

SUBJECT: DRUG AND ALCOHOL MISUSE

Report of the Chief Constable

<p>PURPOSE OF THE REPORT</p> <p>1. This report outlines the Force’s current position in relation to the partnership approach to Drug and Alcohol Misuse.</p>
<p>RECOMMENDATION</p> <p>2. That the Police and Crime Commissioner uses this report to scrutinise Force performance in respect of Drug and Alcohol Misuse.</p>
<p>POLICE AND CRIME PLAN</p> <p>3. Substance abuse is often linked to crime and ASB and therefore causes harm not only to the individual but also to the wider community. We cannot hope to reduce crime and reoffending without tackling the underlying problems such as substance abuse, and we can only do this by working together. The PCC has said he will continually review the progress in reducing the number of people struggling with substance abuse, and will work to educate people around the risks of drugs and alcohol.</p>
<p>KEY INFORMATION</p> <p>The PCC:</p> <ul style="list-style-type: none">• Commissioned a review of the West Yorkshire Drugs Intervention Programme in 2014. As a result of this and action plan, was developed across the OPCC and Partners, to monitor delivery.• Following the review the PCC widened the definition to include all drugs and alcohol misuse.• Raised the profile of drugs and alcohol through the Community Safety Forum, and continued to provide funding for tackling drug and alcohol misuse to community safety partners in all five local authority areas in West Yorkshire.• Ensured the Police have additional resource towards tackling drugs and alcohol misuse within custody settings.• There have also been 75 Projects funded under the Safer Communities Fund at a cost of £320,974.88 to deliver on this priority at a local level.• A further refresh of the support provided by the PCC around substance and alcohol misuse is now underway, with a view to achieving continuity and a Force wide approach in the future.

PARTNERSHIP WORKING

4. The PCC recognises that to tackle community safety problems through drugs and alcohol misuse is a wider partnership endeavour, public health in particular have a large role to play. The PCC has continued to provide funding through his Community Safety Fund to Community Safety Partnerships to enable them to commission appropriate services for each local area.
5. In addition, addressing offending and re offending by recognising the causes, through a public health approach is now part of a wider agenda, and multiagency events are planned where the WYOPCC is supporting the MOJ and the Home office to understand blockers to this and progress implementation. For example the Serious Violent Crime event to be held in WY in July, and workshops run by the Cabinet Office later in May.



Title: West Yorkshire Police's Partnership Approach to Drug and Alcohol Misuse

COT Sponsor: ACC Hankinson

Summary The report contained in this paper provides a summary of the interventions undertaken by West Yorkshire Police, in conjunction with partners, to address drug and alcohol misuse.

REPORT DETAILS - Outlining how West Yorkshire Police and partners work in conjunction to address drug and alcohol misuse.

1. **Addiction** can be defined as a chronic, relapsing brain disease that is characterized by compulsive drug seeking and use, despite harmful consequences. It is considered a brain disease because drugs change the brain in terms of its structure and how it works.
2. **Signs of Addiction** – a person who is dependent upon alcohol / drugs will usually exhibit three or more signs of dependency. Such signs are an inability to stop or control the amount of alcohol or drug taken, having to take more to get the same effect and exhibiting symptoms of withdrawal if not taken.
3. The Police and Crime Plan 2016 to 2021 outlines that substance abuse is often linked to crime and ASB. In order to reduce crime and reoffending it is necessary to address the underlying issues of substance abuse.
4. Offences committed whilst under the influence of alcohol or drugs usually fall within two categories, those that are committed by being under the influence or being in possession of such a drug, i.e. driving whilst over the prescribed limit or possession of a controlled drug; or other criminal offences where the use of alcohol or other drug has contributed.
5. Between 1st January and 31st December 2018, West Yorkshire Police recorded 6230 drug offences. Of these 282 were the supplying of drugs, 948 were possession with intent to supply and 4159 were possession offences.

6. In January 2018, 4007 persons were arrested and detained in custody in the West Yorkshire Police area. In January 2019, 3781 persons were again arrested and detained, a reduction of 5.6% on the previous year and following a downward trend over the past 2 years.
7. In January 2018, 430 persons (10%) were recorded as being drunk or in drink at the time of arrest / detention and 1303 persons (31%) stated they had consumed alcohol recently prior to arrest. In January 2019, 418 persons (10%) were recorded as being drunk or in drink at the time of arrest / detention and 1191 (29%) stated they had consumed alcohol recently prior to arrest.
8. When arrested in January 2018, 1118 persons (27%) and in January 2019, 1034 persons (25%) stated they were alcohol or drug dependent. This represents a reduction.
9. It is important to remember that detained individuals who are recorded as being drunk/in drink/under the influence of alcohol/under the influence of a drug are not necessarily suffering addictions. What can be said is that at the time of arrest and detention the individual appeared to be under the influence of an intoxicant.

