Item 6



**DRUG INTERVENTION PROGRAMME/ CRIMINAL JUSTICE INTERVENTIONS – DRUGS AND ALCOHOL UPDATE**

**1.0 BACKGROUND**

1.1 The Drug Interventions Programme (DIP) was launched in 2003 and identified offenders who misuse Class A drugs, namely heroin, cocaine and/or crack cocaine, as they go through the criminal justice system. A key driver for the programme was to identify people early and try to get people into treatment quicker. It was seen as a key element of the Home Office Strategy to reduce crime and improve community safety.

1.2 The DIP sought to engage drug using offenders into treatment at every point of the criminal justice system. DIP identified drug users in police stations, courts and prisons and deploys a range of interventions to address offending behaviour linked to drug misuse and aims to address the needs of this group and move them out of crime and into drug treatment and other support.

**2.0 Drug Interventions Programme Review**

2.1 Whilst positives have derived from the Programme; funding, commissioning, management and delivery structures for addressing the problems associated with illicit drugs together with the types of substances in use including misuse of alcohol are experiencing an unprecedented levels of change.

2.2 In response the a review was undertaken in West Yorkshire which aimed to assess the current position and highlight forthcoming policy and structural impacts and their associated risks to inform the future commissioning. The review was completed at the end of March 2014.

2.3 The review findings were supported by a set of recommendations to address the challenges identified. These recommendations focussed on the following areas:

* Strategic Agreement
* Commissioning and Resource
* Performance Management
* Service Delivery

**3.0 Post Review activity**

3.1 In June 2014 the findings and recommendations were presented to key stakeholders (commissioners, partners and providers) with the opportunity to work through the recommendations. The outcome of this session was a series of first outline action plans to take forward the recommendations.

3.2 At the meeting of the Police and Crime Panel in September 2014 I explained that the next stage was to develop a county-wide plan based on the recommendations from the Review report.

3.3 Further work was undertaken by my officers and Nicola Hughes Consulting towards the end of 2014 to which resulted a partnership delivery plan. This plan was subsequently shared with each of the five Community Safety Partnerships and the Force. Responsibility for completing progress against the actions identified sits with our delivery partners and the OPCC.

**4.0 Progress**

4.1 Since the development of the Delivery Plan four key area of progress to note are:

* I have had two joint meetings with of Directors of Public Health during which time I highlighted findings of the review
* Performance improvement indicators have been set in conjunction with Community Safety Partnerships which reflect the need to include alcohol within the remit
* I have extended funding to the end of March 2016 and contract letters have been sent to the five Leaders of the district’s local authorities
* Agreed with the wider definition to include criminal justice interventions around drugs and alcohol with clear links to reducing re-offending. DIP will no longer be used as the term to describe either the funding stream or subsequent delivery.

4.2 The first full quarterly returns against this delivery plan should be received from partners by the end of April 2015.

4.3 For this meeting I am able to provide the Panel with a copy of the agreed Delivery Plan which has been updated with information to date. This is shown in the table below.

| Recommendation | **Action to progress** | **Who** | **Progress** |
| --- | --- | --- | --- |
| R1 future focus of the PCC drugs and alcohol resource should be to formally move away from the name DIP which denotes an isolated project towards supporting ‘criminal justice interventions’ to reduce offending associated with drug and alcohol use | Language should include:Criminal justice interventions to reduce reoffending, recovery from addiction, restore community confidence, reform from criminality Embed change of language:* Contract between PCC and Districts to reflect change of language
* Performance management framework to reflect change of language
* Local strategies – Health and Wellbeing Strategy, Crime and Disorder Reduction Strategies

Raise at meeting with DPHs need to embed CJ interventions to reduce re-offending associated with drug and alcohol use. | ALLOPCCOPCCDistrictsOPCC | Partners report:* The new contract name is Criminal Justice Recovery Interventions and this is the term that is used. We are embedding Criminal Justice within the wider Recovery System. The term DIP is unfortunately embedded in day to day language. It has been easier to change the language within strategies/meetings.
* We are carrying out a strategic review to maximise resources/outcomes relating to a broader set of priorities.
* The PCC has met with the DPHs to share the findings of the Review and subsequent Delivery Plan.
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| R2 A wider definition of the remit of the criminal justice intervention should be agreed to also include:Class A, Alcohol, cannabis, violent crime and disorder With a wider focus on entry points to identify and engage with offenders to include increased early intervention and pre-custody work in the community | Draft wider definition for comment – utilise suggestion and consider inclusion of: * mental health (particularly liaison and diversion services)
* new psycho active substances or explore and analyse the need to do this
* Overall need to ensure its flexible and allow definition to develop to respond to new challenges which impact on vulnerable adults

