



Item 5

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Deputy Mayor
for Policing and Crime

Report to: Police and Crime Panel

Date: December 2022

Subject: Police and Crime Plan – Focus Mental Health

Report of: Tracy Brabin, Mayor of West Yorkshire

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1. PURPOSE OF THE REPORT

- 1.1. This report will outline the Mayor’s strategic objectives and delivery plans relating to Mental Ill-Health and Neurodiversity, with reference to the Police and Crime Plan 2021-24.
- 1.2. This report will highlight significant risks to mental health service providers, including our Third Sector partners, in the current economic conditions, likely to be with us for the next three years.
- 1.3. This report will discuss Mental Health and Neurodiversity against the context of sustained and significant pressure on the ambulance service, health services and social care more generally and potential further pressures on policing resources through reducing budgets and increasing demands.
- 1.4. The Mayor recognises that adverse experiences and trauma, especially in childhood can lead to lower outcomes in education, income and employment, difficulties in maintaining healthy relationships, drug and alcohol addiction and often associated criminality. This exacts a high cost to individuals and families but also impacts society in terms of the economic health of the region.

2. BACKGROUND/CONTEXT

- 2.1. Public consultation during the design of the Police and Crime Plan 2021-24 led to the production of the 'Voice of West Yorkshire'. This included conversations, either in person or through online format with 2361 individuals and 40 partner organisations. Roughly half of respondents felt that addressing vulnerability and mental health issues in society should be a key area of focus of the Plan.
- 2.2. A joint thematic inspection of the criminal justice journey for individuals with mental health needs and disorders was undertaken by Criminal Justice partners nationally was published in 2021. The inspection established some baseline measures that apply equally to WYP.

Mental Health baseline figure (National):

- 29% of those in police custody (those subject to a PACE investigation) are identified as having a current mental illness.
- 71% of those referred to a Liaison and Diversion service are identified as having a current mental illness.

The West Yorkshire Context:

- West Yorkshire Police deal with approximately 2000 calls for service a month that have a Mental Health Element.
 - However, using the HMICFRS agreed definition of a Mental Health related incident, demand is thought to be as much as 116,000 (2021-22) incidents where mental ill-health is a factor. This definition includes any call for service related to mental health whether in-coded as such or not.
 - West Yorkshire Police MoRiLE scoring places Mental Health at 17th in terms of risk assessment to the Force, but in the current Force Management Statement (FMS4) this was an area that was RAG rated Red throughout in terms of demand and performance.
- 2.3 Addressing Mental Health demand with partners continues to be a key strategic priority for West Yorkshire Police. The force is working in effective partnership with the Yorkshire NHS Trusts and Regional Ambulance service with respect to calls for service, that may have a Mental Health element.
 - 2.4 The Mayor, through her scrutiny duties, is especially conscious of forthcoming changes to the Mental Health Act and the shift in responsibilities it will create. Under section 136 MHA, Police Station custody suites will no longer be 'Places of Safety'. This will change the landscape of Mental Health

detentions, placing ownership of this issue squarely on the Health and Social Care partners. Previously, police stations were a 'Place of Safety'. If a person found in public required detention under the act for the purposes of a Mental Health assessment, they could be detained until the assessment was carried out or for up to 36 hours. Later iterations of the Act have discouraged police detentions. West Yorkshire Police and partners have already worked together to minimise police custody detentions in these circumstances and the Mayor will continue to support and scrutinise West Yorkshire Police's policies and delivery in relation to the Act.

