

**Thames Valley Police and Crime Panel
17 July 2015**

Agenda Item	Page No
12 GENERAL ISSUES Update on:- Neighbourhood Policing Review Legal Highs MASH Update	3 - 14



Report to the Police and Crime Panel

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MULTI-AGENCY SAFEGUARDING HUBS AND REFERRAL CENTRES UPDATE

1 Purpose

- 1.1 The purpose of this paper is to provide the Police and Crime Panel with an update regarding the roll-out of Multi-Agency Safeguarding Hubs and Referral Centres (MASH) across the Thames Valley.

2 Oxfordshire MASH

- 2.1 There is continued progress within the partnership. There are now two education representatives in the MASH, one for primary and secondary schools interface and one for early years. Fire and Rescue have provided a virtual interface and a drug and alcohol team worker is also to join the MASH. An experienced analyst has recently joined the MASH and is starting to examine patterns, repeat demand, and areas of heightened risk.
- 2.2 Oxfordshire MASH records the highest level of MASH episodes, leading to both Children's Social Care and TVP are experiencing significant challenges in meeting the demand. Both have recruited additional staff to manage this. Domestic Abuse Triage is working very well and extended pathways are being looked at to develop appropriate and proportionate information sharing further.
- 2.3 The use of MASH to identify hidden harm for adults is planned to go live in November. This will be challenging with outstanding issues for IT systems, accommodation and partner interface processes (including expected levels of demand on partners).
- 2.4 Monthly MASH audits have been established which have proved very positive in highlighting best practice, showing how information provided informs decision making and gives good examples of excellent work where partner agency information has made a significant difference to a CSC decision and outcome.

3 Bucks MASH

- 3.1 Teams from police (incorporating the old referral centre), social care (which includes both children and adults), and health representatives have been co-located at Aylesbury. The number of MASH episodes was low. This did not reflect the amount of information sharing going on and the early discussions, including strategy meetings, which have been greatly improved. The number of recorded MASH episodes has recently improved significantly. Bucks County Council have commissioned a full review of child social care and their expectations of the MASH. BCC acknowledge the gap between initial resourcing and demand under the intended model. A re-design of the MASH process is being commissioned including the process of s47 cases & those initially intended for MASH, eg jigsaw of information to identify hidden harm.
- 3.2 The new process will need extra staff from health and social care. The continued absence of educational staff is noted. TVP will absorb additional demand with current staff, by adapting the research model that is completed in MASH and s.47 cases.

4 Milton Keynes MASH

- 4.1 There has been a successful co-location of teams, further enhanced by the addition of support from probation services. The unit has developed a strong culture of information sharing confidently in a secure environment. In common with Bucks the recorded numbers of MASH episodes were low as the recorded figures did not accurately capture the high number of cases where information was shared between partners and this was confirmed by an audit.
- 4.2 Consequently work is ongoing to reflect the work done accurately and record more of the work TVP are engaged in. Positive qualitative data reflects a very good customer experience for user and research subjects and an overall good direction of travel for the MASH.

5 Berkshire PVP Referral Centre into MASHs in Reading, Slough, Royal Borough of Windsor and Maidenhead, Wokingham, Bracknell and West Berkshire

- 5.1 Staff from the TVP Referral Centre have moved into Slough Police Station. They are co-located with CSC partners from the Borough but the MASH processes are not yet commenced. Funding for the IT installation for social care has now been agreed and we are awaiting an installation date. The business process workstream is progressing.
- 5.2 Staff from TVP Referral Centre have now moved into Reading MASH which will go live on 14th July 2015.
- 5.3 Windsor & Maidenhead, Wokingham, Bracknell and West Berkshire will have police co-located in their MASH arrangements. Individual MASHs for the six Berkshire unitaries was not TVP's preferred option as it is not cost effective for TVP, may not be readily supported by other Pan Berkshire partners and as

information sharing must reflect that many Berkshire residents have a footprint across different unitary authorities.

- 5.4 TVP are currently working with these authorities to support their projects, on the basis of additional funding from Windsor & Maidenhead, Wokingham, Bracknell and West Berkshire over three years. All are in the process of securing project managers. Windsor & Maidenhead LA are seeking an October 'Go live' date; the detailed critical pathway is being constructed which will inform the viability of this. The others have not yet set their timelines.

