme of work. Some of the funding was used to commission a male specific suicide prevention project across the three local authority areas. The project called <u>HOPE</u>, provides short-term emotional and practical support for men aged 30-64. Whilst this funding stream has now ended, BNSSG Integrated Care Board have committed to fund this project on a recurring basis.

#### 2.2 People in crisis

In 2021 a new service, the <u>Safe Haven Crisis & Recovery Centre</u> was opened in the centre of Weston-Super-Mare. The service provides a safe space for people in acute emotional distress. It is the first of its kind for North Somerset and was co-designed with input from people with experience of using local mental health services. The service is a mix of remote and face to face support and supports 12 people per evening.

#### 2.3 Reduce the stigma around mental health and promote wellbeing

The Public Health Team has a well-established mental health training programme. Courses are geared at improving the skills, knowledge, and confidence of those who work or volunteer in North Somerset. Over the last three years we have delivered training on a variety of topics including mental health awareness, suicide prevention, and safety planning, reaching over 1000 people.

#### 2.4 Tailor approaches to improve mental health in Children and young people

During 2019 Public Health established the North Somerset Healthy Schools Network. This is a free health and wellbeing programme for primary schools in North Somerset. It supports

schools to identify their own needs, make plans to address them and review progress. Schools are guided towards positive change by addressing issues such as mental health.

Activity undertaken under the banner of the Healthy Schools programme which aims to reduce self-harm amongst high-risk children and young people has included delivery of a range of mental health training courses, the development of a trauma toolkit for schools and the development of the Domestic abuse and Recovering Together (DART) programme to support children experiencing domestic abuse.

North Somerset Mental Health and Wellbeing Directory of services for children and young people was revised in 2021 into a common format across North Somerset, Bristol and South Gloucestershire making it easier for professionals working with children and young people to access the support that is needed.

The Young People Who Self Harm Guide (2016) was developed by researchers and clinicians at the University of Oxford for school staff who may have contact with students who have self-harmed or are at risk of self-harm. In 2021 a summary of the University of Oxford guidance was produced and disseminated to all local schools in the Bristol, South Gloucestershire, and North Somerset area, alongside a list of local support services.

#### 2.5 Reduce access to the means of suicide

The Weston-Super-Mare branch of the Samaritans over the last few years have undertaken suicide prevention work with staff and passengers at local priority railway stations. This has included staff training on how to manage suicidal contact, trauma support and awareness campaigns.

#### 2.6 Provide better information and support to those bereaved or affected by suicide

Suicide bereavement support was recognised as a priority in the NHS forward plan and national funding allocated to the Bristol, North Somerset, and South Gloucestershire area to improve provision. In 2020, the <u>Beside Project</u> was commissioned to support people who had recently lost a loved one to suicide. They offer tailored emotional and practical face to face and telephone support to people within 72 hours from receiving the referral from the Real Time Surveillance System. Between July 2021 and March 2022, they supported 10 North Somerset residents who had been bereaved from suicide.

#### 2.7 Supporting research, data collection and monitoring

Collecting and analysing data on local deaths from suicide can help to identify high-risk groups, locations of concern, patterns, and trends, provide evidence for targeted interventions and contribute to the monitoring and evaluation of outcomes from local work.

National data only provides very limited information and so the best source for this at a local level is from the Coroner's Office. In 2019 the Mental Public health leads across the West of England commissioned Avon and Wiltshire Mental Health Partnership to analyse suspected suicides across the Bath, Bristol, North Somerset, and South Gloucestershire area. The findings of which have been drawn upon in this report and have helped shape the refreshed action plan.

# **Chapter 3 Local Picture across North Somerset**

# **3.1** Changes to the standard of proof for registering suicides.

In England and Wales, all unnatural deaths are investigated by coroners to establish the cause and circumstances of the death. The investigation, known as an inquest, compiles evidence such as the post-mortem, toxicology reports, and interviews with relatives and friends. Once all the available evidence has been collected, a coroner will then determine the cause of death, manner of death and surrounding circumstances.