Custody Interventions

10. The Drugs Intervention Programme (DIP) was launched in 2003 and established partnership working between Criminal Justice, treatment and aftercare agencies to support drug users / addicts. Support is given from the point of arrest to sentencing and beyond to maximise opportunities to prevent further offending.
11. The programme offers intensive treatment encompassing the prescription of methadone to lower level interventions such as counselling combined with support to address underlying triggers to drug misuse, e.g. housing, mental ill health and relationship issues.
12. The police are usually a detainee's first contact with the Criminal Justice System and have the opportunity to identify appropriate individuals to be part of the programme. This could be through referral to supportive agencies or statutory requirements.
13. West Yorkshire Police currently utilise two criteria to perform tests of detained individuals for drugs leading to a referral to the Drugs Intervention Programme. The first is where an offender aged 18 years or older is tested for a class "A" drug as a result of being arrested for a trigger offence. The second requires an Inspector to authorise the test of a person over 18 years of age who has been arrested or charged with any offence providing that the Inspector has reasonable grounds to suspect that use by that person of a class A drug contributed to the offence.
14. Should the detainee provide a positive result upon drug test they are required to attend an assessment to discuss their drug misuse with a member of the intervention staff. Should the individual be charged, the drug test result is passed to the courts to assist in any decision, should they be convicted, on bail and sentencing. This statutory provision also requires the detainee to attend and remain for a secondary assessment with DIP staff. Failure to comply with the requirements can lead to further arrest.
15. Between 1st February 2018 and 31st January 2019, 4,483 detainees were tested whilst in police custody in West Yorkshire, which represents a small increase on last year. Drug test results are monitored by district Integrated Offender Management Teams and used to inform decisions on selection for management and intervention activities.

16. Arrest Referral Workers are based in West Yorkshire Police cell areas to provide guidance and advice to detainees with drug and / or alcohol addictions. Their services are offered to detainees or they can be seen on request of a detainee to discuss addictions and obtain referrals to external agencies able to assist with support.
17. Conditional Cautions are available to be used as an alternative to charge in certain circumstances. They can place a requirement on the individual to attend an appropriate course of treatment or awareness in respect of drug and / or alcohol addiction and are actively used.
18. January 2019 a conditional caution pathway was piloted between Safer Leeds and Forward Leeds for those who use 'Spice' (Synthetic Cannabinoids), with the aim to identify a treatment pathway that was better suited to misusers and to encourage them to consistently engage with support services. The success of this pilot is to be reviewed to inform decisions on further roll out. The information is shared with the involved partner one of which is the police.
19. Leeds Community Healthcare (LCH) are the medical provision embedded within West Yorkshire Police cell areas. They provide 24/7 staff to deal with all medical issues including alcoholism and drug addiction. They provide advice to custody staff on welfare issues and have access to the NHS System 1 database providing them with a detainee's medical history to ensure an appropriate diagnosis. LCH will refer detainee's to appropriate agencies to provide support after release.
20. Liaison and Diversion Project (L + D) intends to improve health and criminal justice outcome for adults and children in the justice system and have complex needs as factors in their offending behaviour. This includes alcohol and drug addiction, learning disabilities and Mental Ill-Health. Previously the service was only available in Wakefield and Leeds however, it has been expanded and will be available across West Yorkshire from the week commencing 15th April 2019.
21. L+D provide updates to the police on Community Resolutions for young people and Conditional Cautions for female offenders, which are recorded on West Yorkshire Police computer systems. They also supply engagement rates for interventions at Operational Groups where the police are present as part of the collaborative approach to reducing re-offending. This allows the police and partners to target resources.
22. Upon release from custody, all detainees undergo a Pre-Release Risk Assessment that encompasses the consideration of drugs and alcohol addiction amongst others. The detainee is provided the opportunity of information, leaflets and contact details of suitable agencies who can support them after release. The responsibility to make contact and engage with the support service lies with the individual although custody officers will make contact with agencies by phone on behalf of the individual if appropriate.
23. The Together Women's Project operate in Leeds/Bradford and have a hub in New Hall Prison offering a bespoke intervention service to women over the age of 18 years to assist in reducing offending. Various support services are offered including alcohol and drug intervention.
24. The force Drugs Coordinator is working HMP Leeds and Wealstun to address substance misuse and ensure continuity of care between prison, police custody and the community. This

involves the provision of a family support Helpline aimed at family and friends of those detained who are concerned about drug debt. This is to be piloted in HMP Leeds.