- 2.5. The West Yorkshire Criminal Justice and Mental Health Forum, chaired by officers from the Mayor's Police and Crime Team under the Mayor's convening powers, worked with policing and partners, in particular Health and Social Care to manage this change of responsibilities, build and maintain lines of communication at strategic level and seek to reduce demands of mental ill-health on policing. The fact remains that almost 1 in 10 calls to West Yorkshire Police in FY2021/22 were in relation to mental ill-health.
- 2.6. The Mayor will continue to work in partnership to take a person-centred approach to supporting people struggling with mental ill-health, utilising the legislative framework to ensure the most appropriate agency responds to the patient in line with agreed protocols. The Mayor will support and advocate for the police in this regard to ensure that all agencies are living up to their responsibilities, in what will be challenging circumstances economically, over the next few years.
- 2.7. The Mayor passports the Community Safety Fund through to the five District Community Safety Partnerships with a combined total of £5 million for the 2022-23 financial year. Delivery of this Fund focuses on working in partnership, including with the Third Sector, to reduce crime and disorder according to local community safety needs. This includes supporting the delivery of drug and alcohol treatment for those that exhibit offending behaviour. A distinct focus of offender-based drug and alcohol treatment relates to dual diagnosis, where a service user has a mental illness and problematic drug or alcohol usage.
- 2.8. The Mayor has a statutory responsibility to provide victims and witnesses services. Victim Support is the West Yorkshire's victim and witness support service for criminal matters and Restorative Solutions are commissioned to deliver the Restorative Justice service.

3. STRATEGIC PRIORITY

- 3.1. Mental Health, neurodiversity and wellbeing are a key element of the Police and Crime Plan 2021-24. In order to reduce crime and harm it causes, the Mayor believes that in West Yorkshire, we must take a public health approach towards the wider determinants of crime, working collectively reduce the numbers of victims who go onto be perpetrators.
- 3.2. The Mayor's Police and Crime Plan aims to support those vulnerable to criminal behaviour to reduce re-offending, embed a trauma-informed approach for those in contact with services, prevent exploitation, and ensure services are accessible to communities. The Mayor seeks where possible to fund community providers of mental health support services, on a by and for basis, where services are designed and led by those that share the same protected characteristic(s) as the victims they aim to serve, drawing on those with lived experience.
- 3.3. All four priorities with the Police and Crime Plan 2021-24 express a distinct Mental Health implication, either through experiencing or witnessing crime, living in communities affected by crime, or being involved in offending as a result an individual's experiences or choices.

Priority 1: Supporting Victims and Witnesses

Priority 2: Keeping People Safe and Building Resilience

Priority 3: Safer Places and Thriving Communities

Priority 4: Responding to Multiple and Complex needs

4. PROGRESS

- 4.1. The Mayor utilises HMICFRS inspection reports, alongside her own governance and accountability structures to scrutinise West Yorkshire Police on their policies and performance in relation to Mental Health. Mental Health is dealt with in the latest HMIC Peel report (2021) under the "Responding to the public" section. This section of the report assesses West Yorkshire Police performance in the Call Handling and Demand Management arenas as GOOD, two critical elements in ensuring WYP get the response to those requiring mental health support right first time.
- 4.2. **HMICFRS acknowledged innovative Practice:**
 - Each Command-and-Control Hubs (District Control Rooms/DCRs) sites in each of the five WYP districts have a Mental Health Professional (MHP) who

triages calls for service with DCR supervisors. The MHP is in contact with Emergency Duty Teams (EDT), Local Authority Social Care services, Health care professionals and carers/guardians in real time to ensure that the most appropriate and often 'blended' response is made to support the individual.

- As this approach offers the most appropriate care to the service user, it all but eliminates unnecessary detentions under section 136 of the Mental Health Act and allows police resources to be used for other priorities.

4.3. There are five Triage Centres (one for each district) in West Yorkshire. The Becklin Centre, Leeds. Airedale Centre for MH, Bradford, The Dales Unit, Calderdale, Lynfield Mount, Bradford and Fieldhead Hospital, Wakefield.

4.4. **Suicide Prevention:**

- Yorkshire and the Humber have one of the highest suicide rates in the country. As such significant partnership work is ongoing in this area. Evidence suggests that people impacted by the suicide of family or friends are more likely to try and take their own life. One partnership focus has been on this cohort to try and prevent future deaths.
- A new Suicide Prevention coordinator with West Yorkshire Police has now been appointed, fully funded by the West Yorkshire Health Integrated Care Board, for an initial period of two years. The coordinator's role is to gather all suicide-related data both internally and from other partners, to establish an up-to-date picture of suicide within West Yorkshire and develop policies and initiatives to improve the current picture.
- The coordinator also makes initial contact with bereaved families to gain consent for onward referral to support services. The information is shared with partners to inform preventative activity within communities.