In July 2018, the standard of proof used by coroners to determine whether a death was caused by suicide, changed. Previously, the "criminal standard" was applied, meaning that the coroner required evidence "beyond all reasonable doubt" that a death was caused by suicide. Since July 2018, the "civil standard" has been applied meaning that it must be shown on the "balance of probability" that a death was caused by suicide.

The ONS carried out an investigation into the impact of the change of standard of proof used by coroners for suicide death registrations in England and Wales. In summary, this investigation found that the legal change did not result in any significant change in the reported suicide rate in England and Wales. Concluding that, recently observed increases in suicide among males and females in England, and females in Wales, began before the standard of proof was lowered<sup>1</sup>.

#### 3.2 Note on methodology

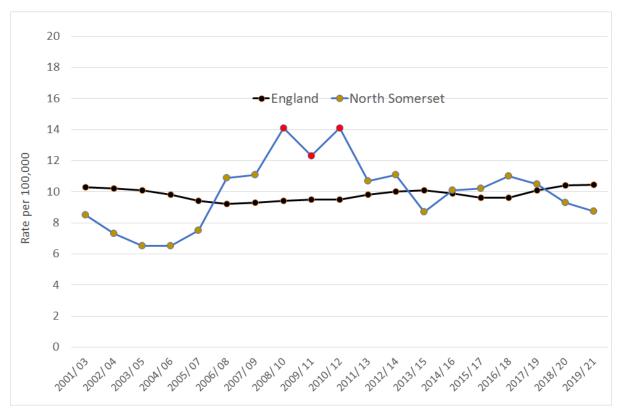
National data provides timely but limited information on suicides. Locally we have invested in an Avon wide Real Time Surveillance System to monitor suspected suicides and obtain more detailed information to enable us to spot local trends and identify vulnerable groups. However, it is in its infancy, so it is too soon to capture trends for this refresh. Therefore, the following analysis is taken from an audit of all suicides that occurred between 2016 and 2018 using information from the Avon Coroner Office.

Using data from Coroner records shows someone who has died from suicide is most likely to be male, single, and living alone. If they are male, they are more likely to be aged 35 - 64 years old and working. If they are female, they are more likely to be younger (aged 30-44 years) and have had a history of self-harm

#### 3.3 Suicides

There were 51 suicides amongst North Somerset residents (all ages) between 2019 and 2021, equivalent to a rate of 8.7 per 100,00 population. After significantly high rates of suicide between 2008/12, rates have fallen and remained flat with an all-person rate roughly equal to the national average (see chart below).

<sup>&</sup>lt;sup>1</sup> Office for National Statistics (2020) Change in the standard of proof used by coroners and the impact on suicide death registrations data in England and Wales. Accessed <u>here</u> (Nov 18<sup>th</sup> 2022)



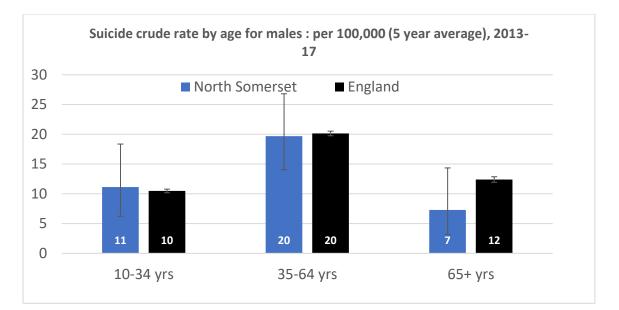
The rate of mortality due to suicide, per 100,000 people in North Somerset over time

There are well documented national variations in the rate of suicide amongst males and females. This is a finding which is also reflected in the North Somerset population; males are more than 3 times as likely to die from suicide in North Somerset than females, as outlined in the table below.

Males		
North Somerset	Southwest Region	England
12.4	18.3	15.9

Females			
North Somerset Southwest Region England			
5.4	5.9	5.2	

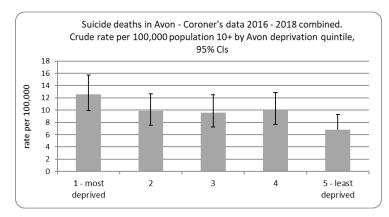
The highest rates of suicide amongst men are those aged 35-64, at the North Somerset level, none of the age specific rates are significantly different from one another or the England average.



