

**HUMBERSIDE POLICE AND CRIME PANEL**

**DATE** 24 November 2020

**REPORT OF** Commissioning and Contracts Manager, Office of the Police and Crime Commissioner (OPCC)

**SUBJECT** General update for OPCC Substance Misuse Commissioning

**STATUS** Open

**1. EXECUTIVE SUMMARY**

1.1 The purpose of this report is to provide the Police and Crime Panel with an update on the work which the OPCC is progressing to lead, develop and support intervention for Substance misuse across Humberside, specifically in relation to criminal justice.

**2. RECOMMENDATIONS**

2.1 It is recommended that Members of the Police and Crime Panel use this report as background information to support oversight of the work of the PCC.

**3. BACKGROUND**

3.1 The OPCC currently contracts with separate Unitary Authorities for the delivery of substance misuse interventions across Humberside.

3.2 The contractual terms vary but are held between the Public Health Director (local authority Client) and the contracted service providers. The OPCC tops up these budgets, the summary of contract terms are:

- An initial 3 year period commenced April 2018 for the South bank
- Hull have a 6 year contract which commenced in 2018
- The Contractual terms facilitates two 12 month options to extend. These are now being used on the south bank
- The combined contractual value is circa £1m per annum and is distributed as follows:

Hull –	<b>£400,000</b>
ERY -	<b>£114,000</b>
NL -	<b>£155,311</b>
NEL -	<b>£291,000</b>
<b>Total –</b>	<b>£960,311 per annum.</b>

- 3.3 The investment is aligned to the police and crime plan aims, putting community safety, and reduction of harm at the heart of the approach.
- 3.4 Evidence shows that being in treatment itself reduces levels of offending, so the Modern Crime Prevention Strategy focuses on the need for treatment, prevention and enforcement to mitigate the impact of drug-related crime. Evidence-based drug and alcohol treatment can help reduce harm to the individual and the local community and deliver real savings, particularly in terms of crime costs.
- 3.5 The OPCC investment specifically includes:
- Screening and referral within Police custody
  - Management of substance misusing offenders within the community, including multi agency work with local partners such as Probation, Police, Courts. To support license conditions and manage those with coexisting substance misuse and offending into treatment
  - Liaison with through the gate services for continuity of care post prison release, Prison Healthcare, Offender Managers and prison visits to ensure continued engagement of treatment both through prison and post release, enabling safety of service users and their families and the wider community. Often this includes;
    - Assess for and deliver community disposals (Alcohol Treatment Requirements / Drug Rehabilitation Requirements)
    - Work across a range of CJ partners to ensure pathways are in place, effective engagement and referrals into structured treatment
    - Engaging clients in structured treatment to prevent further harm
- 3.6 Priority services for those who are vulnerable to serious harm from others. Priority groups include:
- High risk and priority offenders/prison leavers and those involved with Criminal Justice System
  - Offenders where substance misuse is associated with offending behaviour, including: Domestic abuse perpetrators and those subject to Multi Agency Public Protection Arrangements (MAPPA), Multi Agency Tasking and Coordination (MATAC) and Multi Agency Risk Assessment Conference (MARAC)
  - Individuals on discharge from prison
  - Those subject to a court ordered treatment requirements or with a Licence Condition requiring treatment
  - Those residing within Approved Premises

#### 4. CONTEXT: UNDERSTANDING OF THE ISSUES SO FAR:

4.1 There have been considerable landscape changes in terms of policy and positioning of services during the previous 5 years, the PCC has been keen to encourage a review of the delivery of substance misuse interventions with a potential for refreshed commissioning to reflect these changes. Changes of note include;