4.5. **Children and Young People:**

- There are around 70 children per month coming into contact with WYP due to their mental health. Of these, 16 children detained under Section 136 of the Mental Health Act in the last 12 months.
- A far greater number of children in West Yorkshire will have been present during adverse experiences such as domestic abuse or other violence. The Mayor is working with partners to reduce the numbers of children and young people who are exposed to harm and adverse experiences, such as advocating for initiatives such as Operation Encompass (notification to schools of incidents of domestic violence where children have been present) principles to be employed across West Yorkshire Police and the educational establishment.

- Partners report significant delays in accessing CAHMS services. This is born out in the percentage of longer waiting times for children detained under s.136 being higher. Whilst the numbers involved are in single figures, it still represents cases where the needs of an individual child could be met in a timelier way.
- The concern for policing around long delays for CAHM's assessment and treatment is how these individuals will present in years to come if their needs are not met now. They will potentially produce increased demand for all agencies without timely intervention.
- The real time surveillance data is also showing a slight shift in demographic from predominantly middle-aged men to younger men and women taking their own lives. Although not yet statistically significant, it is an area the partnership is keeping a close eye on.

4.6. **Early intervention and Prevention Strategies**

- Mental Ill-Health and neurodiversity cuts across nearly all areas of work in the criminal justice sectors, for Victims of crime, Witnesses and Offenders.
- The Mayors Safer Communities Fund currently funds 69 projects totaling £377,502.59 delivering on the area of focus Mental Health over the last two currently running grant rounds.

Example: Healthy Minds: This is the working name of Calderdale Wellbeing, a mental health charity offering services across Calderdale to anyone who identifies as having mental health needs. Their project, Time Out, has been approached by venues to deliver a rolling series of workshops that enable young people to use current technology to create digital art to support their recovery.

Example: Missing Peace Wellbeing & Support: Their aim is to make Keighley a 'suicide safer' community, by bringing people together and sharing experiences. Their project, *The Power of Peer Support* will offer 2, two-hour weekly peer support groups, both face to face and virtually, also offering 20 one to one peer support sessions a week. Sessions will be run by qualified Intentional Peer Support staff who have their own lived experience of mental health. The aim of the project is to use peer support as both an early intervention and prevention tool, supporting individuals whilst waiting to access therapies through the Primary Care Network.

- The Mayor currently commissions 52 Independent Sexual Violence Advocates (ISVA) and Independent Domestic Violence Advocates. These are trained individuals that support victims through their whole journey, from initial investigation through the court process and trial.
- The Local Authority Community Safety Partnerships (CSP's) also

commission services using the funds from the Mayor’s Community Safety Fund. An example is Aspire North, (Community Links), a charitable organisation that is part funded through CSP’s across the county and delivers a raft of measures aimed at providing people with ongoing support over an extended period, reducing the needs for ongoing formal support and recourse to medical intervention.

- The Mayor has applied for £125,000 of funding over three years from the Ministry of Justice to co-ordinate a whole person approach intervention offer for women entering, exiting or at risk of contact with the criminal justice system. The coordinator role will marry up the current offer available across the wider partnership and work towards ensuring the offer supports women in need of support, in particular, financial and mental health support.

5. GOVERNANCE

- 5.1. The Mayor’s Community Outcomes Meetings, a public live-streamed accountability meeting chaired by the Mayor and attended by the Chief Constable, receives regular reports on the Mental health workstream.
- 5.2 The refresh of the West Yorkshire Criminal Justice and Mental Health Forum will become an integral part of the Adversity, Trauma and Resilience (ATR) framework that will meet bi-monthly going forward.
- 5.3 WYP Mental Health Improvement Meeting with District Chief Inspectors to drive improvement around Mental Health with Response/NPT staff, including problem solving with partners and working with custody staff.
- 5.4 WYP attendance at Crisis Pathway Meetings and other meetings with Health partners, as well as representing the region at the national meeting and having ongoing discussions with colleagues in British Transport Police who have a dedicated inspector to deal with Mental Health and suicide.