A research paper from Friends, Families and Travellers identified that the suicide rate for members of the Traveller community is six times higher than the general population. There is limited data about this population and the impact of suicide at a local level. The latest census results demonstrated that across North Somerset there were 187 people who identified a White Gypsy or Irish Traveller and 169 who identified as white Roma this is likely to be an underestimate of the number of people from this community.

# 3.4 Deprivation and Geography

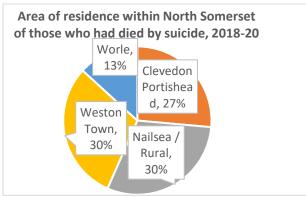
Using data from Coroner records from 2016-18 across Avon, there is a possible association between deprivation levels and suicide rates. The figure below shows that the most deprived fifth of the Avon population experienced a significantly higher rate of suicide at 12.6 deaths per 100,000 population (95% CI 9.9 to 15.7) than the least deprived fifth with 6.8 deaths per 100,000 population (95% CI 4.9 to 9.3).



Source: Coroner Audit data

Findings from the Primary Care Mortality file from 2018-20 show that there were 53 recorded suicides to people living in North Somerset. Suicides occurred in 27 out of our 35 wards. Just under two thirds of suicides occurred in either Weston super Mare, Nailsea or a rural area, the remaining were from either Clevedon and Portishead (27%) or Worle (13%).

These proportions were in line with the general population figures from these areas, highlighting, sadly, that suicide occurs in every area of North Somerset.



Source: Primary Care Mortality File.

# 3.5 Methods and place of suicide

In line with national trends, the three most common methods of suicide were hanging / strangulation (63%), self-poisoning (12%) and jumping/lying before a train/road vehicle (10%). We can't track trends over time at a local level, but national trends have shown that deaths by hanging, and strangulation have increased. National data demonstrates that after a fall in 2009; there was a 12% increase in the number of these deaths in 2018 compared to 2017. The increase in hanging/strangulation was in men and women, and in those aged under 25, aged 45-64 and aged 65 and over.

The most common location for suicide was the person's home, 69% across Avon, followed by inland bridges and cliffs (6%).

# 3.6 Access to help and support

People with mental health problems have been identified as a high-risk group in relation to suicide (Preventing suicide in England, 2012). Findings from the coroner audit highlighted that 70% of people who had died from suicide had been identified as experiencing some form of diagnosable mental and/or physical health problem prior to their death.

It should be noted that despite the very high levels of diagnosable mental health problems within this group of people, only one in four people had been in contact with secondary mental health services, 12 months prior to their death. This figure is similar to the most recent national figures<sup>2</sup> which identified that 27% of suicides were identified as patients.

A further 38% of people had been in contact with some sort of 'counselling' or other primary care-based psychological care service in the community, meaning that, in total, 63% of people locally were either currently engaged in seeking psychological help, or had accessed such help within 12 months of their death.

<sup>&</sup>lt;sup>2</sup>National Confidential Inquiry into Suicide and Safety in Mental Health Annual Report 2022: UK patient and general population data 2009-2019, and real-time surveillance da <u>https://documents.manchester.ac.uk/display.aspx?DocID=60521</u>

# 3.7 Contributing factors

Information was extracted from the coroner's records and/or noting the narrative conclusion reached by the coroner to ascertain contributory factors in suicides across Avon. In 16% of deaths, drug abuse and dependency were contributing factors, with a further 10% citing alcohol misuse. Physical illness (16%), family issues (12%) and relationship breakdowns (10%) were also cited in at least one in ten deaths.

