
Communities Scrutiny Panel

THURSDAY, 7TH NOVEMBER, 2013 at 18:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, LONDON N22 8LE.

MEMBERS: Councillors Adje, Basu, Bull, Reid and Winskill (Chair)

Co-Optees: Mr. F. Andrew (HAVCO) and Mr. P. Njoku (Haringey Youth Council)

AGENDA

1. APOLOGIES FOR ABSENCE

2. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business (late items will be considered under the agenda item where they appear. New items will be dealt with at item 14 below).

3. DECLARATIONS OF INTEREST

A Member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

(i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and

(ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Members' Register of Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interest are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct.

4. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

5. MINUTES (PAGES 1 - 8)

To approve the minutes of the meeting of 30 September 2013 (attached).

6. USE OF TASERS

To receive feedback from the Police on the use of tasers within the borough since the extension of their distribution to borough based Police officers.

7. HARINGEY SAFER COMMUNITIES PARTNERSHIP - PERFORMANCE STATISTICS AND PRIORITIES

To consider performance statistics and priorities for Haringey Safer Communities Partnership (report attached).

REPORT TO FOLLOW

8. MOPAC POLICE PLAN - IMPLEMENTING/MONITORING OF IMPACT

To report on progress with the local implementation of the MOPAC Police Plan for 2013-16 including plans for the setting up of the Safer Neighbourhood Board.

9. SCOPING REPORT - COMMUNITY SAFETY AND MENTAL HEALTH (PAGES 9 - 18)

To approve the scope and terms of reference for the Panel's work on community safety and mental health (report attached).

10. WORK PLAN (PAGES 19 - 20)

To consider and approve the draft work plan for the Panel, including items for the next meeting of the Panel (attached).

11. ISSUES FROM AREA COMMITTEE CHAIRS

To provide an opportunity to raise any common issues raised by Chairs of Area Committees that relate to the Panel's terms of reference.

12. NEW ITEMS OF URGENT BUSINESS

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Thursday, 31 October 2013

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**MINUTES OF THE COMMUNITIES SCRUTINY PANEL
MONDAY, 30 SEPTEMBER 2013**

Councillors Adjé, Basu, Bull, Reid and Winskill (Chair)

Co-opted Mr D Njoku (Haringey Youth Council)
Members

CSP59. WEBCASTING

The Chair welcomed all to the meeting and informed them that the meeting was being webcast.

CSP60. APOLOGIES FOR ABSENCE

The Chair reported that Daniel Njoku was deputising for Paul Njoku, who was unable to attend the meeting, as the co-opted Member for Haringey Youth Council.

CSP61. URGENT BUSINESS

None.

CSP62. DECLARATIONS OF INTEREST

None.

CSP63. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

None.

CSP64. COMMUNITY ENABLEMENT AND VOLUNTEERING

The Chief Executive reported that volunteering was a significant part of life in Haringey. It helped to keep services going and was accepted as a key part of future Council plans. For examples, the recent report of the Education Commission had highlighted the significance of the role of school governors. Friends of parks also played an important role within the community and added value to Council services. Volunteers were nevertheless not intended to be a substitute for the Council services.

Volunteering provided people with a stake in the local community and helped bring people together. Corporate volunteering was also increasingly significant and it was hoped that the borough would be able to gain benefits from this. The Council was currently working with HAVCO to develop further support for volunteering. The support would be delivered through voluntary sector partners as it was felt better that they took the lead in this area. The overall needs of the local community would be looked at together with who was best placed to meet them but it was not assumed that it would be possible to fill all of the gaps. Developmental work would be undertaken with voluntary groups with the aim of creating additional opportunities.

Panel Members requested information on what limits there might be to the use of volunteers. They also asked what action was planned to address the cultural change that was likely to be required to better promote and develop volunteering.

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The Chief Executive stated that devolving budgets for services to voluntary and community groups was probably not within the scope of volunteering. It was important that there was clarity about the outcomes that were expected. The Council had to prioritise in providing services – if they did one thing, it might not be possible to do another. Irrespective of structures, it was important to consider how individuals could best be enabled in order to build a thriving community. It was not possible to meet all the needs of the community as things currently stood.

The Panel noted that voluntary organisations were encouraged to share accommodation so that they could pool resources and to encourage joint working. Commercial premises were probably best used for commercial purposes. The Council was keen to encourage smaller local groups but acknowledged that it might be best for this developmental work to be done outside of the Council. Some areas had provided support for small groups on line. Other areas had Pledge Bank schemes and the Council could consider facilitating such a scheme locally.

