

## **RESPONSE TO HMICFRS INSPECTION**

In response to the specific findings relating to Policing and Mental Health 'Picking up the pieces' published on 27 November 2018 by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

### **Response from Dr Alan Billings, PCC**

The HMICFRS report highlights how the police are increasingly being used as a default service for people suffering from mental health problems and that there needs to be a radical rethink and a longer-term solution to what has become a national crisis.

HMICFRS looked at how well forces identify people with mental health problems when they first contact the police and identifies the number of cases involving people with mental health problems.

Police having to deal with people who have mental health issues is a growing area of concern. The police have to assist some very vulnerable people yet they are not medically trained.

I am pleased the report commends South Yorkshire Police call handlers for the way they deal with people who have mental health issues. In turn HMICFRS has been helping police officers to understand better how they can assist these vulnerable people. I very much support the Force speaking directly to those with mental health issues to better understand how they might respond even more effectively.

Collaboration and the sharing of information between the different agencies in South Yorkshire is also happening and making a big difference in the ability of partners to help those with mental health problems.

Set out below are the recommendations from the report and the Force's response to those recommendations.

Mental health will be featuring in the renewal of my Police and Crime Plan 2019/20 and I shall, therefore, be paying particular attention to the progress made against the recommendations in the coming year.

### **Recommendation 1**

**The NPCC lead and College of Policing should agree a new national definition of mental ill health for all forces to adopt, by January 2019.**

- SYP has received a draft of the proposed definition for a 'mental health incident' from the College of Policing, which is currently out for feedback with a deadline of 10<sup>th</sup>

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January 2019. It will be finalised and published shortly afterwards. SYP policy and procedural instructions will be updated accordingly, and the new definition disseminated to staff and officers across the organisation.

- SYP have previously delivered training to frontline staff, providing the definition of mental health from the World Health Organisation. Training packages will be updated once the new definition has been confirmed by the College of Policing.
- SYP have a definition for vulnerability, and have adopted the vulnerability Assessment Framework (VAF). The VAF is a simple tool to prompt early identification of vulnerability in all circumstances where the police have contact with victims, suspects and witnesses. It enables officers to build a more detailed record of the circumstances and information that led them to identify someone as vulnerable and in need of assistance, arrest and/or referral.

## **Recommendation 2**

**All forces should carry out a ‘snapshot’ exercise to assess their mental health-related demand, by December 2019.**

This exercise will take place during 2019 following publication of a national definition of mental ill health.

- Following implementation of CONNECT and Smart Contact across SYP, the strategic mental health lead and coordinators are working with the relevant departments across SYP to gain a more accurate picture of mental health related demand. These teams include Business Intelligence, Performance & Governance and Business Change. In addition, work is ongoing in relation to the development of the Mental Health Dashboard that is accessible via the Mental Health Portal. Currently the dashboard holds data sets in relation to crisis demand - section 136 detentions across South Yorkshire for the period Jan 2016 – Nov 2018. Development of the dashboard will include a breakdown on a monthly basis, District, and Total data regarding; 1) Incoming demand (via our call centre, Atlas Court); 2) Custody demand; 3) S136 demands; 4) Liaison and Diversion demands; 5) Victim/suspect crime demand which are mental health related.
- Implementation of the new IT systems across SYP alongside the agreed definition of mental ill health will support the work of mental health leads and departments responsible for data collation/performance reporting to carry out a ‘snapshot’ exercise to assess mental health-related demand across the force in line with this recommendation. There are currently five open and closure codes in Smart Contact that relate specifically to mental health related incidents, and again these will support the ‘Snapshot’ exercise in relation to demand.