Constraine the store	
Contributing factors	% of total deaths
Drug abuse/dependency	16%
Physical illness	16%
Family issues	12%
Relationship breakdown	10%
Depression/low mood	10%
Alcohol misuse	10%
Work issues/loss of job	9%
Bereavement	8%
Anxiety	7%
Previous suicidal ideation or attempt	6%
Financial worries	6%
Other stressors	6%
Isolation	6%
Recent contact with mental health services	6%

#### Contributory factors in suicides across Avon (2016/19)

Source: Coroner Audit data

# 3.8 Self-harm

Intentional self-harm can demonstrate an extension of a person's mental distress. It is an important measure to consider, as self-harm is a risk factor for suicide attempts.<sup>3</sup>

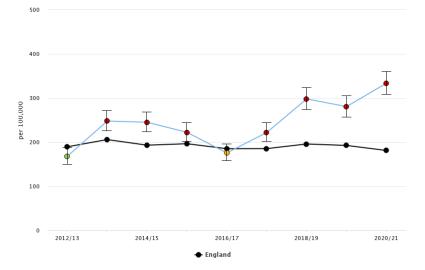
# 3.9 Admissions to hospital for self-harm

The rate of emergency hospital admissions for self-harm is arguably the most accurate measure of self-harm prevalence that exists. Importantly, this metric will underestimate the true prevalence, given that most instances of self-harm will not require hospital admission. But it does demonstrate the impact that self-harm can have, and how areas are likely to vary in their prevalence of 'hidden' self-harm.

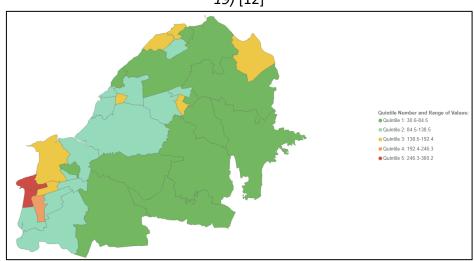
Nationally, rates of self-harm (all ages) have been relatively consistent over recent years at around 200 admissions per 100,000 population. North Somerset has persistently higher rates of self-harm compared to the England average; there were 334 emergency hospital admissions for intentional self-harm per 100,000 population in 2020/21. The chart below shows how this rate has fluctuated in recent years, but with an increasing trend since 2016/17.

<sup>&</sup>lt;sup>3</sup> Mental Health Foundation, "Suicide," [Online]. Available: https://www.mentalhealth.org.uk/a-to-z/s/suicide. [Accessed October 2022]

#### Emergency hospital admission for self-harm, per 100,000 population in North Somerset



To allow for ward level comparisons with North Somerset, 'standardised admission ratios' have been calculated and mapped for the years 2015-2019<sup>4</sup>. These ratios compare admissions for residents in each ward (all ages), to the England average. The wards of Weston-Super-Mare (WSM) Central and WSM Hillside have the highest rates (300 and 257 per 100,000 respectively); Gordano Valley has the lowest (31 per 100,000).



Emergency hospital admission for self-harm, standardised admissions ratio, by ward (2015-19) [12]

#### 3.10 Impact of Covid 19

At the beginning of the Coronavirus pandemic there was considerable public and professional concern about the impact the pandemic would have on people's mental health and overall suicide rates. With anxieties about infection, enforced social isolation, disrupted care, and a possible recession, it isn't hard to understand why.

<sup>&</sup>lt;sup>4</sup> Public Health England, "Local Health," PHE, [Online]. Available: https://www.localhealth.org.uk

The Social Biobehavioural Research Group at University College London launched the COVID-19 Social Study in March 2020 with the aim of identifying the psychological and social effects of the pandemic on the UK population. It was a large mixed method panel study comprising online data collection from over 70,000 adults in the UK.

Their findings demonstrated that whilst on average self-harm thoughts and behaviours did not change significantly throughout the pandemic a year into the pandemic, nearly one quarter of adults reported experiencing thoughts of self-harm and nearly 8% had engaged in self-harming behaviours at least once during the pandemic. Those particularly at risk included young adults, women, those with lower Socio-Economic Status, unemployed individuals, and people with disabilities, chronic physical illnesses, and a mental health condition.

However, this data is not prevalence data and findings from the Office for National Statistics which tracks death registration figures has demonstrated that there is no evidence that the number of suicides across England and Wales increased during the coronavirus (COVID-19) pandemic. There were 3,828 suicides between April and December 2020, this was 9% less than the corresponding 2019 period, and 4.7% less than the five-year average of 4,016 suicides. The lower suicide rate was primarily driven by a decrease in male suicides which were significantly lower during this period (14.8 deaths per 100,000 males) compared with the same periods between 2018 and 2019. Female rates during the same 2020 period (5.0 deaths per 100,000 females) showed no statistically significant changes.

