

SLOUGH BOROUGH COUNCIL

REPORT TO: Slough Wellbeing Board **DATE:** 21st January 2016
CONTACT OFFICER: Chief Inspector Gavin Wong
(For all Enquiries) (01753) 506277
WARD(S): All

PART I **FOR DECISION**

MENTAL HEALTH STREET TRIAGE PILOT FOR EAST BERKSHIRE

1. Purpose of Report

This report is offered by Thames Valley Police (TVP) for the introduction of a pilot mental health (MH) street triage service across Slough, Windsor, Ascot, Maidenhead and Bracknell. This proposal is made using an evidence base generated as a consequence of a current street triage pilot in Oxfordshire and the West of Berkshire.

2. Recommendation(s)/Proposed Action

2.1 The Board is requested to recommend full support for the introduction of a mental health street triage pilot scheme for East Berkshire to commence on 1 April 2016 in East Berkshire.

3. The Slough Joint Wellbeing Strategy (SJWS), the JSNA and the Council's Five Year Plan

3(a) Slough Joint Wellbeing Strategy (SJWS) priorities

The MH street triage service will have an impact on the delivery of the following SJWS priorities:

Health - Reducing inequalities and improving the health and wellbeing of our children and young people (and their families and carers) will help them live more positive, active and resilient lives.

It will also impact on the cross cutting theme of civic responsibility, by helping residents learn about the management of long term conditions and how to access more appropriate support.

3(b) JSNA

Mental health is a key element of healthy lifestyles as identified in the JSNA. There are approx. 13,000 people with common mental health disorders between the ages of 18 and 64 in Slough. There is also a correlation with drug and alcohol abuse which can often be the underlying cause of a person's behaviour resulting in detention under s136, as opposed to primarily a mental health issue. Slough has the highest level of problematic drug users among people aged 15 – 64 years in the South East.

During the period 1 April to 31 November 2015 there was also a 3% increase in the number of persons detained under s136 of the Mental Health Act in Slough, Windsor

and Maidenhead and Bracknell Forest. This rising trend contrasts with an overall 10.9% reduction in the use of s136 detention powers across the whole of the Thames Valley Police area.

3(c) Council's Five Year Plan Outcomes

The MH street triage service will have an impact on the following Five Year Plan outcomes:

- 5 - Children and young people will be healthy, resilient and have positive life chances
- 6 - More people take responsibility and manage their own health care and support needs

By providing more appropriate interventions, the service will allow individuals to better manage their conditions better. Early intervention for children and young people is essential for increasing the potential for successful treatment and supports recovery.

4. Other Implications

(a) Financial - There are no financial implications of the proposed action at this stage. However, the pilot will require funding by those partners who benefit from the scheme which will need to be negotiated. It is estimated that a pilot scheme across East Berkshire would avert approximately 72 s136 detentions each year. The cost of one s136 detention can be evaluated as follows:

- Approved Mental Health Professional (AMHP) £500 (Provided by Emergency Departments (EDS))
- 2 x Doctor £1,000 (including a s12 doctor provided by EDS)
- Police time £200
- Health based place of safety £200

This represents a potential opportunity cost of £1,500 per assessment for EDS alone. These savings are set against the backdrop of current AMHP provision across Berkshire. In Slough, decreasing provision (one AMHP is retiring and one new locum) appears to be having a detriment on the morale of AMHPs. The opportunity to reduce the demand on AMHPs is likely to have a significant impact not only in ensuring resources are being used more effectively, but also on experience of users and cost. This will be monitored during the pilot scheme.

(b) Risk Management - Not supporting the pilot could result in an increased use of s136 and poorer experience and poor outcomes for service users across East Berkshire. There will also be continued demands on the place of safety provisions at Prospect Park (which are already under significant demand), and the potentially for more patients in police custody. At the moment, there are no provisions should the pilot not be supported.

(c) Human Rights Act and Other Legal Implications – Under *Article 5: Right to Liberty* under the *Human Rights Act 1988* everyone has the right not to be arbitrarily deprived of their liberty. The opportunity to reduce the number of s136 will have a positive impact on reducing the need to formally detain people. Under the requirements of the *Mental Health Crisis Care Concordat*, which is a national agreement between services and agencies involved in the care and support of people in crisis, organisations are required to work together to ensure that people get the mental health help that they

need. Signatories to the Concordat include the Association of Directors of Adult Social Services, Association of Directors of Children's Services, Association of Police and Crime Commissioners, Department of Health, NHS England and Health Education England. The Concordat requires that each local area:

- Has a jointly agreed local declaration across key agencies
- Develops a shared action plan to review, monitor and track improvements
- Commitment to reducing the use of police stations as places of safety
- Puts in place and can evidence of sound local governance arrangements

(d) **Equalities Impact Assessment** -The proposed pilot should support the provision of equality by providing better support for those with disabilities and in particular mental health disabilities.

5. **Supporting Information**

5.1 The current provision within East Berkshire provides for patients in public suffering from mental health disorder and in need of immediate care or control, to be 'detained' by police under s136 Mental Health Act. At this point, the patient is taken to a Place of Safety (POS) and can be detained there for a period of 72 hours for an assessment to be conducted. The designated POS for Berkshire is Prospect Park Hospital or a police cell. It is recognised that a police cell is not an appropriate location for someone suffering from a mental health condition and should only be used as a last resort. If there is no available space at Prospect Park, then patients may be taken to custody. The provision of beds at Prospect Park is limited and the subsequent assessment of the patient required specialist resources i.e. AMHP and a Section 12 doctor.