In promoting volunteering, care needed to be taken that it did not appear that the Council was withdrawing. Volunteering was not a substitute for Council services. It was not likely to resolve all local problems but could nevertheless make a significant contribution. There was a need for the Council to be clearer about outcomes. In addition, there also needed to be an appropriate relationship between the Council and voluntary sector organisations.

AGREED:

That an update on progress, including the development of shared capacity with the voluntary sector, be presented to the Panel in due course.

CSP65. MINUTES

The Panel noted that it had been agreed that the Panel would seek to co-opt a representative from the Safer Neighbourhood Panels. However, there were 19 of these within the borough and it was therefore felt that it might be better to instead seek a representative from the Association of Neighbourhood Watches.

The minutes of the previous meeting had included a recommendation that the Cabinet consider a replacement for the now defunct Race Equality Joint Consultative Committee. The Panel noted that the recommendations of the last meeting of the Panel had not yet been approved by the Overview and Scrutiny Committee, as required by the constitution, and had therefore not yet been formally referred to the Cabinet Member.

AGREED:

That the minutes of the meeting of 25 July be approved.

CSP66. CABINET MEMBER QUESTIONS - CABINET MEMBER FOR COMMUNITIES

Councillor Richard Watson, the Cabinet Member for Communities, updated the Panel on matters arising from his portfolio and answered questions. He reported that the Community Safety Partnership had received an update on performance. Amongst other things, this showed that local confidence levels had increased by 5% up to 55%

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. This now meant that the Partnership would be able to exceed its target for improvement against this. There was also good performance in burglary and acquisitive crime. However, reoffending rates amongst young people were still high and improving this was a key target for the YOS board.

The Partnership was working to establish a Safer Neighbourhood Board and currently developing options. There had been a workshop with MOPAC but this has only been a limited success. He would report back in due course on the options that had been developed for the make up of the board.

Progress still needed to be made on the internal review of libraries and an external organisation had now been selected to take this forward. Focus groups of users would be included in the exercise. It would be necessary for the service to be more commercially orientated in order to safeguard its future. As part of the review process, a meeting was being arranged with Chairs of Library Friends groups. In terms of the possible payment for parking vouchers, permits and fines within libraries, he stated that work was continuing and he would report back in due course.

In respect of anti social behaviour, it was now proposed that the majority of instances of anti social behaviour would go through the Anti Social Behaviour Action Team (ASBAT), who would act as a conduit. He was happy to update the Panel on progress in due course.

There had been a discussion on the development of area forums/committees at a recent meeting of their Chairs. There had been a high level of consensus amongst the Chairs. There was not a great level of support for the continuation of area plans and meetings of the area committees but there was support for continuing with area forums. It was proposed that a looser and less prescriptive arrangement with more responsibility placed on Chairs to engage should be the way forward. Chairs were also keen to explore the possibility of establishing a small budget for forums. Further engagement would be undertaken with ward Councillors.

In addition;

- Further work was being undertaken to develop the boroughs leisure centres;
- Work to establish a Muslim network was proceeding and he would come back with further details in due course; and
- There was currently no budget for events but this issue was currently being reviewed;

The Chair raised the issue of the engagement of service users in discussions on the refurbishment of leisure centres, particularly Park Road. It had been suggested by some users that the number of showers planned would be inadequate to meet demand. The Cabinet Member reported that this issue had already been raised but the service provider was of the view that provision was sufficient for future demand. He stated that he would be meeting with Fusion and service users to discuss further the ongoing development work programme.

In respect of the new Police Safer Neighbourhood Teams, he reported that their performance to date had been variable. However, some had a number of vacancies that needed to be filled. There was also evidence that they were getting called away from their neighbourhood duties regularly. However, the development of the teams

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was at an early stage. He urged all Members to come along to the regular meetings that there were with the Borough Commander to air their views in respect of this.

Mr Njoku requested details regarding how services consult with young people, the Cabinet Member reported that the Youth Council was often used for such purposes. In addition, the Police had held a specific event for young people recently. One particular issue that had come up was stop and search. There were also safer neighbourhood panels in all areas of the borough where young people could feed in their views about policing and community safety issues. As part of this, an annual survey was undertaken in each area to determine priorities for the year ahead.