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### **Recommendation 3**

**All forces should evaluate their mental health triage service, by August 2019.**

- The Triage provision across South Yorkshire is the Mental Health Telephone Triage Pathways. The pathways were implemented in June 2017 in each of the four geographical areas in South Yorkshire – Rotherham, Sheffield, Barnsley and Doncaster. The pathways facilitate officers having 24/7, 365-telephone access to information and specialist advice from a mental health professional in relation to individuals experiencing a mental health crisis to enable informed decisions to be made. In support of this process and to facilitate effective information sharing a supporting checklist was developed which has been updated in line with the guidance from College of Policing in relation to the changes introduced by the Police and Crime Act 2017.
- In addition, Sheffield operates a mobile street triage provision between Mon –Thurs 4pm – midnight, and Fri, Sat and Sun 4pm – 2am. This provision is in addition to the current local Telephone Triage Pathways and involves the use of a police vehicle, occupied by a police officer and mental health professional.
- Expansion of the current crisis pathways provision is underway at Sheffield and Doncaster. Sheffield is opening a Psychiatric Decision Unit (date pending) and Doncaster will be opening up a triage centre/Place of Safety where access will be controlled via contact with the Single Point of Access Team (same number as the telephone triage pathways). This new function is being added to an existing mental health facility at 1 Imperial Crescent, Townmoor, Doncaster and will be open in Spring 2019. The developments should have a positive impact on reducing the time officers spend with people in mental health crisis, as the facility will have staff who are able to stay with the person in crisis.
- The Crisis Pathways Sub Group is developing a South Yorkshire wide 136 Policy and Standard Operating Procedures for Places of Safety that sets out key principles in relation to a consistent pathway of care across South Yorkshire. The document includes the local Telephone Triage Pathways and details the 136 process from the point of detention by police; conveyance; the interface with emergency departments and standard operating procedures at places of safety including the process for escalating 136 beds closure within South Yorkshire and a cross boundary agreement including arrangements for assessment and follow up care.

### **Recommendation 4**

**All forces should review their mental health training programmes, by August 2019.**

- SYP has developed a mental health-training programme in line with the College of Policing APP and minimum standards of training for Mental Health and Learning Disabilities. The training incorporates the lessons learned from the death of James Herbert (IPCC report Six Missed Chances). The training was developed by the multi-agency Training Sub Group, which included representatives from the Police, Health, Local Authority and service user representation. The training was delivered on Street Skills, together with partners from Mental Health Services to front line officers (PCs – Insp) between March 2018 – July 2018. In total, 1138 officers were trained and 149 representatives from partner agencies. Evaluation and feedback was completed in August 2018 by SYP’s Training Department, and findings disseminated at the Training Sub Group.
- Work is currently ongoing to deliver bespoke training to specialist teams/departments as detailed below:
  - Operational Support Services** – training commenced 20.12.2018 and runs to March 2019.
  - PCSO’s** – to date 98 officers have received training which runs until March 2019.
  - Investigating Officer’s** – to date 72 investigators have received training which runs until March 2019.
  - Enquiry Clerks** -to date 3 clerks have received training which runs until March 2019.
  - Atlas Court** – Training Commences January 2019 and runs until March 2019. Two volunteers with ‘lived experience’ are supporting delivery of training to staff at Atlas Court.

SYP Mental Health Coordinators have worked alongside Atlas staff (Call handlers and despatches) during November 2018, following the introduction of Smart Contact. This process was two-fold, firstly to facilitate upskilling of Atlas staff in relation to operational mental health, as well as raising awareness of the mental health portal and toolkit. Secondly, for mental health coordinators to gain an insight into working practices at Atlas and identify through observation and consultation, key training needs which have been fed into the development of the programme at the Training Sub Group.
- All of SYP Custody Staff have been trained in key Mental Health legislation, risks and local information. The force strategic mental health lead has been instrumental in the development and delivery of this training.
- Initial Police Learning and Development Programme (IPLDP) courses include training on how to refer, identify mental health, Mental Capacity Act, deprivation of liberty safeguards and the Care Act. As part of this input, students have to take part in a scenario to see how the student officer deals with the situation. Training has been delivered in order to allow officers to assess, fact-finding and measure vulnerability.
- Initial Crime Investigators Development Programme (ICIDP) have received the above input, but more emphasis is placed on evidence gathering.
- N8 Police Innovation Forum took place 7/8<sup>th</sup> November 2018 in Lancaster. SYP supported this national forum and assisted with the design of the event and content.

