



ORIGINATOR Supt Jon Dodman

DECISION NO. 39-2013

REASON FOR SUBMISSION: FOR DECISION

SUBMITTED TO: PCC

SUBJECT: Drug Testing On Arrest (DTOA)

SUMMARY:

1. Targeted Drug Testing on Arrest (DTOA) is a highly successful tool for local areas to identify drug-misusing offenders in order to address their behaviours and to reduce crime. Drug testing is firmly embedded within police procedures in many areas across England & Wales, with around 230,000 tests being conducted each year (April 2011).
2. During March 2012 Suffolk Constabulary, under their partnership umbrella within Suffolk Drug and Alcohol Treatment (DAAT-Public Health), took the decision to pilot DTOA at the Police Investigation Centre (PIC) at Martlesham Heath. The 6 month pilot commenced on 1st August 2012. Due to the pilot's initial success further funding is currently in place to extend the scheme until the end of September 2013.
3. As of the 15th April 2013 there have been 1061 tests conducted at the Martlesham PIC, of which 293 tests have been positive. 133 tested positive for both Opiates and Cocaine, 77 positive for Opiates and 83 positive for Cocaine. Taking into consideration any positive tests that have been overturned, there have been 282 Required Assessments made to speak with a drug worker either in the PIC, at the office in Ipswich or out of force.
4. This paper recommends a plan to extend DTOA at Martlesham until 31st March 2014 and also expand DTOA to Bury St Edmunds PIC.

RECOMMENDATION:

1. It is recommended to continue the work already undertaken at Martlesham PIC and expand the DTOA project out to the Bury St Edmunds PIC (option 2 in this document). This option comes at a total cost of £64,000 (rounded up). This includes the cost of two drug treatment workers who are being funded by Public Health. A total cost of **£25,000** is therefore sought from the PCC.

APPROVAL BY: PCC

The recommendation is agreed.

Signature

Tim Parnmore

Date

9/08/2013

DETAIL OF THE SUBMISSION

1. KEY ISSUES FOR CONSIDERATION:

The Drug Intervention Programme (DIP) is a critical part of the Government's strategy for tackling drugs. It began in 2003/04 as a three-year programme to develop and integrate measures for directing adult drug-misusing offenders out of crime and into treatment.

The programme involves criminal justice and drug treatment providers working together with other services to provide a tailored solution for adults – particularly those who misuse Class A drugs – who commit crime to fund their drug misuse. Its principle focus is to reduce drug related crime by engaging with problematic drug users and moving them into appropriate treatment support.

Drug addiction costs society £15.4 Billion each year. The annual cost of drug-related crime is £13.9 Billion and every year drug misuse costs the NHS £488 Million. An addicted person not in treatment commits crime costing on average £26,074 a year (Class A Misuse).

Drug treatment prevents an estimated 4.9 million crimes every year saving an estimated £960,000,000 to the public, businesses, criminal justice and the NHS. Every £1 spent on drug treatment saves £2.50 in costs to society .

Targeted Drug Testing on Arrest (DTOA) is a highly successful tool for local areas to identify drug-misusing offenders in order to address their behaviours and to reduce crime. There are further advantages to DTOA, with restriction on bail by placing on the courts a qualified obligation when considering bail applications in cases where the defendant has tested positive for a specified Class A drug.

The purpose of this provision is to reduce re-offending whilst on bail and there is compelling research evidence linking the use of heroin and crack/cocaine with acquisitive crime. There is a real concern that if such offenders are placed on bail they will re-offend in order to fund their drug misuse.

Suffolk Pilot

During March 2012 Suffolk Constabulary, under their partnership umbrella within Suffolk DAAT; (Public Health) took the decision to pilot DTOA at the Police Investigation Centre (PIC) at Martlesham Heath. Funding of £30,000 was allocated from Suffolk DAAT's Joint Commissioning Group (JCG) Adult Treatment Budget; £10,000 to fund DTOA and £20,000 for an additional drug worker at the Martlesham Heath PIC. The 6 month pilot commenced on 1st August 2012. Due to the pilot's initial success further funding is currently in place to extend it until the end of September 2013.

As of the 15th April 2013 there have been 1061 tests conducted at the Martlesham Heath PIC, of which 293 tests have been positive. 133 tested positive for both Opiates and Cocaine with 77 positive for Opiates and 83 positive for Cocaine. Taking into consideration any positive tests that have been overturned there have been 282 required assessments made to speak with a drug worker either in the PIC, at the office in Ipswich or out of force. Drug Intervention Records supplied by Westminster Drug Project, who are responsible for the delivery of Recovery Services in Suffolk, indicate that between August 2011 to March 2012 there were 141 voluntary interventions and between April to July 2012 there were 60.