In respect of the high re-offending rate amongst young people entering the criminal justice system, the Cabinet Member reported that the Cabinet accepted that this needed improvement and an action plan would be developed to address this. However, the Panel noted that part of the reason for the high figure was that the Youth Offending Service (YOS) had a very successful triage system which aimed, where possible, to prevent young people entering the criminal justice system unnecessarily. As a result, the remaining young people contained a higher percentage of young people who were likely to re-offend.

CSP67. DOMESTIC AND GENDER BASED VIOLENCE IN HARINGEY: UPDATE

Althea Cribb, the borough's Strategic Domestic and Gender Based Violence Lead, reported on recent developments in respect of action to address domestic violence. There was currently no local comparative data on the religion of victims but national data indicated that there was unlikely to be any disproportionate levels amongst individual groups.

Data indicated that young women were most at risk from domestic violence. In terms of the ethnicity of people reporting domestic violence within Haringey, the white other category was over represented as was black African and black African Caribbean. Future snapshot data would include religion but it would not be possible to compare this with national data regarding the proportion of Haringey residents from particular religious groups as this information was not included within the census. It was not clear why a disproportionate percentage of "white other" people were reporting domestic violence. Efforts were being made to determine the reasons for this. Information on victims of domestic violence was patchy. Health could play a particular role in reporting through, for instance, accident and emergency departments reporting instances but information was not always shared.

Panel Members were of the view that it was essential that the underlying issues leading to domestic violence were identified so that action could be targeted and more effective. Education had a key role to play. The Panel noted that there were no clear and obvious reasons for domestic violence. A mapping exercise was currently being undertaken to identify what specialist services were in place, who could access them and if there were any gaps or duplication. It was also looking at how statutory services responded to, referred and recorded domestic and gender based violence. The first part of the exercise was now complete. Information regarding specialist support services would be advertised amongst the local community.

The Panel noted that the increase in reporting levels amongst some communities could be a good thing as it indicated a higher level of confidence in services and a

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lower likelihood of people suffering in silence. Under representation was possibly a greater concern. In particular, there appeared to be under representation amongst people of mixed race. It was not clear why there were different reporting rates amongst different communities but it was important to determine the reason for these differences. Further detailed information regarding ethnicity would be circulated to Panel Members.

Ms Cribb reported that the biggest issue that required addressing was the involvement of health services. There was currently a lack of clear pathways for them to report instances of domestic violence. Specific efforts were being made to encourage people to report, including the use of advertising.

The Panel were of the view that domestic violence needed to be given a similar level of priority as safeguarding adults and children. In particular, the Safeguarding Adults Board had access to an excellent range of data to inform their deliberations. There were parallels between safeguarding of adults and children and domestic violence and it was possible that they might be considered to be part of the same problem in the future.

AGREED:

1. That further detailed information on ethnicity be circulated to Members of the Panel; and
2. That a further report be submitted to the Panel in due course on proposals to develop action to address domestic and gender based violence within the borough, including encouraging higher reporting levels and improving the quality of data.

CSP68. BUDGET MONITORING

Matthew Gaynor, Head of Finance in the Place and Sustainability Service, reported on progress with the budget for 2013-14. He reported that Cabinet had recently agreed to add £300k to the community safety budget. There had been particular pressures within the libraries budget which were due to a reduction in rental income and DVD rentals. There was currently an overspend in its budget due to slippage in the granting of a long term lease for White Hart Lane Community Sports Centre.

The Cabinet Member reported that a paper would be coming to a future meeting of the Panel on the future of the mobile library service. Whilst measures were being taken to ensure that the service to housebound people could continue, it was unlikely that the service for schools could be maintained. He had asked specific proposals to be developed in respect of housebound people. Consideration was being given to working with HAVCO on this. He had received a high level of correspondence on this issue. The Cabinet Member stated that he was keen to ensure that there was proper consultation on future options for the service. The Panel noted that a saving of £100k was being targeted.

Panel Members reported that the fees for football pitches within the borough had been increased and there was a view that facilities were inferior within the borough than elsewhere, despite being more expensive. It was noted that this issue was included within the portfolio of the Cabinet Member for Environment and agreed that these comments would be referred to him.

