



Project ADDER and MPS Strategic Direction

LiH Scrutiny Commission January 2023

BACKGROUND

Project Adder is an 'End to End' approach to the supply and use of illegal drugs. It provides additional resource for police to PURSUE Organised Criminal Networks (OCN's) responsible for the trafficking of controlled drugs whilst also supporting a partnership approach to the PREVENT, PREPARE and PROTECT elements. This includes treatment and recovery plans to cut drug-related crime along with the cycle of misuse and reoffending.

For Central East BCU, from April 2021 Project ADDER meant a new intensive approach to tackling drug misuse, which combines increased proactivity with enhanced treatment and recovery services, and brings together partners including the police, local councils and health services under the locally known partnership initiative, Operation Continuum.

Strategic Direction:

- Project ADDER (whole systems approach) / Operation Yamata (dismantling of internal London Drugs Lines) hybrid model: CE Project ADDER extension to 2025 with Home Office and MOPAC funding, ADDER/Yamata expansion to 5 other boroughs across the MPS with Home Office and MOPAC funding.
- Synergy between ADDER/Yamata working to dismantle OCN's and tackle the supply of drugs, whilst at the same time, providing increased partnership working for drug treatment and recovery to help cut drug-related crime and the cycle of misuse and reoffending.
- Project ADDER to remain for priority BCU boroughs and areas, these are currently CE, CN and AS.
- ADDER LITE to compliment the drugs strategy's £780 million investment to rebuild the drug treatment and recovery system nationally, based on a pan MPS system with central oversight to the BCU co-ordination team to ensure a joint up whole systems approach through partnership working.
- This is the first time such an approach has been taken nationally and aligns with the Government's 10yr Drugs Strategy to: break supply chains including 'exploitative and violent county lines'; and reduce demand by breaking the cycle of dependency through a local partnership approach to treatment and diversion under the Combating Drugs Partnerships.

4P Elements: (Protect, Prevent, Prepare, Pursue)

Protect:

- Developing pathways into treatment – strengthening DTOA (Drug Testing on Arrest – misuse pathways), widening use of OOCDD (Out of Court Disposals) into treatment/early intervention/education
- Home Office Two Tier Framework (2TF) - out of court disposal (OOCDD) framework – App/webpage – in custody and on the street, to align Project ADDER and the new 2TF.

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- Increase IOM capacity and coordination to meet demand – links to drugs treatment – break cycle of drug related offending/prevalence of drug use/drug related deaths.
- Referral 'apps' and portals for officers to refer directly into their services from the street, along with guidance on the use of existing judicial restrictions (CBO/CPN/CPW/Injunction), using positive requirements to drive drugs users into treatment. Court orders and use of legislation for prolific offenders not engaging in drugs treatment.
- Bespoke multi agency working group, supported by a monthly multi-agency problem solving forum for drugs users. Prison and third sector partnerships to reduce reoffending and minimise potential for drug related deaths and near misses, post release and within the community.
- ADDER/Yamata joint working and use of data on drugs users in order to make contact with them to divert them or offer them treatment. Use of data to identify top/vulnerable users who are then referred into treatment. Use of data to identify where most users are residing/frequenting on a ward level, so treatment services can focus resources.

Prevent:

- Project ADDER is further developing/supporting the Drug Related Death/Substance Misuse Panels to identify effectively share information with partners and disseminate good practice to contribute to improved outcomes and reduce drug related deaths.
- Naloxone - consultation paper submitted to Chief Officer Group (COG) supported Project ADDER. CE BCU has offered to be a pilot site for any trials and fully supports a decision to roll Naloxone out MPS wide.
- Consultation with treatment providers on how to improve/increase referrals from police and identify organisational learning for the MPS. This is an ongoing process and any learning will be captured by Project ADDER and report directly into the Pan London Drugs Forum and the MPS Drugs Board.

Prepare:

- Pan London learning – MPS Drugs Board, London Drugs Forum and widen the reach of Drugs Focus Desks - performance review on metrics such as Criminal Justice referrals into treatment, DIP tests, drugs trafficking charges for BCUs to share best practise and ensure consistently high performance.
- Substance misuse training for frontline officers; voluntary referrals to treatment - Increased use of Merlin for direct referrals into treatment for vulnerable people on a voluntary basis and referrals into drugs services if substance misuse is present.
- Drugs Market Profile/Drugs Related Violence Analysis - Driver of violence and growing enabler of enforcement – MSV linked to drugs supply and identifying opportunities to intervene, engage and enforce. 77.2% of OCGs mapped to Central East actively involved in criminal behaviour are linked to Drugs Activity. A review of the links between Drugs and Violence under Project Adder found that 28% of stabbings between September 2021 and July 2022 had a victim or suspect known for Drugs Supply. 34.4% of stabbings where "Serious" or "Fatal" injuries were sustained within that same period were found to potentially be drugs-related.

Pursue:

- ADDER Tasking budget allocated across local and specialist crime teams for short, medium and longer term operations, maintained and developed through Met Tasking, targeting drug trafficking, OCN's and firearms.

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- Ambition to move more into middle market space – OCN and Gangs - to increase reach and impact. OCN and Gangs disruptions expansion on which CE BCU currently leads the MPS.
- Improving processes/capability/coordination to improve outputs from existing operational teams
- Drugs Focus Desk – upping level of knowledge among all officers, improving conversion for drugs trafficking arrests whilst driving levels of activity across BCU's. Use of technology to identify further enforcement opportunities and input of Drugs Expert Witnesses to upgrade evidence and secure convictions with access to rapid drug services for officers to ensure cases are dealt with promptly

Legacy:

- The real legacy is the strength of the partnership across the BCU, local authority and health, which will now fall under the Combating Drugs Partnerships as part of the Harm to Hope 10 year drugs strategy
- The mantra is simple, the enforcement will focus on drugs supply, leaving and creating a clear space for diversion and treatment for those involved in drugs misuse, drug related deaths, crime and associated violence.