Anthony Stansfeld

Police and Crime Commissioner for Thames Valley



Report to the Police and Crime Panel

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NEIGHBOURHOOD POLICING REVIEW UPDATE

1 Purpose

- 1.1 The purpose of this paper is to provide the Police and Crime Panel with an overview of the Neighbourhood Policing Review and proposed next steps.

2 Overview

- 2.1 The operating environment for policing remains challenging and uncertain. The service will experience further organisational change much of which will be driven by macroeconomic realities. There is a requirement to reconfigure policing to meet changing demands and increasing expectations at a time of reducing resources. If these challenges are not managed appropriately public confidence will be undermined.
- 2.2 Concerns have been raised by Her Majesty's Inspectorate of Constabulary regarding the loss of Neighbourhood Policing capacity in forces where response and investigative responsibilities have crowded out community based activity focused on prevention, building public confidence and crime reduction¹. There is a risk the service, as a response to financial challenges, will retreat to reactive, response oriented policing, with resources deployed to respond to immediate needs rather than longer term requirements.
- 2.3 The review seeks to avoid a slide towards managed decline by proposing a redefining of the Neighbourhood Policing role, its relationship with communities and other police functions. The review is informed and supported by a literature review commissioned from the Police Foundation, engagement with the College of Policing and other forces and a series of focus groups and interviews held with Neighbourhood Policing practitioners and Local Policing Area (LPA) Senior Management Teams. The Review has been independently quality assured by the Police Foundation.

3 Review structure

- 3.1 The document opens with a PEST analysis which concludes that police leaders need to ensure forces are locally responsive to communities, and their elected representatives, as well as dealing with further reductions in funding through business process reengineering, the proactive management of demand and prioritisation of reactive resource deployment.
- 3.2 The middle section of the review proposes a strategy for Neighbourhood Policing enabled by partnership and focused on visibility, engagement, problem solving and community resilience. At the heart of the strategy is a requirement for Neighbourhood Policing Teams (NPTs) to focus on reducing demand through preventative interventions.
- 3.3 The third section recognises the need to establish an efficient model to enable the local delivery of reactive policing functions whilst allowing sufficient capacity to ensure dedicated Neighbourhood Policing resources. A draft structure is proposed that suggests the establishment of an appropriately balanced local policing model based on a systems thinking approach. The model is enabled by a commitment to reduce demand by NPTs, a recommendation to “triage” calls for service and revisit “all crimes investigation/attendance” policies to mitigate the impact of a reduced establishment and support the continuation of Neighbourhood Policing. The importance of understanding the value of Neighbourhood Policing against the proposed strategy is recognised through the development of a series of measures presented within a balanced scorecard model.
- 3.4 The review recognises the contribution Neighbourhood Policing can make in respect of preventative activity relating to terrorism, serious and organised crime and cybercrime. The use of technology is considered a key enabler to measuring value and supporting targeted patrol, automated analysis and effective engagement. The paper concludes by proposing the reconfiguration and reorientation of Neighbourhood Policing to reduce the exposure of communities to harm and, by extension, reducing demand for police responses focused on managing crisis.

4 A Strategy for Neighbourhood Policing

- 4.1 In 2013 the NPIA stated “*a clearer understanding is needed of the role and function of Neighbourhood Policing and what should be prioritised, given the reduction in resources*”ⁱⁱ. During the review process practitioners reinforced this recommendation by articulating a desire for the establishment of a corporate strategy to focus, guide and support Neighbourhood Policing Team (NPT) activityⁱⁱⁱ.
- 4.2 Anxiety and harm in communities reflected in demand for policing can be addressed in the short term by changing expectations, in the medium term through increasing participation and in the long term by reducing need. This is achieved by addressing mismatched expectations through changes in process

and communication, reducing over-supply, collaborative work to address threat and building community capacity to reduce need. The review suggests NPTs can make communities safer by adopting a strategy comprised of four elements:

- **Visibility:** To reassure communities through an accessible police presence (physical and online)
- **Engagement:** To better understand the 'grain' of communities, their needs, assets, and resources
- **Problem-solving** (in partnership): To work with other agencies to prevent and reduce demand and build policing capacity.
- **Building Resilience:** To mobilise social capital within communities.