#### 3.11 Economic recession and suicide

It has long been known that economic conditions can influence suicide rates. The depression of the late 1920s to early 1930s was associated with marked rises in suicide. During the 2008 and 2010 world recession, research by Barr et al (2012) found 846 (95% confidence interval 818 to 877) more suicides among men than would have been expected based on historical trends, and 155 (121 to 189) more suicides among women living in England. They estimated that each 10% increase in the number of unemployed men was significantly associated with a 1.4% (0.5% to 2.3%) increase in male suicides.

Since 2021 the UK population has experienced a fall in disposable income. Fuelled by high energy and food prices, inflation rose to a 40 year high in October 2022. This has left many to raise concerns about the impact this could have on people's mental health and wellbeing. It is too early to identify any increases in suicide rates due to current economic concern.

When writing this action plan, we have been mindful to take into consideration the possible long-term impact of Covid-19 and the burgeoning increase in the cost of living that is affecting many households which could have a detrimental effect on people's wellbeing.

# Chapter 4: North Somerset Suicide Prevention Action Plan 2022/23-2024/25

Area of focus	What we will do	By when	Delivery Lead
	(Action)	(Timeline)	
Reduce the risk of suici	de in key high-risk groups		
Men	Develop a multi-agency action plan to improve the	2023/24	NS Male Health Stakeholder group
	health and wellbeing of men living in North		
	Somerset		
	Deliver the BNSSG HOPE project in North Somerset	Ongoing	Second Step
	ensuring that organisations are aware and refer into		
	the service.		
	Evaluate the impact of the project and implement	2024/25	BNSSG Integrated Care Board
	recommendations for its future development.		
People with mental	Continue to develop and monitor the '10 Ways to	Ongoing	Avon and Wiltshire Mental Health Partnership
health problems	improve patient safety' recommendations from the		
	National Confidential Inquiry into Suicide and Safety		
	on Mental Health (NCISH, 2018)		
	Deliver a public mental health training programme	Ongoing	North Somerset Public Health Team
	targeted at professionals who support at risk		
	individuals.		
	Development of a how to talk about suicide leaflet	2023/24	North Somerset Public Health Team
Those in contact with	Ensure that all new starters in the Youth Offending	2023/24	Youth Offending Service
the Criminal Justice	Service attend ASIST training. With refresh training		
System	given every two years to existing staff.		
High risk occupations	To support the mental health and wellbeing of	Ongoing	Farming Community Network

Area of focus	What we will do	By when	Delivery Lead
	(Action)	(Timeline)	
	Farmers in North Somerset		
	Through North Somerset's Healthy Workplace	2023/24	North Somerset Public Health Team
	Accreditation scheme encourage signing up to the		
	Mental Health at Work Commitment pledge.		
	Roll out the Zero Suicide Alliance training module to	2023/24	NS Male Health Stakeholder group
	North Somerset taxi companies.		
Those who self-harm	Support the delivery of the Self-Injury A&E Follow-	Ongoing	Integrated Care Board
	Up Service for those who self-harm.		
	Evaluate the impact of the service and implement		
	recommendations for its future development.		
	Review hospital admissions for self-harm and	2023/24	Integrated Care Board
	identify opportunities for additional support.		
	Review the Self-harm: assessment, management	2023/24	Integrated Care Board
	and preventing recurrence <u>NICE guidance</u> and		
	ensure compliance locally across local providers		
	Review the Self-harm: assessment, management	2023/24	AWP
	and preventing recurrence <u>NICE guidance</u> and		
	ensure compliance locally within Avon and Wilshire Mental Health Trust.		
	Review options around automating the self-harm	2023/24	Integrated Care Board
	register and agree outcomes and governance for the	24/25	
	new system.	implement	
Gypsy Roma Traveller	Link with NSC Corporate Gypsy and Traveller	2023/24	North Somerset Gypsy and Traveller Group
(GRT) Community	Working Group to highlight the higher suicide risk		
	amongst this population and identify further areas		
	of work.		

