

*Confident,
Safe &
Secure.*

Metropolitan Police Service

Drug Strategy 2010-13



**METROPOLITAN
POLICE**

Working together for a safer London

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Foreword

I am pleased to present the new MPS Drugs Strategy 2010-13. This strategy builds on the strengths and successes of the previous one by a renewed focus on reducing the harms caused by illegal drugs to local communities. This document results from extensive consultation and careful consideration of local and national priorities.

The responsibility for dealing with drug crime cannot fall to the police alone. Our strategy has partnership working at its core. It will provide direction to enable our officers to combat drug crime from a law enforcement, crime prevention and harm reduction perspective.

Drugs are both a cause and symptom of crime. Drug dependency may lead to involvement in acquisitive crime, violence, people trafficking, and prostitution. Society pays a huge cost on account of drug related deaths, ill-health, unemployability and break-up of families. The economic fallout includes loss of revenue associated with the problems listed above in addition to the vast sums of money laundered through the illicit economy, which in turn funds other criminality.

Our strategic objective is that the communities of London understand that the MPS is committed and effective in tackling the threat posed by illicit drugs and feel confident, safe and secure in consequence. This will only be achieved if we work closely with communities to identify their concerns and use community intelligence resolutely to target those causing the most harm.

Drug trafficking is a complex problem requiring attack on a broad front. Our strategy provides that. We will target the organised criminal groups involved in international and national drug trafficking, and seek to confiscate their ill-gotten gains at every opportunity. We will combat local dealers who flagrantly operate in the midst of our communities and close down crack houses and cannabis factories. We will work with partners to reduce the demand for drugs through treatment and education of young people. We will scan for new threats and adapt our tactics accordingly. We will do all we can to make Londoners safer from illicit drugs.

Electronic Signature

Cressida Dick

Assistant Commissioner Specialist Crime Directorate

Vision

Our vision is to improve safety and security and to increase public confidence by working with communities and partners to disrupt the supply of, and reduce the demand for, controlled drugs.

The MPS recognises its role to support the framework set out by the National Drugs Strategy 2008-18. The Government's 3-year Action Plan (2008-11) contains a number of key points.

- Protecting communities through robust enforcement to tackle drug supply, drug related crime and anti-social behaviour.
- Preventing harm to children, young people and families affected by drug misuse.
- Delivering new approaches to drug treatment and social re-integration.
- Public information campaigns, communications and community engagement.

During 2007 to 2010 the MPS successfully implemented a programme of work supporting the themes above. Some of these initiatives will continue to feature in the 2013 Strategy:

Reducing demand

- Interventions discouraging experimentation with drugs by young people by outlining the legal consequences

Reducing supply

- Disrupting class A drugs supply and closing crack houses
- Proactive work dismantling organised criminal networks
- Reducing local production opportunities by prevention and enforcement activities targeting the commercial cultivation of cannabis

Reducing harm

- Proving a gateway to treatment via the Drug Interventions Programme means that problem users who have committed acquisitive crime to fund their habit receive help and support

The Problem in Context

“As far as the relative scale and significance of the threats (*from crime in the UK*), it is still the case that most of those identified as involved in organised crime are engaged in drugs trafficking and distribution” (UK Threat Assessment 2009/10, Serious and Organised Crime Agency).

The main challenge facing law enforcement is the development of a strategy to cover an entrenched problem stretching from Afghanistan to Acton, from Columbia to Chingford. From local community concerns such as antisocial behaviour and theft, to highly organised and sophisticated criminal networks often associated with violence and money laundering; drug related criminality is a complex issue to police.

But this complexity can be simplified. Consultation has shown that the most important deliverables are community **confidence, safety and security**. Our activities, and the resources we commit, must be targeted at those aspects of drugs crime which cause local communities most concern. Quite simply, success should be measured by the extent to which we satisfy and reassure Londoners that we are dealing with the worst harms associated with illegal drugs.

This analysis argues for clarity about the ultimate purpose of our strategy and sharp focus about priorities. The purpose of our strategy is set out in the vision: to improve safety and security and to increase public confidence by working with communities and partners to disrupt the supply of, and reduce demand for, controlled drugs.

Underpinning this we identify two broad aims:

Aim 1 – We will reduce the **demand** for illegal drugs and the social, economic and criminal harm caused by their use through a coordinated approach with partners and stakeholders.

Aim 2 – We will tackle the **supply** of illegal drugs and reduce harm by working with partner agencies focusing on intelligence, prevention and enforcement activity in the worst affected neighbourhoods.