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Previous concerns of the Panel regarding the lack of cricket facilities in the east of the borough were reiterated and the Cabinet Member for Communities agreed to take up the suggestion made at the previous meeting of the Panel that an approach be made to the England and Wales Cricket Board regarding assistance in the development of facilities for cricket in the east of the borough. He was also happy to speak to Fusion. There were currently no grass cricket squares in the east of the borough. Although there were some artificial squares, these were in poor condition and there was a lack of funding to improve them. It was nevertheless important to ensure that there was interest amongst young people in cricket.

Panel Members raised the possibility of re-dedicating Perth Road recreation ground for cricket. It was felt that improved facilities had the potential to bring in higher fees. It was, however, noted that there was also a lack of officer resources to take such issues forward.

AGREED:

That the comments by Panel Members regarding football pitches within the borough be referred to the Cabinet Member for Environment.

CSP69. USE OF TASERS

The Chair reported that Superintendent Mark Wolski, the Deputy Borough Commander, was no longer able to attend the meeting and he had therefore been agreed to defer this item until the next meeting of the Panel.

CSP70. BLACK HISTORY MONTH

The Panel noted that there had been over 70 events planned for Black History Month, including 5 within libraries and complimented the Cabinet Member and officers on the quality of the programme. Panel Members were of the view that the main issue that needed to be addressed in the future development of the event was funding. In particular, a critical look needed to be taken at the event, what it meant and how it could be provided. It was suggested that Panel Members assist in the planning process for the next event by working with officers involved in the planning process to review the programme and identify potential future sources of funding. Other boroughs had been creative in their approach and lessons could be learnt from them. In addition, it was suggested that might be useful to compare levels of funding that other London boroughs provided for the event.

AGREED:

1. That a letter be sent to the Chief Executive congratulating officers on the programme that had been arranged for Black History month;
2. That the Assistant Director for Frontline be requested to arrange a meeting between Panel Members, the Chief Executive of HAVCO and relevant officers to assist in the planning of the programme for next years Black History Month, including the identification of potential sources of funding; and

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3. That information be provided to the Panel on funding levels for Black History Month celebrations in comparable London boroughs.

CSP71. END OF YEAR PERFORMANCE MONITORING

In respect of the figures for Member enquiries, Panel Members were of the view that they would benefit from some historical context. They were pleased to note the continuing reduction in crime levels within the borough. They also requested information on the definition of violence with injury. Disappointment was expressed at the performance of the Council's call centre. Panel Members were of the view that the underlying reasons for this needed to be identified so that the necessary improvements could be made. In terms of the response times to Member enquiries, the improvement was welcome. However, quality of response was also an issue.

AGREED:

1. That the Assistant Director (Single Front Line) be requested to circulate the definition of violence with injury, as used in the performance statistics, to Panel Members; and
2. That Assistant Director (Single Front Line) be requested to send a copy of the Customer Services Strategy to Councillor Bull.

CSP72. ISSUES FROM AREA COMMITTEE CHAIRS

None.

CSP73. WORK PLAN

AGREED:

That the issue of Tasers be added to the agenda for the meeting on 7 November.

**Cllr David Winskill
Chair**

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Haringey Council

Report for:	Communities Scrutiny Panel – 7 November 2013	Item Number:	
Title:	Scoping report – Community Safety and Mental Health		
Report Authorised by:	Cllr David Winskill Chair of the Communities Scrutiny Panel		
Lead Officer:	Robert Mack, Senior Scrutiny Officer (Scrutiny), Strategy & Business Intelligence Rob.mack@haringey.gov.uk 0208 489 2921		
Ward(s) affected:	All	Report for Key/Non Key Decisions:	

1 Describe the issue under consideration

- 1.1 The Communities Scrutiny Panel has agreed to undertake a piece of on the issue of mental health and community safety. The suggestion for this came from the Police Service who highlighted the cross cutting nature of the challenges that individuals suffering from mental health issues may face (e.g. risk, crime, ASB). The view was that work by the Panel on this issue could lead to a wider acknowledgement of the issues facing Haringey and provide opportunities to identify potential improvements in partnership working.
- 1.2 The following provides a scope of the planned work on mental health and physical health which is to be agreed by the panel.

2 Cabinet Member Introduction

- 2.1 N/A

3 Recommendations

- 3.1 That the terms of reference and objectives set out in this report for the project be agreed.