- Health and Social Care Reform reduced detox and rehab capacity, national spending on addiction reduced considerably during austerity. This picture is reflected within Humberside.
- National Probation reforms emphasised the use of conditional license, created less of a drive for community disposals, such as Drug Rehabilitation Requirements (DRR) and Alcohol Treatment Requirements (ATR)
- Changing drug markets / new and emerging trends placed less emphasis on drug test on arrest in Police Custody, more emphasis on assessment and referral
- Short sentencing and overcrowding in prisons, revolving cycle with absence of evidence based intervention
- Perceived over reliance on prescribed pharmacology but with sub optimal dosing, based on budget restraints
- County Lines and recognition of exploitation of vulnerability within these networks
- Pockets of innovation developing nationally in terms of new and emerging treatments, bespoke criminal justice services, diversion schemes
- Dame Carole Black Review suggesting a re emphasis on harm reduction and engagement, getting back to the evidence of 'what works'. <https://www.gov.uk/government/collections/independent-review-of-drugs-by-professor-dame-carol-black>
- The Dame Carol Black review has been very critical of the current landscape. This video is a very useful overview, presented by Dame Carol Black.: [https://zoom.us/rec/share/g0Gtlo55KFXVrIEHSe9P530-yYDNtHJP6NQQCx5xZ\\_n\\_8WtU-8ue5GkRvjswlsDI.uEdPnmbd4EE5gfhN?startTime=1603292577000](https://zoom.us/rec/share/g0Gtlo55KFXVrIEHSe9P530-yYDNtHJP6NQQCx5xZ_n_8WtU-8ue5GkRvjswlsDI.uEdPnmbd4EE5gfhN?startTime=1603292577000)

4.2 The OPCC has maintained regular contract meetings with all Public Health leads to quality assure and measure progress against Police and Crime plan aims.

4.3 There is a considerable amount of data available on drug treatment within the Police Force Area and Local Authority. This presents local estimates of the prevalence of opiate, alcohol and/or crack cocaine use; key national data for comparison, referral routes and pathways and is an indication of how the partnerships are delivering, local strengths and areas for improvement. This information is derived from the National Drug Treatment Monitoring System (NDTMS) and assists in understanding key performance areas relating to Criminal Justice, tested out with local stakeholders, as presented in the table below:

- There are some positive aspects across the Humber region, notably the engagement of voluntary attenders and numbers engaged in community treatment via criminal justice pathways. These rates in most cases are comparable with national and in some instances greater than national rates
- Local feedback is variable in terms of the relationships between substance misuse and the interface with local criminal justice partners, in particular prison teams and probation officers. Each local authority area has a unique treatment offer, often based on historical arrangements and local requirements
- There are issues with disengagement, increasing levels of service users disengaging within first 12 weeks of treatment
- Low disposals for community orders: Drug Rehabilitation Requirements / Alcohol Treatment Requirements
- Possible sentencing confidence issue with community orders
- High rate of drug related deaths in North Lincs
- Unmet need is particularly high for alcohol and in some areas this also spans across other substances such as crack/cocaine. Although these rates are only slightly higher than national, this may be contributing towards increasing levels acquisitive crime and public order issues within these areas
- Pathways from prison into community treatment are problematic and viewed a priority across all substances and work has progressed across the region in an attempt to explore and address some of these issues
- High levels of churn', revolving door episodes and interaction with criminal justice system, short sentencing for acquisitive crimes has created an absence of through care and destabilised treatment;

#### Substance Misuse Clients in contact with the CJS, Humberside 2020

	NEL	NLC	Hull	East Riding	Total
Opiates	185	178	514	73	<b>950</b>
Non opiates	18	8	23	23	<b>57</b>
Alcohol	41	14	68	68	<b>160</b>
Alc and non op	13	3	35	35	<b>69</b>
<b>Total</b>	<b>257</b>	<b>203</b>	<b>640</b>	<b>136</b>	<b>1236</b>

#### HEADLINES:

- The total number of people in treatment in Humberside who have interaction with the CJS is 1236 (Quarter 2 2020)
- Opiates continues to be the substance which have most interaction with CJS
- All areas except for ER are above national averages for interaction with Criminal Justice (Opiates)
- Continuum of revolving door scenario (arrest, referral, drop out, arrest)
- Despite North Lincs having second lowest in no's this represents the second largest % in the region in relation to all numbers in treatment
- Alcohol and alcohol non opiates is an increasing trend for interaction with CJS