Between August 2012 and March 2013 there were 120 voluntary interventions conducted as part of the Drug Intervention Programme (DIP). An additional 125 interventions took place as a direct result of DTOA at Martlesham PIC, thereby doubling the number of people receiving treatment.

Whilst the long term success of the subjects' recovery journey has yet to be determined, further data will be available later in the year. Although it is inevitable some participants will

drop out, many more will complete their journey through the system either as abstinent or prescribed alternative medication such as methadone or subutex, and this in itself should be regarded as a successful conclusion.

The most recent discussions resulted in an 'in principle' funding agreement between Public Health, Suffolk Constabulary and the Police and Crime Commissioner's office.

Future Options for Drug Testing on Arrest (DTOA)

There are broadly four options available in respect of developing Drug Testing On Arrest in Suffolk:

1. Continue with DTOA at Martlesham Heath PIC.
2. Expand DTOA to include Bury St Edmunds PIC in addition to Martlesham Heath PIC.
3. Expand DTOA to include Bury St Edmunds and Great Yarmouth PICs in addition to Martlesham Heath PIC.
4. Expand DTOA to include all 6 PICs across Suffolk and Norfolk.

Option 1 (Continue at Martlesham Heath PIC only - 6 Months)

Continued implementation at Martlesham from 1 October 2013 to 31 March 2014 would require increasing the investment already made in this project. Based on an average of 136 tests being currently carried out per month at Martlesham Heath, it is expected that a total of 816 tests would be carried out during this extended period. Each test costs £8.95 (£7,303.20). In order to continue at Martlesham it is necessary to purchase 2 Concateno DDS testing machines at £1375.00 each (£2,750.00) and with Laboratory confirmation, QA testing and other required consumables totalling (£3,000.00) (rounded up). The total cost of the physical testing during this period is £13,100 (rounded up).

The cost of the Westminster Drug Project to deliver the Required Assessments during this 6 month period will be (£19,403.00)

Whilst there are difficulties in recruitment a trained drug worker for a short term 6 month contract, the Westminster Drug Project via the Criminal Justice Commissioner for Public Health have been asked to re visit their cost estimates as these exceed the verbal undertaking given at the meeting to discuss further funding.

Total funding of £33,000.00 is required for this option (rounded up)

Option 2 (Martlesham Heath and Bury St Edmunds PIC's – 6 Months)

In order to continue the successful testing from 1 October 2013 to the 31 March 2014 at Martlesham Heath PIC and implementing the same processes at Bury St Edmunds PIC for a trial period of 6 months. It would require further investment for both the operational delivery of the scheme and the follow on process as delivered by the Drug Treatment Service who are responsible for the Required Assessment process.

Based upon arrest rates and trigger offences it is anticipated that there would be an average of 136 tests carried out at Martlesham Heath PIC with a further 125 being carried out at Bury St Edmunds PIC per month up until 31st March 2014, a total of 1566 tests at £8.95 per test.

(£14,015.00). It will be necessary to purchase 4 Concateno DDS testing machines at £1375.00 each, (2 at each PIC) (£5,500.00). During this time period Laboratory confirmation, QA testing and other required consumables will total (£5,000.00) for both testing sites.

The Required Assessment process is a crucial part of Drug Testing on Arrest is undertaken by the Westminster Drug Project. Based on detainees and tests being carried out during the relevant period as above, they have indicated that this would require 2 posts of a six month period (£38,807.00).

Total funding of £64,000.00 is required for this option (rounded up)

Option 3 (Expand DTOA to include Bury St Edmunds and Great Yarmouth PICs in addition to Martlesham Heath PIC)

This option explores the possibility of continuing at Martlesham Heath PIC and expanding to both Bury St Edmunds and Great Yarmouth PIC's where only the Suffolk detainees would be subject to the DTOA. Using the figures explained in Option 3. The additional cost of including DTOA at Great Yarmouth PIC would be again based upon arrest rates and trigger offences 840 tests at £8.95 per test (£7,518.00). Great Yarmouth will also require the purchase of two Concateno testing machines at £1375.00 (£2,750.00). Laboratory confirmation, QA testing and other required consumables will total (£4,217.00)

Therefore the total operational cost to implement and run DTOA at Great Yarmouth PIC would cost £14,485.00 per annum if training is undertaken in house. (Based on 2013 costs) It is not possible to take into consideration any staffing costs in respect of Drug Treatment Services at this time as Great Yarmouth is not covered by the Suffolk public Health and their Norfolk equivalent do not use Westminster Drug project.