Consult on and gain agreement to wider definition:* Agree with key partners via meeting with DPHs, Public Health England, CSPForum
 | OPCC | * The focus is on partnership delivery of drugs and alcohol reflecting the contribution provided by partners particularly health and local authorities.
* Wider definition agreed with partners through DPHs, PEG, CSPs.
 |
| R3. Drugs and alcohol should be reflected as a priority within key strategic partnership plans such as Health and Wellbeing Plan and JSNAs. | Hold meeting with DPH/Chairs of HWB. Agenda to include:* Findings from review
* Definition
* Terminology
* Embedding criminal justice responses to reducing reoffending associated with drugs and alcohol in HWB strategies and JSNAs
* Opportunities for collaboration and periodic reviews to ensure that maximising opportunities for embedding
* Seek support in securing and coordinating resource commitment to drugs and alcohol

Raise profile and need to embed with Community Safety Managers via CSP ForumSecure commitment from councillors and partners at high level. Raise profile of work and outcomes at PEGLocal commissioners to fully brief the most appropriate accountable body | CSP / OPCC with DPH/PEGDistricts | * The OPCC has shared the findings of the review throughout its partnership structures including the WY CSP Forum

Partners provide the following information:* Head of Commissioning for Public Health is a member of the CSP Board and Drugs and Alcohol is embedded within the JSNA.
* Services will actively contribute to the long term Corporate Strategy by helping people with drug and alcohol misuse problems seek support to treatment and recovery services and to reduce the rates of re-offending. This will also contribute to the Joint Health and Wellbeing Strategy outcome of helping to live longer and have healthier lives.
 |
| R4. Strategic agreement across five districts and key drug and alcohol commissioners should be sought on:The definition of the remit of criminal justice interventions (R2)Including criminal justice interventions as part of the integrated drug and alcohol commissioning of servicesShould form part of the strategic priority and element of DIP/drug criminal justice commissioning* Agreement across commissioners to maintaining resource commitment to drug and alcohol services (R7)
 | See above. Strategic agreement to be gained via:DPH/Public HealthPEGCSP ForumDrugs/Alcohol District CommissionersPolice – Custody and testingDistrict Commissioners to fully brief internally to the most appropriate accountable body e.g. HW Board, CSPDistrict Commissioners to guide on which body will be best placed for the PCC to influence | OPCC to leadDistricts | See R2 above |
| R5. Strategic agreement to new pathways and their interface with criminal justice drug and alcohol services should be gained. Support should be given to providers to establish how ‘new’ delivery will integrate especially at cell intervention level. Opportunities should be explored for achieving greater value for money through re-design and skilling to ensure holistic assessment and pathways to people with multiple and complex needs. | Provide opportunity for sharing of approaches and good practice and opportunities for collaboration and piloting across five Local Authority areas. Facilitate six monthly meetings of district commissioners including police representation | OPCC5 CommissionersWYPNHSEPHE | A six monthly review meeting will be organised during late spring / early summer. The timing will be one year on from the first workshop, and six months following the development of the delivery plan. OPCC will lead to involve each district commissioner and force.Conditional Cautioning pilot commenced aimed at changing adult offender behaviour.A working group has been set up with police and key partners to enable more effective engagement and signposting to drug and alcohol services. The pilot will be monitored and include case studies and information around re-offending. |

**Commissioning and Resource Development**

| **Recommendation** | **Action required to progress** | **Who?** | **Progress** |
| --- | --- | --- | --- |
| **R6.** There should be continued investment in criminal justice interventions in drugs and alcohol services with the aim of reducing reoffending of drug and alcohol misusing offenders. The following attached to the funding:Clarity on definition of DIP/CJ elementFocus on reducing re-offending and indices to support - focus on offence typeRobust management of what is commissioned without creating complex and resource intensive data management systems Common performance measures across all 5 districtsMinimum standards for commissioning (R11) | A new contract should be developed for reducing reoffending of drug and alcohol misusing offenders funding should be developed. The contract issued to district commissioners should contain:* Definition of CJ element
* Key terminology/requirements of delivery (entry points, crime and offence type focus, etc.)
* Minimum standards for commissioning (r11)
* Management and governance arrangements
* Common performance indicators across 5 districts