5.2 Analysis of police custody data demonstrates that demand for s136 provisions at Prospect Park rose across Berkshire by 33% from 2013/14 to 2014/15 from 265 cases to 352, reflecting both an increase in s136 detentions and diverting from the use of custody. Of this demand, 153 cases came from the East of Berkshire. Maidenhead custody suite has the highest delay for people awaiting assessment in TVP at 7.45 hours from request to arrival of AMHP and s12 doctor. This is in contrast to 2.44 hours in Milton Keynes and 4.03 hours in Aylesbury and Wycombe. Prolonged detention periods may be attributable to increasing pressure on AMHP services.

5.3 Berkshire Health NHS Foundation Trust and Thames Valley Police (TVP) have established a Street Triage team to cover West Berkshire, which consists of a police officer and mental health practitioner to provide a rapid response capability between 1700hrs and 0100hrs, 5 days a week, to meet the needs of people who come to attention of Police rather than health services. A triage assessment is provided either by face to face or by telephone to attending Police Officers. Out of hours a dedicated advice line is available to Officers to enable informed decision making and to help to signpost an appropriate care pathway. The service focuses on improving access to support and avoiding unnecessary detentions under s136 of the Mental Health Act. It feeds back about each individual to GP practices (where consent is given) to provide a closed loop of care and support. Street Triage supports parity of esteem for mental health services by ensuring a responsive, high quality, service is provided to persons experiencing mental health crisis. This model demonstrates measurable success in terms of delivering better care and service for individuals facing a mental health crisis as well as time and cost savings across services.

5.4 This approach has also been adopted by Oxfordshire, Buckinghamshire, Milton Keynes, East Berkshire is the only area within TVP without a street triage team.

5.5 The West Berkshire and Oxfordshire experiences indicates the following deliverables across East Berkshire is the proposed pilot was adopted:

- Improved experience (and outcomes) for service users with appropriate access to support
- A reduction in the use of police custody for people in crisis
- A reduction in and more appropriate use of s136 detentions: approx. 102 averted s136 detentions per annum in West Berkshire and 124 in Oxfordshire.
- Estimated opportunity costs of approx. £144,000 per annum
- Relieve pressure on AMHP services and s12 Doctor demand
- A reduction in police time spent on mental health incidents (leading to a more appropriate use of police resources)
- Better access to records and information sharing and improved partnership working
- Early intervention with mental health services and social care
- Increased Police understanding/confidence in dealing with mental health issues
- Improved strategies for people frequently in crisis, decrease in people repeatedly detained

Proposed Action

5.6 If the West Berkshire and Oxfordshire approaches were adopted across East Berkshire, the proposed Street Triage service would allow 24 hour access to advice for Police from Mental Health Professionals (MHPs). A dedicated MHP (Band 7) or AMHP resource would operate 5 days a week between the hours of 17:00 and 01:00. The MHP/AMHP would be available to be deployed to incidents with a Police Officer and to provide telephone triage to clients or advice to Police Officers and the Control Room staff.

5.7 Outside the working hours of 1700 to 0100hrs there should be a single telephone point of contact at Berkshire Health available as an advice line for Police. This will enable Police to make informed decisions and signpost to the appropriate care pathway.

Business case

5.8 To enable the proposed model to operate across Slough, Windsor and Maidenhead and Bracknell Forest, the draft funding budget required per annum is £136,000 divided as follows:

- 1.72 FTE Band 7 MHP/AMHP - £134,0000 (based on West Berkshire pilot)
- Equipment/hardware – Laptop/iPad - £1,500

5.9 Thames Valley Police has committed £42,000 per annum to each project, which would be replicated in East Berkshire:

- Police Officer deployed during triage hours (32 hours per week) on plain time (£36,600)
- Use of a Standard Police Response Vehicle during triage hours (32 hours per week) - £3,000

- Provision of a Police Radio -£1,000
- Training x 6 MHP in Command and Control and Radio £1,500
- Police Overtime contingency - £1,500

5.10 The initiative in West Berkshire has been funded five ways as follows:

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| 1. Reading Borough Council [lead commissioner] | £40k |
| 2. West Berkshire Borough Council | £15k |
| 3. Wokingham Borough Council | £20k |
| 4. Berkshire West CCG | £35k |
| 5. NHS England | £40k |
| | Total £150k |

6. Comments of Other Committees

6.1 The concept of a pilot scheme has the full support of the Bracknell Forest Wellbeing Board. Windsor and Maidenhead Wellbeing Board have asked for further detail. The Mental Health Joint Commissioning Forum whose membership includes local heads of safeguarding are positive to the pilot but have not identified funding at this time.

7. Conclusion

- Street Triage is a service that supports the Mental Health Crisis Care Concordat statement that *'the police must be supported by health services which includes mental health services'*.
- It will enable Police Officers across East Berkshire to make appropriate decisions, ensure people receive support quickly (thereby leading to better outcomes), reduce unnecessary detentions under s136 of the Mental Health Act and reduce the use of police cells as a place of safety.
- The proposed pilot also fits with other strategic priorities around mortality and mental health: suicide accounts for a proportion of avoidable deaths for people with mental health issue and having an accessible crisis service is imperative to providing quick and timely interventions for those most at risk.
- Existing pilot schemes across TVP (and nationally) have evidenced the benefits of Street Triage, financially and most importantly of an improved service to people suffering from MH crisis.

8. Appendices

None

9. Background Papers

- '1' Oxfordshire Street Triage Mental Health Evaluation
- '2' West Berkshire Police Street Triage, BHFT Report Based on the First 16 Weeks Activity Reported by the Healthcare Worker