Total costs to implement DTOA at Martlesham, Bury St Edmunds and Great Yarmouth PICs are estimated to be in the region of £78,500.00 per annum, excluding the cost of the required assessment process at Great Yarmouth

Option 4 (Expand DTOA to include all 6 PIC's across Suffolk and Norfolk)

This option is very much based upon an average of monthly arrests at the 6 PIC's across the two constabularies between June 2012 and May 2013 and an estimate that 25% of all arrests will end up in a drug test.

The costs quoted are for operational costs to deliver the testing in all six sites and do not include any of the required assessment costs as the costs for Norfolk are not known at this time and a full breakdown between the Norfolk and Suffolk arrests at the combined PIC's has not been done.

Each site will need two Concateno testing machines at £1375.00 (£16,500.00). Laboratory confirmation, QA testing and other required consumables will total (£18,000.00)

The total annual cost to run the operational side of DTOA at all six PIC sites across both Norfolk and Suffolk is estimated at £105,417.

2. FINANCIAL IMPLICATIONS:

- 2.1 Cost of recommended option totals £64,000 (rounded up). Health have agreed to fund the two Drug treatment Workers for six months at £38,807, leaving just over **£25,000** sought to fund equipment and consumables (this figure is an estimate based on predicted levels of testing required). Costs broken down as follows:

4 x Concateno DDS testing machines at £1375.00 each	£5,500
QA testing and other required consumables will total	£5,000
1566 x tests (estimated) at £8.95 per test	£14,015
Total	£24,515

3. OTHER IMPLICATIONS AND RISKS:

- 3.1 The risks associated with the project continuing at Martlesham until March 2014 are negligible, DTOA is succeeding in moving suspected offenders into treatment as described above.
- 3.2 There are risks associated with extending the project to Bury PIC and also with withdrawing from the programme, however there is mitigation available as below.
- 3.3 Financial Risk - Public Health withdraw from funding.
Mitigation - Public Health have agreed to fund the drugs workers for the 6 month period. This liability would not pass to the Constabulary unless it chose to continue the project and fund the gap.
- 3.4 Financial Risk – Funding to mainstream the project post March 2014 is not secured.
Mitigation – legacy infrastructure remaining would be confined to the Concateno machines (no additional police staff have been employed for DTO).
- 3.5 Human Resources – Funding to mainstream the project post March 2014 is not secured.
Mitigation - WDP are employing the drugs workers so any employer's liability would not sit with the Constabulary.
- 3.6 Constabulary Reputation - Funding to mainstream the project post March 2014 is not secured.
Mitigation – The intention is to mainstream DTOA. Should this not be achievable, a media strategy will be developed to facilitate exiting the programme whilst minimising any damage to the organisation's reputation.

4. OUTCOMES

- 4.1 The Police and Crime Commissioner has been consulted regarding the clear and measurable outcomes that would be required and the Office of the Police and Crime Commissioner has advised of the PCC's expectations as below.
- 4.2 "The PCC has considered these proposals and would wish to see measureable evidence of inputs/outputs and outcomes:
- While recognising that there is a direct link between the numbers of detainees and the numbers of tests conducted the PCC requires that the numbers of tests conducted between 1 October 2013 to 31 March 2014 are similar to or greater than the levels previously conducted over similar periods. If, during monitoring, these

levels are lower than these this will be brought to the attention of the PCC at the earliest opportunity.

- That 100% of the numbers of detainees who have been confirmed as testing positive (less those that are overturned) are required to undergo assessment and referred to an appropriate drug worker.
- That records are maintained relating to attrition rates (i.e. those detainees who are referred to an appropriate drug worker and do not participate further, and who are referred back through the criminal justice system).
- That records continue to be maintained in relation to the numbers of voluntary/DTOA interventions and referrals to enable future evaluation of the scheme.
- That further data continues to be collected relating to the long term recovery of participants.”

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes

APPROVAL TO SUBMIT TO THE DECISION-MAKER (this approval is required only for submissions to the PCC).

Chief Executive

I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the Police and Crime Commissioner.

Signature:



Date

9 AUG 2013