Supt Thorpe led on two workshops with NPCC MH Coordinator on forces innovative ways of managing MH demands.

- SYP hosted the National ABD Conference held on 5<sup>th</sup> December 2018 in Sheffield, with National Police Chief Council (NPCC) Mental Health Lead Chief Constable Mark Collins and the College of Policing Mental Health coordinator, Michael Brown.

The purpose of the event was to highlight the challenges faced by police forces across the UK whose officers correctly identified Acute Behaviour Disorder (ABD) but who were then unsupported by health colleagues, due to lack of knowledge or training.

The conference achieved;

- Acknowledgment from all organisations that ABD exists and that police/NHS should work closer together;
- ABD will now be included within the Royal College of Emergency Medicines national curriculum;
- ABD is now on the National Health Agenda, which means additional research will take place with a view to ascertaining better ways of managing ABD;
- NPCC/College of Policing/SYP will publish a National Position Statement on ABD, applicable to NHS/Police Forces across the UK, with a direction for local partnerships to be formed to implement ABD management, awareness, training etc.;
- Yorkshire Ambulance Service will be introducing an ABD response for the whole of its region, to better support Yorkshire Police Forces;
- SYP will continue to support the NPCC Lead throughout 2019 regarding this subject and during the National Police Mental Health Forum taking place in March where SYP will be speaking about our experiences of ABD and partnership working
- On the run up to the ABD Conference, the National Association of Ambulance Chief Executives published ABD guidance to all Ambulance Services across the UK.

Although there is still work to be done, thanks to SYP raising this issue within a national context and achieving the assistance/support of the College of Policing/NPCC Lead, the awareness of ABD across the public sector will continue to progress, so when police officers and health professionals require assistance and support from each other, in cases of ABD, the response will be an appropriate collaborative one.

## **Recommendation 5**

**The Crisis Care Concordat steering group should carry out a fundamental review and make proposals for change, by September 2019.**

- Crisis Care Concordat meetings are ad-hoc across South Yorkshire and the governance arrangements in place specific to mental health, are the Strategic Mental

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Health Partnership Board (SMHPB) and respective sub-groups and Integrated Care System (ICS). CCG's/Providers/Social Care/service users/Police are represented on the SMHPB. Each of the four authorities has a Crisis Care Concordat action plan and meetings are attended by the District Mental Health SPOCs.

### **Summary of Main Findings and some Detailed Findings**

- **Police forces have an inadequate picture of the extent and nature of the demand they face from people with mental health problems**

Within SYP, the Force Strategic Lead has established the SYP/NHS Hospital Strategic Demand Reduction Group as internal data demonstrates that Emergency Departments remain the biggest demand generator for police resources across SYP. The purpose of the group is to examine and understand the hospital demands that effect both the police and NHS, and to jointly explore opportunities to better manage that demand, by problem solving, reviewing practices, understanding and agreeing collaborative work plans. Each area has in place a dedicated police and NHS mental health single point of contact (SPOC) (these are in addition to the dedicated district mental health SPOC's). Each area has in place a demand reduction action plan, which the local police SPOC is responsible for maintaining and uses to update the strategic group.

SYP are currently developing a strategic mental health Dashboard in conjunction with Business Intelligence, Performance and Governance and Business Change. The current mental health Dashboard holds comparative data in relation to 136 detections across SYP between 2016-present date. The crisis pathway sub-group holds comprehensive data sets in relation to section 136 and section 135 detentions across South Yorkshire. Doncaster are currently running a pilot and have appointed a High Intensity User Officer, who works alongside a mental health professional. Their primary responsibility is to reduce repeat 136 demand across Doncaster.

- **Inspection found strong leadership and governance on mental health across most forces**

SYP has Senior Command Team lead Assistance Chief Constable Forber, strategic lead Supt Thorpe, and two part-time Mental Health Coordinators. Additionally, each of the four districts has a strategic and operational mental health SPOC.