4 Other options considered

4.1 N/A

5 Background information

- 5.1 Under its agreed terms of reference, the Communities Scrutiny Panel can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues.
- 5.2 In this context, the Panel may:
- Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
 - Conduct research, community and other consultation in the analysis of policy issues and possible options; and
 - Make recommendations to the Cabinet or relevant nonexecutive Committee arising from the outcome of the scrutiny process.
- 5.3 Cabinet Members, senior officers and other stakeholders were consulted in the development of an outline work programme for Overview & Scrutiny Committee and its scrutiny panels, which was agreed at the meeting of 17 June 2013. This identified potential issues for consideration by each of the panels.
- 5.4 The Communities Scrutiny Panel agreed to undertake an in depth piece of work on community safety and mental health. The following scoping report provides an outline of the legislative and policy context, the aims of scrutiny involvement and the proposed plan of work to be undertaken by the Panel.

Comments of the Chief Financial Officer and Financial Implications

- 6.1 There are no financial implications directly arising from this report. Work to support the review will be carried out by officers of the council and other stakeholder organisations and costs met from existing resources.

7 Head of Legal Services and Legal Implications

- 7.1 The functions of the Scrutiny Review Panels are included at paragraph 6.03 of the Articles of the Constitution and their procedures are set out in the Overview and Scrutiny Procedure Rules in Part 4, section G of the Constitution. There are no other immediate legal implications arising from this report.

8. Equalities and Community Cohesion Comments

- 8.1 Overview and scrutiny has a strong community engagement role and aims to regularly involve local stakeholders, including residents, in its work. It seeks to do this through:
- Helping to articulate the views of members of the local community and their representatives on issues of local concern

- As a means of bringing local concerns to the attention of decision makers and incorporate them into policies and strategies
- Identified and engages with hard to reach groups
- Helping to develop consensus by seeking to reconcile differing views and developing a shared view of the way forward
- The evidence generated by scrutiny involvement helps to identify the kind of services wanted by local people
- It promotes openness and transparency; all meetings are held in public and documents are available to local people.

8.2 Engagement processes will be used as part of the work of the Panel and will seek to include a broad representation from local stakeholders. It is expected that any equalities issues identified within the consultation will be highlighted and addressed in the conclusions and recommendations reached by the panel.

9. Head of Procurement Comments

9.1 Not applicable.

10. Policy Implications

10.1 It is intended that the work of the Panel will contribute and add value to the work of the Council and its partners in meeting locally agreed priorities.

11. Use of Appendices

11.1 All appendices are listed at the end of the attached report:

12. Local Government (Access to Information) Act 1985

Communities Scrutiny Panel

Scope and Terms of Reference for Project on Community Safety and Mental Health

1 Introduction

- 1.1 The Communities Scrutiny Panel has agreed to undertake a piece of in-depth work on the issue of mental health and community safety. The suggestion for this came from the Police Service, who have been concerned for some time about the complexity of the challenges that individuals suffering from mental health issues may face. Usually these challenges involve more than one agency. The view was that work by the Panel on this issue could lead to a wider acknowledgement of the issues and provide opportunities to identify solutions through partnership working.

2 Background

Introduction

- 2.1 The role of overview and scrutiny in respect of crime and community safety is to scrutinise the work of the Crime Reduction Partnership i.e. partnership activities. Specific scrutiny of the Police within London is undertaken by the London Assembly through its Police and Crime Committee. Work undertaken by the Panel on this issue should therefore focus on local partnership activity in respect of community safety.

Mental Health and Community Safety

- 2.2 Mental health has a significant impact on policing and community safety. According to the Association of Chief Police Officers (ACPO):
- 15% of all Police incidents have an identified mental health aspect (Centre for Mental Health). This equates to approximately 10.5 million calls a year
 - 35 % of deaths in custody involve detainees with mental ill health (IPCC)
 - 40% of fatal Police shootings involve people with mental ill health (IPCC)
 - 10% of the prison population has a “serious mental health problem”, equating to 8,800 people
- 2.3 In addition, the Psychiatric Morbidity of Offenders Study (1998) found that 70% of prisoners had a mental disorder. The HMIC Inspection of Metropolitan Police Service (MPS) custody suites in 2011-12 reported that an average of 25% of individuals taken into police custody were on the record as having a mental health problem or were suicidal/self harming.
- 2.4 The recent report of the Independent Commission on Mental Health and Policing also outlined the scale in which mental health impacts on policing

within London. A survey of MPS officers indicated 'daily or regular' encounters with victims (39%), witnesses (23%) and suspects (48%) with mental health conditions. 67% reported encountering unusual behaviour, attributed to drugs and/or alcohol. The report commented that there is nevertheless little understanding of how often the Police respond to incidents linked to mental health. This was attributed largely to the fact that data is not available.