4.3 Effective demand management will necessitate the scaling up of isolated, service based practice and embedding a culture shift in respect to partnership work. The review suggests the biggest potential gains will be found when public managers are able to look across a whole place and understand the relationships between public services as a whole and the diverse needs and resources of the area. The default assumption should therefore be towards a fluid, outcome-focused collaboration between NPTs and local agencies. Enhanced partnership working is considered a key enabler for the delivery of the Neighbourhood Policing Strategy. However partner organisations, like policing, also face austerity challenges.

4.4 The development of a Neighbourhood Policing Strategy is intended to compliment the organisational aim of working in partnership to make communities safer. The hypothesis that underpins the strategy can be summarised as:

Communities will be made safer by a Neighbourhood Policing approach enabled by partnership and focused on visibility, engagement, problem solving and building community resilience. Safer communities will reduce the demand for reactive policing services.

5 Next steps

5.1 The Neighbourhood Review was presented to the Chief Constable's Management Team in April. Following discussion the approach outlined within the paper was supported.

5.2 Neighbourhood Policing and Partnership are now in the process of developing the operational principles that will enable the delivery of the four pillars of the Neighbourhood Review, Visibility, Engagement, Problem Solving and Building Community Resilience, and are working with a number of LPA's in order to develop these principles.

5.3 The Neighbourhood Policing and Partnership Team have presented the strategy at a College of Policing conference on Local Policing. Considerable

interest was expressed in the work being undertaken within Thames Valley Police which is viewed as being at the forefront of national thinking as to how to sustain Neighbourhood Policing within the current policing landscape.

- 5.4 A steering group has been established to manage the implementation of the Neighbourhood Review and this will meet in July.
- 5.5 In August the Neighbourhood Policing and Partnership Team will visit each LPA in the force to outline the recommendations of the review and their proposed implementation. This will be an opportunity to engage with Neighbourhood Teams and partners to discuss the contents of the review and the proposed operational principles.
- 5.6 In September Neighbourhood Policing and Partnerships will be holding a force level seminar to outline the Neighbourhood Review, its recommendations and the proposed implementation
- 5.7 Milton Keynes will be initially used to pilot the problem solving approach, other areas are also likely to adopt some recommendations as pilots later in the year.

6 Summary

- 6.1 The Neighbourhood Review seeks to retain, but refocus, the concept of Neighbourhood policing. It is underpinned by the assertion that policing is best delivered locally and that only by trying new approaches will policing break free of the trap of seeking to do more with less but in effect doing the same only worse. Austerity will continue. The approaches of the past; pumping in more money, driving up performance through complex, costly processes and reducing 'supply' side costs through increased efficiency will no longer be sufficient and will not deliver necessary savings and service standards. "Supply side' cost management will only achieve finite savings. The Neighbourhood Strategy therefore focuses on addressing risk, harm and threat by promoting the principles of visibility, engagement, problem-solving and building community resilience and thereby reduce demand for "crisis" policing.

Anthony Stansfeld

Police and Crime Commissioner for Thames Valley

ⁱ http://www.excellenceinpolicing.org.uk/wp-content/uploads/2013/09/2-4_Valuing-the-Police.pdf

ⁱⁱ *Neighbourhood Policing Stocktake*, NPIA, 2013

ⁱⁱⁱ *PCSO Workshop Summary*, NH Review, 2014, *PC/PS Workshop Summary*, NH Review, 2014, *Buckinghamshire Inspectors*, NH Review, 1st July 2014 and *LPA Commander Consultation*, NH Review, 2014



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“LEGAL HIGHS” LEGISLATION

1 “Legal highs” is a term used to refer to new types of psychoactive substance. The chemical structure of these substances is continually changing and hence the government’s desire to legislate for them generically. They tend to be used as intoxicants and are thought to be unsafe (they have been blamed for deaths and admissions to mental health units) and illegal. According to the Home Office, during 2013 there were 120 deaths involving new psychoactive substances (NPS) across England, Scotland and Wales.

2 At the moment the substances are put under a temporary Misuse of Drugs Act (temporary class order) that has the effect of subjecting the following substances and products to temporary control under the Misuse of Drugs Act 1971:

- 3,4-Dichloromethylphenidate (3,4-DCMP)
- 4-Methylmethylphenidate
- Ethylnaphthidate
- Ethylphenidate
- Isopropylphenidate (IPP or IPPD)
- Methylnaphthidate (HDMP-28)
- Propylphenidate
- Any stereoisomeric form of a substance specified above.
- Any salt of a substance specified above
- Any preparation or other product containing a substance specified above.