25. Further work by the Force Drugs Coordinator has established a 'Drug Alert Group' mailing list linking the police to partners providing supportive services or engaged with substances misusers across West Yorkshire. Information is shared to identify new trends, share good practice and coordinate a collaborative approach to current and emerging drug issues.

Preventative Actions

Integrated Offender Management (IOM)

26. West Yorkshire Police uses a 3-cohort IOM model of managing offenders to reduce re-offending. This is a partnership approach to ensure:
 - local delivery which meets local needs,
 - offenders are selected based on the risk they pose to the community,
 - offenders are responsible for their own engagement and understand the consequences of disengaging which is backed up by a robust criminal justice process,
 - current governance and programmes are used efficiently,
 - all involved work towards the cessation of offending.
27. IOM Teams engage with offenders to identify their triggers to offending and provide referrals and pathways to agencies (e.g. housing, substance abuse, Mental Ill-Health, training etc.) who support and guide offenders towards the removal of such triggers.
28. IOM teams have strong links to the Drugs Intervention Programme but also refer offenders to voluntary and funded agencies who support offenders to manage their addictions and thus reduce the risk of offending.

Mental Ill Health

29. Research suggests that alcohol and drug addiction is commonplace with persons who suffer mental health issues but although closely linked one does not directly cause the other. Persons with mental health issues often use alcohol and drugs to self-medicate leading to a worsening of symptoms.
30. Such persons often come to the attention of the police due to committing crimes or a need for officers to secure the persons safety in their own best interests.
31. West Yorkshire Police work closely with Mental Health Services to provide the best possible care for such individuals putting their needs first by utilising the Street Triage Service and having mental health professionals based in District Hubs to provide advice and guidance to district staff.
32. Bradford districts pilot of a Special Constabulary / Mental Health response vehicle, partnering a Police Constable and Mental Health Professional Special Constable, attending appropriate incidents and providing immediate Mental Health intervention direct to those in crisis is still ongoing. The initiative is being reviewed in the coming months.

33. This collaborative approach between the police and Mental Health Services provides a sharing of information, appropriate interventions to be applied and clear lines of communication between the partners ensuring individuals are dealt with effectively and efficiently.

Neighbourhood Teams

34. The issues of drug and alcohol abuse tend to be associated with Anti-Social Behaviour that directly affects the community. Neighbourhood teams collaborate with partners to address the various triggers of ASB and make referrals where appropriate. This includes providing information on drug and alcohol support services.
35. Neighbourhood Teams' partnership with the Local Authority often utilise Public Space Protection Orders (which replaced Designated Place Prevention Orders) to address behaviour which is or is likely to have a detrimental effect on the quality of life of those in the locality, be persistent or continuing in nature and be unreasonable. For example, Leeds has 18 locations with such orders, one being the Inner South Neighbourhood team (covering the city centre) which provide police with discretionary powers to stop persons from drinking alcohol and to seize alcohol in public places. These orders also encompass intoxicating substances allowing the police and partners to address the issue of legal highs.
36. The Force Drug Coordinator has delivered drug awareness training to new cohorts of Police Community Support Officers around the subjects of substances misuse, addiction and the supportive services available. This involves inputs from previous drug misusers with the aim of challenging stereotypes, promoting understanding and encouraging PCSO's to signpost misuser onto treatment services wherever possible.
37. To address prescribed medication addiction, which is rising, West Yorkshire Police now has a Controlled Drug Liaison Officer engaging with pharmacies, hospitals and vet surgeries across the county, providing support and guidance on good practices and ensuring correct controlled drug procedures are followed. They also assist healthcare providers to investigate controlled drug crime and intelligence and contribute to the Controlled Drug Local Intelligence Network.

STRATEGIC RISK IMPLICATIONS

Reducing crime and attacking criminality are part of the Police and Crime Commissioners and West Yorkshire Police Force Policing Strategy. The link between alcohol and drugs addiction and demand for service on the police are well documented and it would be a risk not to engage collaboratively to address these issues.