2.5 A review of mental health related calls in London undertaken for the inquiry identified mental health was an increasing demand on the MPS;

- Of a total number of 3,958,903 calls to the MPS between September 2011 and August 2012, 1.5 per cent (60,306) were flagged on the Crime Related Incident System as being linked to mental health.
- In 2012 there were 61,258 mental health related calls. This was 21,741 more than robbery and 47,203 more than sexual offences.
- The MPS review also stated that it was estimated that between 15% and 25% of incidents were linked to mental health. Using this estimate the daily contact rises to a minimum of 1,626 calls per day - the equivalent of around 600,000 calls per year.
- Estimates from MPS officers who specialise in mental health are that mental health issues account for at least 20% of police time.

2.6 There is some data available that shows the scale of the issue within Haringey. According to the Community Safety Strategic Assessment 2012/13, the annual audit of crime and disorder in Haringey, almost a third of offenders have been identified as having mental ill health. Mental ill health was particularly prevalent amongst violent and acquisitive offenders. Over two thirds of domestic violence offenders were identified as having a mental health issue. There is also a particularly high level of severe mental illness, with high levels of psychotic disorders (including schizophrenia and bipolar disorder), concentrated in the east of the borough and people with such conditions will have a greater likelihood of coming into contact, in one capacity or other, with community safety agencies.

2.7 It should nevertheless be emphasised that people with mental health issues may come to the attention of law enforcement agencies for a range of reasons and not merely as suspects. They can also be witnesses or victims of crime. It is particularly worth noting that individuals with mental health issues have a significantly higher risk of being a victim of crime, particularly serious crimes. Victims who self-report mental health conditions are also less satisfied with the service they receive from the Police.

2.8 Haringey's Community Safety Strategy for 2011-14 refers to the considerable link between mental health and victimisation. It quotes a report by Mind in 2007 that states that:

- 71% of people with mental health issues had been victimised in the previous 2 years;
- Nearly 90 per cent living in local authority housing had been victimised;
- 41 per cent of respondents were the victims of ongoing bullying;
- 34 per cent had been the victim of theft of their money or valuables, from their person or from their bank account.
- 27 per cent had been sexually harassed and 10 per cent had been sexually assaulted; and
- 22 per cent had been physically assaulted

2.9 Mind have also quoted another study that showed that people with mental health issues are *11 times* for likely to be a victim of crime than the general population.

Recent Developments

2.10 Two recent reports have highlighted key issues relating to community safety and mental health. These are:

- The report of the Independent Commission on Mental Health and Policing; and
- A Criminal Use of Police Cells? Joint report on the use of police cells as a place of safety under Section 136 of the Mental Health Act 1983 by Her Majesty's Inspectorate of Constabulary (HMIC), Her Majesty's Inspectorate of Prisons, the Care Quality Commission and Healthcare Inspectorate Wales

Independent Commission on Mental Health and Policing

2.11 The Independent Commission on Mental Health and Policing was set up in September 2012 at the request of the Metropolitan Police Commissioner and published its final report in May 2013. Its brief was to review the work of the Metropolitan Police Service (MPS) with regard to people who have died or been seriously injured following police contact or in police custody. The Commission's recommendations nevertheless addressed mental health issues in a wide ranging manner.

2.12 Key findings of the review concerned the following:

1. Failure of the Central Communications Command to deal effectively with calls in relation to mental health
2. The lack of mental health awareness amongst staff and officers
3. Frontline police lack of training and policy guidance in suicide prevention,
4. Failure of procedures to provide adequate care to vulnerable people in custody
5. Problems of interagency working
6. The disproportionate use of force and restraint
7. Discriminatory attitudes and behaviour
8. Failures in operational learning
9. A disconnect between policy and practice
10. The internal MPS culture
11. Poor record keeping

12. Failure to communicate with families”

- 2.13 The recommendations have been accepted by the Metropolitan Police Commissioner and an action plan is currently being put together.