Six Key Activity Areas

Focus will be on six key activity areas (KAA), which will provide a strategic framework for our activity over the next three years. These are prioritised to reflect the emphasis on harm reduction and improving confidence in policing.

- **Engaging communities – Tackling drug dealing at the local level through focus on problems and offenders that cause most harm**
- **Targeting drug offenders involved in violent or serious acquisitive crime**
- **Disrupting class A trafficking**
- **Closing crack houses**
- **Disrupting commercial cannabis cultivation**
- **Seizing criminal assets and disrupting funds**

Performance Measurement

Performance overall in achieving the strategic objectives across the key activity areas will be assessed by the following:

- Improved public confidence and satisfaction in relation to drugs as measured by:
 - I. Public perception of the extent to which drug use or selling is a problem in their area. (PAS measure)
 - II. Public perception of how well the MPS tackles drug dealing and drug use. (PAS measure)

Target: Achieve a three-percentage point improvement in both measures across the three-year horizon of the strategy.

Tackling drugs is one of the elements of the “effectiveness in crime prevention and protection” domain of the MPS Performance - Confidence in Policing model (See Appendix 1). Improvement in these two measures of public perception will contribute to the MPS corporate objective of building confidence in the police. It will also support the Home Secretary’s strategic priority for policing: “Continue to increase public confidence in the police through tackling local priorities; also to reduce and prevent crime and anti-social behaviour and help tackle the problems caused by drug and alcohol misuse, in line with Public Service Agreements 23 and 25”.

Diagnostic Indicators

The development of metrics for monitoring drugs performance requires careful judgment. A balance must be struck to create synergy between performance measures that drive a reduction in offending, catalyse the right type of police activity and do not distort public confidence through creating an impression of a worsening drugs problem.

A number of diagnostic indicators will be used to monitor performance against the achievement of the confidence target, the key activity areas and the strategic aims:

- The number of identified drug criminal networks disrupted.
- The volume and value of asset confiscations under the Proceeds of Crime Act and the Drug Trafficking Act.
- Class A drug trafficking sanctioned detections.
- The number of cannabis factories closed and the number of sanctioned detections for commercial cannabis production offences.
- The number of crack houses closed down.
- In relation to Prolific and Priority Offenders:
 - I. Non-mandatory drug test offences; the number of PPO arrests where discretionary inspectors' drug test authorisations are given.
 - II. Compliance rates for PPO drug testing for all mandatory trigger offences.
 - III. Enforcement of Drugs Rehabilitation Requirement Orders (DRRO) - the number / percentage PPOs testing positive who fail to attend assessments who are arrested for breach of bail conditions.

Delivering the MPS Response

Delivering Harm Reduction - using the 5-P Framework

Presence

Be visibly seen to provide a quality service, which tackles drugs supply and associated nuisance. The lasting impact should be that communities, not the drug dealers, own the streets.

Performance

The MPS must perform its duty of protection and enforcement, adhering to the highest of standards. Performance must be linked to dealing with locally identified problems and strategic long term issues in order to catch criminals, reduce crime, make our streets safer and improve public confidence.

Productivity

Building on success, involvement and engagement with partner agencies, such as SOCA, HMRC UKBA, NTA to provide a streamlined and efficient service. All MPS units must employ informed use of the legislative operational options at our disposal. Awareness and use of policies and procedures to tackle drug crime is essential at all levels of the Service.

Professionalism

This will be achieved through the provision of a comprehensive programme of intelligence gathering, prevention, education and enforcement activities. Development of appropriate policies, procedures and practices will demonstrate MPS capability to provide a service that can deal with drug crime and related issues at all levels.

Pride

Improve the confidence of all London communities by showcasing MPS ability and achievements in tackling drug related criminality.

Delivery Plan 2010-2013

Target: To achieve a three-percentage point improvement in public confidence and satisfaction in relation to drugs across the three-year horizon of the strategy.

Improved public confidence and satisfaction in relation to drugs as measured by the MPS Public Attitude Survey:

- I. Public perception of the extent to which drug use or selling is a problem in their area
- II. Public perception of how well the MPS tackles drug dealing and drug use

1	<p>Activity: Engaging Communities- Tackling drug dealing at the local level through focus on problems and offenders that cause most harm.</p> <p>Context: The emphasis on ‘Confidence in Policing’ as the sole police and local authority performance indicator makes it imperative that the Drugs Strategy is closely linked with this performance framework. Delivery should be underpinned by community empowerment in identifying local solutions to local problems.</p>			
	What we seek to do	Responsibility	Links to the National and MPS Performance Drivers	Supporting Diagnostic Indicators
1.1	Determine what influences public perception of drug related harm through audits at ward level, in addition to problem interpretation based on police activity, crime pattern and intelligence products.	TP PIB	<p>SPI2.3 - Increased confidence in policing & satisfaction.</p> <p>SPI2.2 – Police and Local Authority dealing with local concerns.</p> <p>Effectiveness – By tackling drugs.</p> <p>Community Commitment / Engagement -</p>	Class A trafficking sanctioned detections.