Area of focus	What we will do	By when	Delivery Lead
	(Action)	(Timeline)	
	Through the real time surveillance system monitor	Ongoing	North Somerset Public Health Team
	the number of suspected suicides from the GRT		
	community.		
Raising awareness	Run up to three mental health awareness raising	Ongoing	North Somerset Public Health Team
	campaigns across the year.		
	Deliver talks and raise awareness to interested	Ongoing	Samaritans
	parties on the issue of suicide and the work of the		
	Samaritans.		
Tailoring approaches to	improve mental health in specific groups		
Children and young	Development of guidance on how to respond	2024/25	North Somerset Public Health Team
people	to a suspected suicide in schools.		
	Provide support for improving mental health among	2023/24	North Somerset Council
	children and young people in schools and support		
	the delivery of mental health support teams		
	Pilot work with secondary schools that promote	2023/24	North Somerset Council
	resilience amongst its pupils		
	Develop a mental health training programme for	2023/24	North Somerset Council
	professionals working within the children and young		
	people field.		
	Deliver a suicide prevention training programme to	Ongoing	Weston College
	staff working in Weston College.		
Those who are	Support delivery and implementation of the North	Ongoing	North Somerset Public Health Team
economically	Somerset Cost of Living Working Group Action Plan,		
vulnerable	ensuring that the health and wellbeing impacts of		
	the rising cost of living are addressed through		
	partnership action.		

Area of focus	What we will do	By when	Delivery Lead
	(Action)	(Timeline)	
Reduce access to the m	eans of suicide		
Railways	Quarterly reporting of suspected suicides and	Ongoing	British Transport Police
	incidents on the railway Network. Work with		
	partners to identify preventative actions.		
	Work with local railway stations to raise awareness	Ongoing	Samaritans
	around suicide prevention.		
Highways	Quarterly reporting of suspected suicides on the	Ongoing	National Highways
	Highway Network. Work with partners to identify		
	preventative actions.		
Prescribing	Monitor the prescribing of those drug classes and	Ongoing	Integrated Care Board
	medicines highlighted in the National Strategy.		
	Promote knowledge and understanding amongst	Ongoing	Integrated Care Board
	prescribers within BNSSG of the risks associated with		
	those drug classes and medicines highlighted in the		
	National Strategy.		
Provide information an	d support to those bereaved or affected by suicide		
Support	Continue to deliver the BNSSG Bereavement	Ongoing	Second Step
	Support Service, Beside, which offers tailored		
	emotional and practical support to people who have		
	been bereaved by suicide.		
	Evaluate the impact of the BNSSG Bereavement		ICB
	Support Service.		
	Continue to deliver local support groups for people	Ongoing	Pete's Dragons
	bereaved by suicide.		Survivors of bereavement by suicide
	Continue to run the AWP Family Liaison Service	Ongoing	Avon and Wiltshire Mental Health Partnership
	Embed the bereaved by suicide local support	2023/24	Pete's Dragons
	groups, raising awareness of the service amongst		Survivors of bereavement by suicide

Area of focus	What we will do	By when	Delivery Lead
	(Action)	(Timeline)	
	partners and the general population.		
Resources	Promote the Help is at Hand resource (Public Health	Ongoing	North Somerset Public Health Team and partners
	England 2015a), ensuring the z-cards and if possible,		
	the full resource is being given out by first		
	responders and bereaved by suicide projects.		
Support the media in de	livering sensitive approaches to suicide and suicidal be	haviour	·
Media reporting	When issues of local reporting on suicide are highlighted, the Samaritans will issue the Guidance for media reporting of suicide.	Ongoing	Samaritans
Supporting research, da	ta collection and monitoring	1	
Governance	Embed the new Real time Suicide surveillance system and amalgamate with the substance misuse module, and into local reporting processes, aiming to bring partners into the system.	22024/25	North Somerset Public Health Team
Analysis	Monitor the data from Avon Real Time Suicide Surveillance System for any new or emerging trends and/or risk factors.	Ongoing	North Somerset Public Health Team