Quarterly reviews should take place between OPCC and each of 5 district commissioners to review delivery against contract requirements and horizon scan any new developments which may impact on delivery.A new contract should be developed with West Yorkshire Police for delivery of custody testing and WYP role in supporting the identification of and reduction in re-offending by drug and alcohol misusing offenders. The contract issued to West Yorkshire Police should contain:* Definition of CJ element
* Key terminology/requirements of delivery – who should be tested and when, crime and offence type, etc.
* Minimum standards for contact
* Management and governance arrangements
* Performance indicators

Commissioners x5 need to tightly manage the contracts (see performance management actions including PM framework to be developed andClarity on robust performance measures.  | OPCC | Extension letters of the Community Safety Fund to March 2016 referred to partners being mindful of the findings of the DIP Review.A common performance management template has been agreed with CSPs and now being used to report back on the Community Safety Fund including that for drugs and alcohol. We are awaiting a proposed indicator regarding alcohol from Public Health England.NTDMS data is received by the OPCC for all five districts.The contract for West Yorkshire Police has yet to be developed and agreed. Meetings have been held WYP officers with responsibility for custody.  |
| **R7.** Commitment should be given by other commissioners to continue investment in drug and alcohol services to current levels (R4) | Highlight need to key forums of need to align and secure continued investment in drug and alcohol services:* DPHs
* PEG (including NHS England)
* CSPF
* Public Health England

Develop a funding risk strategy which can be periodically reviewed by key forums.Explore with PHE opportunity for aligning timescales with PHE, commissioning and closer working together.Secure strategic commitment to drugs and alcohol with inclusion with key strategies (HWB Strategy, CS Strategy, Reducing Reoffending Strategies, etc). To be led through holding meetings with key partnerships; inclusion of issues within JSNA; local district commissioners to lead locally in highlighting priorities. | OPCC Lead with Districts, PEG | The OPCC has shared the findings of the Review and the subsequent Delivery Plan; there remains more to do to ensure the links with re-offending are included in all strategies. This process will continue with partners are the next workshop to be held in late spring / early summer.Partner report* Tackling drug related offending remains a priority and a new drug and alcohol treatment and recovery service has been commissioned which will commence in July 2015.
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| **R8.** The resource should focus on reducing the following offences: acquisitive crime, disorder and violent crime | Develop and agree specific parameters and clear definition of the resource focus including which specific crime types are included. Translate this into contracts, to partnerships and into strategies. | OPCC | The performance management framework implement since last year links with the Community Safety priority of reducing re-offending as well as tackling drugs and alcohol misuse. |
| **R9.** The funding formula for district based delivery of drugs and alcohol criminal justice interventions should be re profiled according to levels of drug and alcohol related crime. | Explore refining the metric for district allocation considering:* Requirements set as a result of definition and anticipated outcomes
* Metrics used by other commissioners (PHE, NHS England)
* Evidence base – should resource follow demand
* Recognition that there will be standard basic set up costs regardless of size

Explore refining the metric for custody allocation considering:* Testing levels
* Minimum requirements and anticipated outcomes

Sanctions to be used, levels of interventions, legal requirements, etc.  | OPCC OPCC | The PCC has made a commitment to extend funding at the current rate until the end of March 2016. An exercise was undertaken at the end of 2014 which shows that this fund continues to be in proportion to levels of crime. This exercise will, however, need to include links to re-offending levels if the PCC decides to continue into 2016/17, and take into account the wider Community Safety Review which is ongoing by the PCC and local authorities.  |
| **R10.** The funding formula for drug testing should be re profiled according to level of drug testing undertaken. | See performance actions regarding WYPolice review of drug testing | WY Police |  |
| **R11.** A set of minimum standards should be developed for inclusion in service specifications relating to criminal justice expectations and offence types.  | Set of minimum standards to be developed around the definition. Consideration for inclusion:* Definition – drug and offence types to be addressed
* Entry points for contact
* Performance indicators/outcomes
* Expectations regarding partnership contact
 | OPCC | To date the OPCC has not commissioned services for drugs and alcohol.Partners are aware of the key link to re-offending. |
| **R12.** Commissioning should be undertaken on a District basis using existing structures within the parameters of the resource minimum standards (R6) | Continual review of local commissioning through performance management arrangements:* Performance returns
* Quarterly/Six monthly review meetings
 | OPCC with District Commissioners | Links with the performance management framework and planned review noted under R6 and R7 above. |