			<p>Understanding the issues that affect the community, Dealing with the issues that affect the community, Reliability to be there when needed and deal with minor crimes.</p> <p>NI42 - Perception of drug use or drug dealing as a problem</p>	
1.2	<p>Prioritise enforcement activity initiated from community-led intelligence. Engage a problem solving approach to deliver engagement with partners at local neighbourhood level.</p>	TP	<p>SPI2.3 Increased confidence in policing & satisfaction.</p> <p>SPI2.2 – Dealing with local concerns Effectiveness – By tackling drugs.</p> <p>Community Commitment / Engagement - Understanding the issues that affect the community, Dealing with the issues that affect the community, Reliability to be there when needed and deal with minor crimes.</p> <p>NI42 - Perception of drug use or drug dealing as a problem.</p>	<p>Class A drug trafficking sanctioned detections.</p>

1.3	Target networks, gangs and drug markets in response to community concerns identified at ward level. Focus on drug market related anti-social behaviour and gang issues.	ALL	<p>SPI2.2 – Dealing with local concerns</p> <p>NI42 - Perception of drug use or drug dealing as a problem</p> <p>PSA 14 – Increase the number of children and young people on the path to success.</p>	<p>The number of identified drug criminal networks disrupted.</p> <p>Class A drug trafficking sanctioned detections.</p> <p>The number of crack houses closed down.</p>
1.4	Reducing the harm to young people by supporting drug education delivery role by emphasising the consequences of entering the criminal justice system and the effect on an individual's future prospects.	ALL	PSA 14 – Increase the number of children and young people on the path to success.	
1.5	Specifically target those who entice or pressurise young people into involvement in drug dealing.	TP	<p>Effectiveness - By tackling drugs</p> <p>PSA 14 - Increase the number of children and young people on the path to success.</p>	Class A drug trafficking sanctioned detections.

1.6	Promote joint agency problem solving initiatives and interventions and diversionary tactics to identify communities where young people are susceptible to drug related problems and alleviate harm.	TP	Effectiveness - By tackling drugs Community Commitment / Engagement - Understanding the issues that affect the community. PSA 23 – Make communities safer.	
2	<p>Activity: Targeting drug offenders involved in violent or serious acquisitive crime</p> <p>The harm reduction approach supported by this strategy means greater focus on the small number of offenders that do the most harm. Targeting drug using prolific and priority offenders (PPOs) and improved efficiency in our systems used to deal with them will have an additional impact on acquisitive crime and supports partnership work in diverting users into treatment. This will require a multi-agency approach linking enforcement, offender management, treatment and rehabilitation agencies.</p>			
	What we seek to do	Responsibility	Links to the National and MPS Performance Drivers	Supporting Diagnostic Indicators
2.1	Voluntary extension of the Drug Interventions Programme to all 32 boroughs.	TP Drugs Directorate	PSA –23 Make communities safer. PSA 25 - Reduce the harm caused by drugs and alcohol. NI38 – drug related class A offending	Non-mandatory drug test offences; the number of PPO arrests where discretionary inspectors' drug test authorisations are given. Compliance rates for PPO drug testing for all mandatory trigger

			NI40 - drug users in effective treatment.	offences.
2.2	<p>Arresting and diverting PPO drug users, the provision of a regularly updated list of PPOs who have tested positive to ensure that the right offenders are targeted</p> <p>Maximise drug-testing opportunities, ensuring that PPOs arrested for non-trigger offences are considered for drug tests on every occasion.</p>	TP Drugs Directorate	<p>NI30 – Re-offending rate of prolific and priority offenders.</p> <p>NI38 – drug related class A offending</p> <p>NI40 - drug users in effective treatment</p> <p>Increase in all PPOs considered for DIP intervention through inspectors' drug test authorisations.</p>	<p>Non-mandatory drug test offences; the number PPO arrests where discretionary inspectors' drug test authorisations are given.</p> <p>Compliance rates for PPO drug testing for all mandatory trigger offences.</p>
2.3	Enforce required assessment and restriction on bail legislation where users refuse to take advantage of treatment opportunities.	TP Drugs Directorate	<p>NI30 – Re-offending rate of prolific and priority offenders.</p> <p>NI40– drug users in effective treatment.</p> <p>Percentage of PPOs prosecuted for failing to attend assessments or arrested for breaching restrictions on bail.</p> <p>Year on year reduction in the average time taken to arrest offenders in breach DRRO</p>	<p>Enforcement of Drugs Rehabilitation Requirement Orders (DRRO) - the number / percentage of PPOs testing positive who fail to attend assessments who are arrested for breach of bail conditions.</p>