## 5. OPCC COMMISSIONING ACTIVITY

- 5.1 On request of the PCC, the OPCC have led the way in challenging the arrangements for substance misuse and have supported development and led change in the sector. In April 2019 we carried out a Pathway event with the substance misuse workforce, to improve continuity of care from Prison for those with Substance Use Disorders (SUD).
- 5.2 In December 2019 we produced a landscape review for the Humberside Criminal Justice Board, much of this was derived from Public Health England data and local partnership feedback. We think we have understood what the main issues are both in terms of continuity of care and the general gaps in provision for people experiencing SUD within a criminal justice setting and we are starting to test out these initial understandings.
- 5.3 In April 2020, we supported Humberside Police in a successful bid to the Home Office for a Heroin and Crack Action Coordinator Role (HACAC). We are actively working with stakeholders in delivery of the HACAC action plan, aiming to target areas of highest harm within Humberside.
- 5.4 In August and September 2020 we ran substance misuse workshops on the South Bank of Humberside, specifically focussed on Criminal Justice. We connected the partnerships across Health and Justice and introduced possibilities of new treatment technologies (Buvidal). We continue to progress these work streams.
- 5.5 We are currently working in partnership with Humberside Police to pilot a diversion scheme for Acquisitive and Serious Organised Crime on the south bank. To support this pilot we have been working with NHS England and Leeds Community Healthcare Trust to improve the custody assessment process and include assessment for diversion. This pathway also includes Restorative Justice and a conditional element.
- 5.6 We are investigating the low rates of ATR and DRR within the Criminal Justice Board Sub group, a task and finish approach.
- 5.7 We have commenced a research project with Hull university to consider an improved way of assessing alcohol need within emergency settings (FASTr)
- 5.8 We are commencing a workforce consultation via our virtual discussion platform (Delib). We will take the learning from that to inform future options.
- 5.9 We are working with User Voice (National Probation Service) to consider service user experiences in relation to substance misuse within criminal justice pathways. Access to priority groups as those listed at section 3 are desirable. We are particularly interested in the views of those who are not effectively engaging in services / dropping in and out of service.

5.10 We have connected with OPCC offices on a national footprint who are delivering things differently and leading change, Namely West Midlands, Cleveland and most recently the North West. In December we have arranged for a presentation on national best practice in light of diversion schemes and alternative approaches.

5.11 We have developed an options appraisal for decision on a future service model. This will be further informed by the above consultation and engagement with best practice leaders.

## **6. DIRECTION OF TRAVEL AND CONSIDERATIONS FOR THE FUTURE.**

6.1 The OPCC aim to produce a visual strategy outlining future ambitions. This will include the separate components of criminal justice system reform, which have the following substance misuse intervention as a key themes:

- Optimising engagement and reducing harm, a Public Health approach;
- A bespoke and dedicated criminal justice team for substance misuse;
- Humberside diversion scheme and navigation into diversion pathways;
- Restorative approaches and community justice

6.2 The OPCC will continue to consult and engage with key partners to build appetite and develop the market to commission. There are some key areas of imminent legislation, namely the second part of the Dame Carol Black Review. This is likely to present some clear direction on an emphasis on:

- Reducing drug related offending, requiring partnership and cross government commitment.
- Improvement in the accountability of commissioning.
- A review of spending and local accountability.
- Improving the issue of fragmentation.
- A review of national quality standards for services and an improvement in CQC regulation for addiction services.
- Improved integration of local services.

6.3 A key consideration in the Dynamic Commissioning Framework which is being rolled out across Yorkshire and the Humber (Probation reform led investment). The OPCC will seek opportunities to bid for investment into diversion schemes and develop pathways which include meaningful activity for priority groups, such as Integrated Offender Management (IOM) and Prolific offenders.

6.4 The OPCC will seek to ensure that changes to commissioning provide value for money and are affordable whilst demonstrating impact on the Police and Crime Plan aims.

**Stewart Atkinson, Head of Contracts & Commissioning**

**Office of the Police and Crime Commissioner for Humberside**