Out of Court Disposal:

- Out of court disposals are a proportionate way of dealing with low-harm offending. Conditions are meant to be rehabilitative, restorative, restrictive or punitive, but currently there is little to offer in the way of rehabilitative conditions. The new framework will seek to divert offenders into appropriate schemes to help them address the causes of their offending. This adopts an evidence-based approach which shows that diversion away from the formal criminal justice system can be more effective at reducing reoffending than sending an offender to court. By having more diversion and intervention schemes a real difference can be made, not just in reducing reoffending, but getting better outcomes for victims and offenders in the long term.
- Work is ongoing to align Project ADDER and the new Home Office Two Tier Framework (2TF). This is part of the preparation for implementation which is laid out in Part 6 of the Police, Crime, Sentencing and Courts Act 2022 (PCSCA). The legislation is due to be enacted on 1st April 2023 and will replace the existing formal out of court disposals covering **all** offending not just drugs although drugs is by far the biggest contributor to this.
- These are:
 - **Diversionsary caution** – in essence this replaces the existing conditional caution, and will be the upper tier of caution. Failure to comply with the condition(s) may result in prosecution for the original offence.
 - **Community caution** – the new lower tier outcome. Conditions will be similar to the Diversionsary caution, however non-compliance can result only in a fine.
 - Both will attract referrals into treatment programmes.
- In preparation for the implementation of this new framework, the London Criminal Justice Partnership Team at Met Prosecutions and Partnerships has been working with AS and NW BCUs as pilot areas, and also Project ADDER at CE BCU to develop a business model and process suitable to deliver the 2TF in the Metropolitan Police Service (MPS). The AS/NW pilot went live in early December and the plan is to test this in CE soon.

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- Implementation of the 2TF is being led by Cmdr John. The team are keen to follow the Project ADDER policies that have been drafted in CE BCU and align their implementation to Project ADDER delivery areas.
- The MPS will be retaining community resolutions to deal with the lowest level of harm offending. So this will be a two-tier 'plus' framework building on existing processes.

Drug Testing on Arrest:

- The link between illicit drug use and crime has been well researched. About 50% of murders are thought to be drug related in some way and nearly half of acquisitive crime is thought to be carried out by drug misusers. About 20% of adult drug offenders reoffends within one year (MOJ, 2020). Across London this is approx 25%.
- Drugs misusers should be provided the opportunity for treatment. Recidivism is high amongst Class A drug addicted offenders, so perhaps this message, albeit just a nudge, is a gateway for their recovery and reduced offending.
- Each month circa 1200 arrestees are tested for drugs across 25 custody suites with circa 600 testing positive. Of these, around 400 positive drug arrestees are required to attend one of 28 drug treatment centres.
- Treating drug misusers is often hindered by their non-attendance at required assessments. Between March 2020 and February 2021 the mean attendance rate was 27% in London.
- Project ADDER is driving DIP (Drugs Intervention Programme) processes and ensuring compliance with trigger offences and uplift in Inspector referrals. Recent MOPAC expansion to priority areas and additional funding has been secured through Project ADDER as part of the DTOA Expansion Project and Board, along with being in discussion with the Home Office Reducing Demand Policy to secure additional funding for this across the MPS.

Drugs Market:

- 77.2% of OCGs mapped to CE BCU actively involved in criminal behaviour are linked to Drugs Activity, and 52.6% are linked to Violent Criminal Activity: OCGs are not only involved in one organised crime enterprise, and drugs provides one such space for an intersection with violent behaviour.
- Of the 17 sub-types given for Drugs Activity, only 8 specified the type of involvement with a specific substance (Supply, Importation, Production, etc.) Across all sub-types, the Supply of drugs rank as the three highest. Interestingly, a combined 15.9% of OCGs were linked to Cannabis Importation or Cultivation (not accounting for any overlap between the two sub-types).
- In particular, the drug market in Hackney has been characterised by its link to gangs, more so than in Tower Hamlets, and the borough is generally considered to have one of the highest numbers of street gangs in the entire MPS. 61 Of 631 subjects named as suspects on a Drug Trafficking offence, 49 were found to have some form of link to one of the eight gangs considered amongst the MPS' "high harm" groups.
- A review of the links between Drugs and Violence under Project Adder, the first and second year of which are partially covered by the last year, found that 28% of stabbings between September 2021 and July 2022 had a victim or suspect known for Drugs Supply, which has traditionally been the more violence end of the drugs market.

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- 34.4% of stabbings where “Serious” or “Fatal” injuries were sustained within that same period were found to potentially be drugs-related. True levels of drug-related violence are difficult to ascertain due to an unwillingness of parties involved to cooperate with police investigations.
- However, previous analysis in this space found insufficient evidence to support an inference that drug markets drive violence in Hackney, whereas links had been seen to serious youth violence in Tower Hamlets. Involvement in drugs offending has been utilised as an Achilles Heel tactic to reduce risk around involvement in violence, even if the two are not directly linked.
- Eurofins is the laboratory provider for testing drugs seized by the MPS. Eurofins results for 2019/20 and 2020/21 both have Cannabis as the highest volume drug seizure (41.9%), with Cocaine second (36.4%) and Heroin third (21.7%). A higher number of Cocaine and Heroin seizures were made in 2020/21 compared with the previous year, however Cannabis seizures decreased.

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