3 The Secretary of State may make an order like this (a “temporary class drug order”) if two conditions are met. The first condition is that the substance is not a Class A, B or C drug. The second condition is that the Secretary of State has either consulted with the Advisory Council on the Misuse of Drugs (“the ACMD”) and has

determined that the temporary class drug order should be made, or otherwise has received a recommendation to that effect from the ACMD. If it appears after consultation that the drug is one that is being, or is likely to be, misused, and that misuse is having, or is capable of having, harmful effects then the relevant legislation can be passed to bring it under control of the Misuse of Drugs Act 1971 and / or pass legislation to allow for its safe production for lawful purposes (eg, pharmaceutical). Where orders are made enforcement of the legislation falls to the Police.

4 Legislation to blanket ban psychoactive substances, the Psychoactive Substances Bill, was included in the Queen's Speech. The Bill has been introduced in the House of Lords and is now published. The Bill is available on the Parliament website at: <http://services.parliament.uk/bills/2015-16/psychoactivesubstances.html>.

5 This Bill draws upon the Irish model and reflects previous discussions the Home Office has had with the NPS National Policing Working Group and the outcome of an Expert Panel's report.

6 The Bill creates new criminal offences to produce, supply, offer to supply, possess with intent to supply, import and export psychoactive substances. As recommended by the NPS Expert Panel, the Bill focuses on the supply of NPS and so does not include a personal possession offence. The maximum sentence, on conviction on indictment, would be seven years' imprisonment.

7 Due to the nature of the market the government has deliberately broadly defined a psychoactive substance, covering any substance consumed for its psychoactive effect. Substances, such as food, alcohol, tobacco, caffeine and medicines are excluded from the scope of the offences, as are controlled drugs which would continue to be regulated by the Misuse of Drugs Act 1971.

8 Under the Bill:

- it will be an offence to produce, supply, offer to supply, possess with intent to supply, import or export psychoactive substances; that is, any substance intended for human consumption that is capable of producing a psychoactive effect. The maximum sentence will be seven years' imprisonment.
- all of the UK will be affected by the blanket ban and law enforcement powers would be extended to all NPS supply from UK websites, so they can be shut down.
- substances, such as alcohol, tobacco, caffeine, food and medical products, will be excluded from the scope of the offence, as will controlled drugs, which will continue to be regulated by the Misuse of Drugs Act 1971.
- there will be powers to seize and destroy NPS and powers to search persons, premises and vehicles, as well as to enter and search premises by warrant if necessary.
- similar to the legislation introduced in Ireland, it will also capture substances that, although not new, are psychoactive, have been used as intoxicants for many years and are not harm free.

- there will be provision for civil sanctions – prohibition notices and prohibition orders – to enable the police and local authorities to adopt a proportionate response to the supply of NPS in appropriate cases.

9 The Bill creates civil sanctions – prohibition notices and orders and premises notices and orders – with breach of an order being a criminal offence. These sanctions will enable the police, local authorities and Border Force to take proportionate action to stop the supply of NPS, especially by “head shops”. The Bill also provides bespoke powers to seize and destroy NPS and powers to search persons, premises and vehicles as well as to enter premises by warrant if necessary.

10 The government has said that it appreciates that legislation alone will not solve the problem of NPS and will continue to develop and deliver a range of actions to enhance its approach to health, prevention and treatment with partners.

11 The Bill will proceed through the various Parliamentary stages over the next six months with anticipated implementation in April 2016. The Home Office will work with the National Law Enforcement NPS Working Group to develop an enforcement strategy over the coming months. They will also be working with experts to strengthen the forensic capacity and capability to support implementation of the Bill under the Home Office’s Forensic Early Warning System (FEWS).

12 This Bill has already had a difficult passage in the House of Lords where two former police officers police chiefs have argued that the same legislation in Ireland left police unable to prosecute as there is was accepted methodology that existed for testing a substance for psychoactivity. The policing minister however has said he is working with the Home Office to resolve this. The impact for the Police Service in terms of enforcement will become clearer as the Bill develops.

Anthony Stansfeld

Police and Crime Commissioner for Thames Valley