**Performance Management, Service Delivery and Governance**

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| **Recommendation** | **Action required to progress** | **Who?** | **Progress** |
| **R13.** Targets should be attached to the funding which relate to reduction of re-offending and should common to all Districts | * Develop performance indicators
* Attach common targets to indicators for all Districts
 | OPCC | Completed (R6)Partner report* KPIs will be driven forward by Re-offending Board consisting of key partners.
 |
| **R14.** A wider set of performance indicators to reflect the target should be reviewed on a quarterly basis  | * Establish a performance management framework detailing expected returns and review
* Include details in contracts
* Hold quarterly review meetings with district commissioners
 | OPCC | Reference R6 and R7 |
| **R15.** Clarity should be given by each District regarding the governance arrangements for the funding and criminal justice interventions to tackle drug and alcohol related offending. It should be clear which district partnership body will take responsibility. As Districts move towards an integrated drug and alcohol commissioned model it is suggested that all drug and alcohol performance should be considered by one partnership rather than fragmented lines of accountability across a number of partnerships (R4) | * Exploration with Districts regarding local governance arrangements
* Include in contract need to have robust governance arrangements. Providing OPCC with details of which partnership body will take responsibility
* Districts to establish clear governance arrangements for integrated drug and alcohol services
* Hold quarterly review meetings with district commissioners including chair of district partnership group
 | OPCC with Districts | Partner report:* Recovery System for Drugs and Alcohol is subject to a whole system review which commenced in Jan 2015 and recommendations for commissioning options due in August 2015. All criminal justice interventions are included within the review and will be shared with the OPCC as a key stakeholder
 |
| **R16.** Networking opportunities should be developed for the sharing of good practice and exploration of opportunities for collaborative work and commissioning across West Yorkshire Districts and commissioners (R4) | Explore with PHE, District Commissioners, NHS England agenda for holding six monthly sharing events. Focus could include:* Sharing good practice
* Areas of commonality
* Opportunities for collaboration and joint commissioning
* Common issues and obstacles
 | OPCC with Districts, PHE, NHS England | Partners report they are keen to share good practice around the commissioning of services. Opportunities to do this will form part of the six month event to be organised by the OPCC. |
| **R17.** Districts should explore further with West Yorkshire Police the increased and effective use of incentives (Brief Intervention Leaflets, Penalty Notices, Conditional Cautions, etc.) to support engagement and early identification also ensuring there is adequate provision of rehabilitation and diversionary options (R16) | Initial meeting held with chief police officer responsible for Custody to suggest need of wider potential remit of WYP Officers.Agree definition and performance indicators for WYPolice commissioned resourceWY Police to consider how they can achieve required PIs through early identification and intervention. Draw upon previous word undertaken between Districts and Karen Ford.WYP Hold meeting with Districts and agree a set of interventionsWY Police to consider early identification and referral of ‘frequent flyers’ in custody to services. What support and targeted work might be able to be provided to services to intervene early to reduce re-offending and re-appearing in custody. | OPCCWYPoliceWYPolice and Districts |  |
| **R18.** Drug testing where appropriate should continue with a focus on acquisitive crime. The link between drugs and offending type should continue to be periodically reviewed to ensure that testing is appropriate to crime. The legal parameters of non West Yorkshire Police administering the test should be explored. | Initial meeting held with chief police officer responsible for custody to suggest need of wider potential remit of WYP Officers.Agree definition and performance indicators for WYPolice commissioned resourceWYPolice to explore possible drug testing options – what, when and by whom? Review to include:* Definition of drug types and offending to be covered by the commissioned resource
* analysis,
* exploration into alternative approaches to testing (saliva) and cost savings
* consideration of alcohol breath testing (see Portsmouth trial)
* exploration of testing identification with LCHT (healthcare in custody)
* The legal parameters of non West Yorkshire Police administering the test
* Further discussion with District commissioners regarding identification, need for evidence purposes/incentive to ensure engagement on programmes
* Should there be an emphasis on testing of ‘new people’/those not already or previously engaged on a programme
 | OPCCWYPolice |  |
| **R19.** Having CJIT staff covering custody suites full time should be reviewed with exploration of a more efficient way for staff to engage with clients. This should include consideration of the identified teething problems in super cells and exploring opportunities for added value from working with the new Custody Health and Liaison and Diversion staff to enable integrated triage. (R5) | Initial meeting held with chief police officer responsible for Custody to suggest need of wider potential remit of WYP Officers.WYPolice to address need to efficiently identify potential clients in custody and develop pathway to drugs/alcohol services including:* Exploration with Leeds CHT regarding identification of drug using clients and pathways from their custody health into drugs/alcohol services
* How ‘new’ clients can be identified and referred to drug/alcohol services
* What is the role of custody officer in identifying potential clients – what questions might they ask, how do they efficiently refer to drug/alcohol services
* How can drug/alcohol services engage people early within custody – accessibility of services to offenders
* Consider early identification and referral of ‘frequent flyers’ in custody to services. What support and targeted work might be able to be provided to services to intervene early to reduce re-offending and re-appearing in custody.
* Review what information can be shared and when by WY Police with services to aid early identification, referral and intervention