- **Blue light well-being framework available for staff welfare**

SYP has Blue Light Champions across departments/areas across the organisation. Information is available on the force Intranet, as well as support available from Trauma Risk Management (TRIM) and Occupational Health Unit. Chief Inspector Jayne Forrest is the lead for SYP.

- **Strong and well-established partnerships across the County**

The Mental Health Strategic Partnership Board and respective Sub Groups (Crisis Pathways/Restraint/Training & Policy) is the interagency mechanism in South Yorkshire to facilitate effective governance and leadership at a strategic and local level. The board provides a framework for accountability and transparency in the joint commissioning, implementation and delivery of services to people who are vulnerable through mental ill health. The force strategic lead is currently in discussion with the joint chair of the Integrated Care System (ICS) in relation to integration of the priorities of the board into the ICS framework. In the interim, the SMHPB will be held twice yearly to ensure the priorities of the strategic board can be achieved through the ICS framework.

Supt Thorpe is currently in talks with the ICS Framework to hold a MH Crisis focused summit in February 2019 with all MH Trust, Yorkshire Ambulance Trust and Clinical Commissioning Group (CCG) Senior Leads to explore a more collaborative approach to manage Mental Health Crisis related demands across the Force area.

- **Police generally are good at recognising when people are in crisis. Use of THRIVE/NDM by call-handlers to assess risk**

*SYP call-handlers utilise VAF/Thrive/NDM. The inspection report specifically mentions 'SYP and good practice by Atlas Court supervision. South Yorkshire Police call centre supervisors carry out regular performance meetings with their police officers and staff. Supervisors listen to a selection of calls that call handlers have answered. They listen alongside the call handlers to check that their tone, response and advice are consistent. This helps to identify anyone who needs extra training, which will in turn improve performance.'*

- **Most investigations where the victim has mental health problems were carried out well**

A meeting is taking place in early January with Performance and Governance and Business Change to discuss how various Mental Health demands will be tracked and monitored. This aspect will be included.

- **Forces are investing in training to support officers and staff identify and respond to people with mental health issues**

SYP has heavily invested in multi-agency training for officers and staff across the organisation, with partners from Mental Health Services assisting to deliver.

- **Missed opportunity to seek the views of people who have mental health problems, to improve quality of training and shape future services**

SYP has developed/delivered a mental health-training programme in line with the College of Policing APP and minimum standards of training for Mental Health and Learning Disabilities. The training was developed by the multi-agency Training Sub Group, which included representatives from the Police, Health, Local Authority and service user representation. The mental health strategic lead acknowledged the hard work and achievements of the sub group members by awarding each with a Superintendents Good Work Minute. Their achievement was subsequently publicised on the force intranet site “Celebrating Our People”.

In addition, two volunteers with “lived experience” are assisting the Training Sub Group with delivery of training to Atlas Court staff in the New Year.

- **Eight forces described the work they and partners had done to identify suicide hotspots and develop suicide prevention work**

Within SYP, each Local Authority area has in place a local suicide prevention action plan, and district mental health SPOC’s attend meetings. In addition, the Force Strategic Lead and Mental Health Coordinator attend the SY and Bassetlaw ICS Suicide Prevention Steering Group. Work is currently ongoing via a Real Time Surveillance task and finish Group, to develop support for communities who have been affected by suicide. This will involve the police supplying data to the Local Authority.

#### Overall Mental Health Demand

For the police forces in England and Wales, 2.8% of recorded incidents were flagged to identify mental health concerns. The report demonstrates that the proportion of recorded incidents flagged or marked to identify mental health concerns in the 12 months to 30.6.2017 is extremely low.

In previous Mental Health demand mapping exercises in South Yorkshire Police that figure is less than 2%, however now with the introduction of Smartcontact, which will be supported by Atlas Staff training on Mental Health in early 2019, which will include new Mental Health qualifiers, our ability to understand our mental health demands are expected to dramatically improve.