6. AIMS AND FUTURE DELIVERY

6.1 Impact of the Mental Health Act revision:

- The option to use police custody suites as places of safety, even in emergency or extreme circumstances, ends this year. In the absence of a reliable ambulance service for all but life-threatening incidents, wait times for police officers in non – clinical settings, such as police transport, puts both police officers and patients at risk. Wait times are mixed, depend on peak times of demand and will be monitored by the Mayor through the Criminal Justice and Mental Health Forum.

6.2. Removal of persons to a place of safety from police custody:

- Where a person under investigation for a criminal offence or awaiting court in police custody becomes a detainee under Section 136 of the MHA, it follows that the detained person must be removed from police custody to a place of safety. In these circumstances, the wait times for a setting available to triage the detained person are too long. This is not appropriate for the detained person and leaves untrained police personnel in an invidious position. There are potential legal and reputational implications for policing and partners in this scenario. This is an area of focus for West Yorkshire Police to improve arrangements with partners and will form part of the Mayor's scrutiny of WYP policy and procedure.

6.3. Trauma Informed:

- The Mayor's ambition is that WYP should be Trauma Informed by 2030. Being Trauma-Informed is a strengths-based approach, which seeks to understand and respond to the impact of trauma on people's lives. The approach emphasises physical, psychological, and emotional safety for everyone and aims to empower individuals to re-establish control of their lives.
- A great deal of work is already on going across the partnership. A training package developed jointly with Liaison and Diversion around Neurodiversity is being rolled out to frontline police responders and custody staff.
- All persons entering police custody have a health assessment as part of the custody process. Where mental ill-health is disclosed, there are referral pathways through Liaison and Diversion, funded through Health, that are available.

6.4. The West Yorkshire Violence Reduction Unit (VRU):

- This is one of 22 such units in England and Wales. It is funded by the Home Office, with oversight from the Mayor, and led by a Director, a Chief Superintendent, seconded from West Yorkshire Police. The unit was formulated to tackle youth knife crime up to the age of 25 years, using a public health approach to understanding how to upstream preventative work and engagement with young people to prevent offending.
- The progress of the unit has seen the development of a long-term strategy to tackle serious violence and is continuing its proactive work across the county. Interventions with young people include strands that support the mental health of those attending courses, helping them to manage emotions that might otherwise led to violence.

- Between April and September 2021, 2,827 young people were supported across 41 interventions funded by the West Yorkshire VRU and the figures continue to rise. In addition, it has also helped 1,706 people over the age of 25 across the same period.

6.5. Trauma, Adversity and Resilience:

- The Violence Reduction Unit (VRU) in partnership with the West Yorkshire Integrated Care Board (WYICB) launched the Adversity, Trauma and Resilience (ATR) Workstreams. The workstreams are designed to promote early intervention and understanding the effect of adverse experiences, particularly in childhood.
- Overview of the mental health partnership arrangements in place between West Yorkshire Police, statutory partners and the charity and voluntary sector, previously were managed within the West Yorkshire Criminal Justice and Mental Health forum, chaired by a Policy Advisor of the WYCA Police and Crime Team. Discussions are currently underway to establish whether this function would be best exercised within the ATR framework, probably as a distinct workstream.

6.6. Domestic Abuse Perpetrator Programmes.

- Domestic abuse (DA) is key cause of mental ill-health, anxiety and is an adverse childhood experience (ACE) to those who witness it as children or young people. We know that there is a link between ACEs and offending. Victims of violence may become perpetrators of violence. Young people with ACEs, may turn to other forms of crime or exhibit risky behaviours in attempting to manage their mental health.
- The mental health of both DA victim/survivors and perpetrators is supported through the Cautioning Adult Relationship Abuse (CARA) project, an adult perpetrator programme commissioned by the Mayor through Restorative Solutions. Perpetrators must be first time offenders of domestic abuse and admit the offence. An indicative study has been carried out internally.
- Out of 236 male and female individuals who have completed the CARA course over 12 months ago, the reoffending rates for this period are **6.8%**, against **42.2%** Domestic Abuse baseline reoffending rate. This means about 100 offenders on this sample did not offend when, statistically, they otherwise would have done.