Use of Police Cells/Section 136

- 2.14 An even more recent report was published June 2013 on the use of police cells as a place of safety under Section 136 of the Mental Health Act 1983 in the light of joint inspections Her Majesty’s Inspectorate of Constabulary (HMIC), Her Majesty’s Inspectorate of Prisons, the Care Quality Commission and Healthcare Inspectorate Wales. The inspection report was based on the results of fieldwork undertaken in 7 Police force areas and two Metropolitan Police boroughs (Bromley and Lewisham).
- 2.15 If a Police officer believes that someone in a public place who appears to be suffering from a mental disorder, he or she may remove the person to a place of safety. This can be a range of settings including a hospital or a Police station. The report found that Police cells were still being used as a primary or secondary place of safety in many areas. This varied between 6% and 76% of those people detained under Section 136 in the areas inspected for the report. Police officers spoken to as part of the review expressed the view that Police custody was not an appropriate place for people who were suffering from mental illness. Figures compiled by the Association of Chief Police Officers (ACPO) in 2011/12 also showed that more than 9,000 were detained in Police custody under Section 136 in that year.
- 2.16 In Haringey, there is a joint protocol between the local authority, the Mental Health Trust, the Ambulance Service and the Police on the use of Section 136. The preferred place of safety specified within the protocol is St. Ann’s Hospital. A recent report on Police custody in Haringey that was based on a visit undertaken in December 2012 stated as follows:
- “There were no detentions in custody under section 136 of the Mental Health Act 1983 during our visit. There was a dedicated section 136 suite at St Anne’s Hospital, Tottenham and an agreed admission protocol. In the previous year, only one person had been detained in custody under section 136. We were told that detentions were made after careful assessment and were appropriate”
- 2.17 Following this report, a pilot scheme was launched by the government and funded by the Department of Health to improve responses to mental health emergencies. In particular, it aimed to reduce the number of people with mental health issues being detained in inappropriate settings and cut demands on Police time. The scheme involved mental health nurses going on patrol with Police officers. This was piloted initially in four police force areas but has since been extended to a further five.

3 Scope of Work by Communities Scrutiny Panel

Objectives

- 3.1 The aim of the project is twofold:
- (i). To raise the profile of the impact of mental health on community safety and cohesion; and
 - (ii). To make recommendations on how the Council and its partners might enhance joint working in this area.

Terms of Reference/Objectives

- 3.2 To consider and make recommendations to the Overview and Scrutiny Committee on how Haringey Community Safety Partnership address the issue of people with mental health issues who come to the attention of law enforcement agencies, with particular reference to:
- Service provision available and any gaps;
 - Sharing and management of information; and
 - Joint working.

Methodology

- 3.3 The project will receive the input of a range of stakeholders including service users. It will also look at relevant documentation, such as the borough's Safer Communities Strategy, as well as any statistical evidence.

Sources of Evidence

- 3.4 The work of the Panel will be informed by evidence from the following
- The Police Service;
 - Adults and Housing;
 - Barnet, Enfield and Haringey Mental Health Trust;
 - Public Health;
 - A local GP;
 - A local magistrate;
 - The Probation Service;
 - Haringey User Network;
 - Haringey Mental Health Carers Support Association;
 - MIND in Haringey;
 - Healthwatch.

Evidence Gathering Meetings

- 3.5 The meetings will be arranged as follows:

Meeting 1:

To obtain the views and perspective of service users and carers and patient representatives, including:

- Haringey User Network;
- Haringey Mental Health Carers Support Association;
- MIND in Haringey;

- Healthwatch.

Meeting 2:

1. To receive evidence from the Council and partners on the Safer Communities Partnership, as follows:
 - The Police Service;
 - Adults and Housing;
 - Barnet, Enfield and Haringey Mental Health Trust;
 - Public Health; and
 - The Probation Service.
2. To receive evidence from a local GP and a magistrate.

Meeting 3

Together with relevant partners and stakeholders, to analyse and consider the evidence received as part of the project and make recommendations for submission to the Overview and Scrutiny Committee.

Timescale

- 3.6 It is essential that the work of the Panel on this issue is completed in time for approval by the Overview and Scrutiny Committee on 17 March. It is therefore suggested that the evidence gathering work of the Panel should be completed by the end of January 2014.

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Communities Scrutiny Panel**Work Plan 2013-14**1. Items for Panel Meetings:*2 December*

Budget

Cabinet Question Time

Community Hubs/Libraries

6 March

Integrated Gangs Unit

HALS strategy

To be determined:

- Cultural Strategy (*autumn*)
- Fusion Performance – update (*autumn*)
- Community Safety Strategy - Action Plan
- Anti social behaviour strategy
- English Language classes – snapshot of provision (*Cllr Strickland*)

2. In depth project:

Community safety and mental health

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