District commissioners with commissioned services and WYPolice to consider the most appropriate referral pathways to services from custody and whether/when they are based in custody. | WYPoliceDistricts/WY Police/ CommissionedServices | Partners report:* We need to understand the most appropriate referral pathways to services from custody and whether/when they are based in Custody.
* Overall drug tests have reduced by 56% over 5 years with a significant reduction following the implementation of WYP Drug Testing Criteria. Reductions were made to Cell based teams due to this reduction and alternative engagement opportunities with substance misuse offenders identified. A significant intervention opportunity has been missed with drug misusing offenders who are not identified and subject to any challenge. Reduction in numbers has allowed for Mental Health -First Response Service to be developed via the Crisis Care Concordat which will reduce custody repeats
 |
| **R20.** Opportunities for creative and proactive engagement by West Yorkshire Police and drug and alcohol services should be encouraged (R16, R19) | Initial meeting held with chief police officer responsible for Custody to suggest need of wider potential remit of WYP Officers.See previous. WYPolice to develop approaches for proactive engagement and referral to drug and alcohol services in order to achieve PIs. Consideration to early identification and referral of ‘frequent flyers’ in custody to services. What support and targeted work might be able to be provided to services to intervene early to reduce re-offending and re-appearing in custody. | WYPolice | Partner feedback:* Brief Interventions for Alcohol in custody and those identified through IOM process in the community. Mental Health as outlined in R19.
* Continuation of Conditional Cautioning pilot.
 |
| **R21.** Consistent information sharing agreements should be established with key West Yorkshire wide stakeholders such as West Yorkshire Police, Courts and Police. Consistency of information sharing around timely sharing of information with drug and alcohol services should be considered at all the key entry points including custody, court and prison. | District commissioners to further explore – see previous regarding custody developmentsInclude in agenda for good practice event across districts for discussion | OPCC/ Districts/ WY Police | This will be included in the OPCC event to be held after six months.Partner feedback:* IOM process managed by WYP within the IOM partnership Hub in the district. Information shared on daily basis.
* Consistency and timeliness of information is key to efficient and effective services. An across district good practice event will be welcomed.
 |
| **R22.** Further explore innovative approaches and what further interventions are required in delivering a targeted approach to ‘frequent flyers’ | * District commissioners to further explore
* Include as prerequisite within contracts to focus on frequent flyers
* Include in agenda for good practice event across districts for discussion

WY Police to consider early identification and referral of ‘frequent flyers’ in custody to services. What support and targeted work might be able to be provided to services to intervene early to reduce re-offending and re-appearing in custody. | Districts/OPCC/ WYPolice | Partner feedback:* Interventions in respect of Out of Court disposals being developed including Cond. Caution, Neighbourhood resolution and community resolution
* Good practice event is welcomed.
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| **R23.** Further explore early identifications and interventions with Youth Offending Services | Include as an agenda for WY YOT Managers meeting about how can further develop early identifications and interventionsInclude in agenda for good practice event across districts for discussion. Consider invitation to YOS representative to meeting. | OPCC | Youth Offending Teams will be invited to the event to be organised late spring/early summer by the OPCC |