6.7. Police officer and staff welfare:

- The wellbeing of police officers and police staff is a priority within WYP. The Trauma Risk Management Framework (TRIM) is a peer-delivered system that allows proactive management and risk assessment of staff involved in traumatic events. It was developed by two British Army officers and is

designed to reduce the longer-term impact of trauma that can result in ills such as Post Traumatic Stress Disorder (PTSD). A summary of actions and interventions available to police leaders to manage stress and trauma in the workplace is available.

- 6.8 Mental Health continues to be a priority for the Mayor as part of the Police and Crime plan. This paper indicates the work that is taking place to in this arena and how all the different partners and others are linked together through the Mayor's office to bring about change.

7. EQUALITY, DIVERSITY AND INCLUSION BENEFITS AND IMPLICATIONS

- 7.1 Equality, Diversity and Inclusion benefits and implications are at the heart of the work ongoing to ensure that those with mental ill-health and neurodiverse conditions are able to live, work and contribute in West Yorkshire.
- 7.2 The West Yorkshire Combined Authority Equality, Diversity and Inclusion Plan together with the West Yorkshire Police Diversity, Equality and Inclusion Strategy are available on the websites of both organisations.

8. IMPLICATIONS FOR YOUNG PEOPLE IN WEST YORKSHIRE

- 8.1 Pressure on NHS resources has meant that access to Child and Adult Mental Health (CAMHS) provision is at a premium. This impacts on young people who are already vulnerable, such as those Looked After, open to social care, and parents of those who require support. This can increase the number of missing episodes to which police are required to respond.
- 8.2 The current economic recession with the highest inflation for forty years, high fuel prices and negative growth is impacting children and families on low to average incomes. We can expect to see a growth in the number of children with conditions associated with poverty, insecure housing, drug and alcohol use and employment. The demand on community mental health services, local authority educational mental health provision and Third Sector mental health services for children, will outstrip their capacity, in the coming months and years.

9. FINANCIAL IMPLICATIONS

- 9.1 **The Impact of the Recession on Commissioned Services.**
- The rise in the cost of fuel, rent, and upward pressure on salaries applies to all the Third Sector providers of essential services and the statutory sectors.

- Third Sector salaries for qualified staff lag significantly behind their colleagues in the statutory governmental public service sectors. Their employment is also insecure, often on fixed terms contracts that run the length of their particular funding stream. The Mayor has received reports of paid workers in her commissioned services using food banks to support their families.
- Wage rises in the private and public sectors are creating an employment market that will result in skilled professionals moving into other areas of better paid work away from the Third Sector. Funding formulas continue to make recruiting and training new staff problematic. It is a reasonable assumption that the numbers of people willing or financially able to work on Third Sector terms and conditions and salaries will decline over the medium term.
- Many commissioned Third Sector organisations are reporting that it will be impossible for them to continue their vital services at contracted levels with current levels of funding. There is a real risk that services will be forced to significantly reduce their offer, or close.
- There is a real and present danger that we will lose capacity in the Third Sector in Mental Health arena and other vital provision, during a period when residents will likely need more.
- The Mayor is providing information and data regarding these emerging challenges to major central government funders, chiefly the Ministry of Justice and Home office.

10. LEGAL IMPLICATIONS

- 10.1 The Police Reform and Social Responsibility Act 2011 as modified by the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021 sets out the requirement to issue a Police and Crime Plan as soon as practicable after taking office and, in any case, before the end of the financial year (31 March) in which the Mayor is elected.
- 10.2. The Police and Crime Plan should determine, direct and communicate the Mayor's priorities for their local area during their period in office.

11. EXTERNAL CONSULTATION

- 11.1. The Police and Crime Plan was subject to extensive external consultation with residents and partners, where respondents told us that addressing poor mental health and child vulnerability would help to reduce crime.
- 11.2. More information on this can be found in the Voice of West Yorkshire

document published alongside the Police and Crime Plan.

12. RECOMMENDATIONS

12.1 That the Police and Crime Panel note this report.

BACKGROUND PAPERS AND APPENDICES

N/A

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