3	<p>Activity: Disrupting class A trafficking</p> <p>Context: Class A drugs cause the most harm and thus remain a national priority. The MPS must work in conjunction with partner enforcement agencies such as SOCA, UKBA and HMRC to facilitate harm, demand and supply reduction through enforcement activities at NIM Levels 1, 2 and 3 as appropriate.</p>			
	What we seek to do	Responsibility	Links to the National and MPS Performance Drivers	Supporting Diagnostic Indicators
3.1	Target criminal networks engaged in the trafficking of class A drugs.	ALL	Effectiveness – By tackling drugs.	<p>The number of identified drug criminal networks disrupted.</p> <p>The volume and value of asset confiscations under the Proceeds of Crime Act and the Drug Trafficking Act.</p> <p>Class A drug trafficking sanctioned detections.</p> <p>The number of crack houses closed down.</p>

3.2	<p>Level 2 Cross-border and Pan London operations as appropriate.</p> <p>Support Level 1 local operations targeting dealers at street level.</p>	ALL	<p>Effectiveness – By tackling drugs.</p> <p>NI42 - Perception of drug use or drug dealing as a problem.</p>	<p>The number of identified drug criminal networks disrupted.</p> <p>The volume and value of asset confiscations under the Proceeds of Crime Act and the Drug Trafficking Act.</p> <p>Class A drug trafficking sanctioned detections.</p>
3.3	<p>Support the most affected wards through the intelligent use of covert policing / test purchase operations.</p>	TPHQ SCD	<p>Effectiveness – By tackling drugs.</p> <p>NI42 - Perception of drug use or drug dealing as a problem.</p>	<p>Class A drug trafficking sanctioned detections.</p> <p>The number of crack houses closed down.</p>
3.4	<p>Act against level 3 criminality manifested at level 1 by executing controlled deliveries enabling intelligence development.</p>	TP MIB	<p>Effectiveness – By tackling drugs.</p> <p>NI42 - Perception of drug use or drug dealing as a problem.</p>	<p>The number of identified drug criminal networks disrupted.</p> <p>Class A drug trafficking sanctioned detections.</p>

4	Activity: Closing crack houses Context: Rates of acquisitive crime tend to be higher in the vicinity of crack houses. Criminals often target vulnerable members of the public and take over their homes through intimidation and violence. If left unchecked the presence of crack houses in a community constitutes not only a public nuisance but also has a negative impact on public confidence.			
	What we seek to do	Responsibility	Links to the National and MPS Performance Drivers	Supporting Diagnostic Indicators
4.1	Work closely with local authorities to ensure prompt identification and closure of crack houses.	TP	Effectiveness – By tackling drugs. NI42 - Perception of drug use or drug dealing as a problem.	The number of identified drug criminal networks disrupted. Class A drug trafficking sanctioned detections. The number of crack houses closed down.

5 Activity: Disrupting commercial cannabis cultivation

Context: The commercial cultivation of cannabis on boroughs is identified as a serious threat to the MPS. The criminal networks involved profitably launder vast sums of money, are linked to acquisitive crime and violence, including kidnap and murder. This lucrative activity attracts rival criminal networks and these clashes may put innocent citizens at risk. The wider implication is the harm from the more potent high-THC variants of cannabis resulting from the intensive methods used in this type of cultivation. The current practice is to reactively close the factories and treat them as individual crimes rather than products of organised criminal activity. Operational activity would benefit from intelligence gathered through thorough crime recording, investigative and forensic practices. This would enable disruption higher up in the criminal network.

The MPS has already produced a booklet for landlords and letting agencies, which provides information on how to avoid becoming a victim. Prevention strategies involving the Home Office, Energy Companies and the Association of British Insurers are being developed

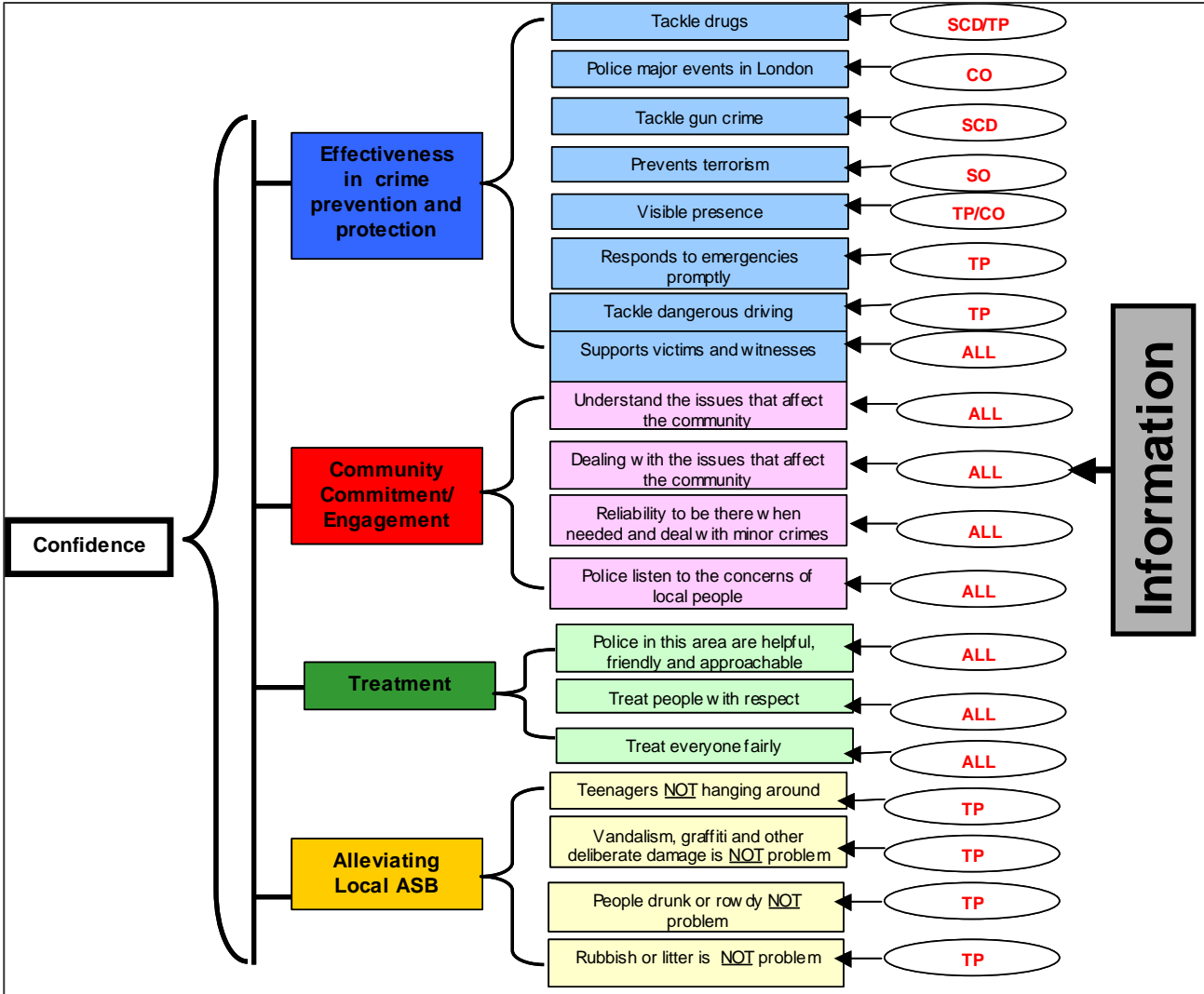
	What we seek to do	Responsibility	Links to the National and MPS Performance Drivers	Supporting Diagnostic Indicators
5.1	Develop intelligence and target criminal networks involved in commercial cannabis cultivation.	MIB TP SCD	Effectiveness – By tackling drugs. The number of commercial cannabis cultivation networks disrupted.	The number of drug criminal networks disrupted. The volume and value of asset confiscations under the POCA and the Drug Trafficking Act. The number of cannabis factories closed and the number of sanctioned detections for

				commercial cannabis production offences.
5.2	Forensic and investigative practices to improve intelligence gathering and detections with a view to asset recovery.	TP SCD	<p>Number of sanctions detections for cannabis production and cultivation.</p> <p>Number of POCA interventions – confiscation orders and asset recovery.</p>	<p>The number of drug criminal networks disrupted.</p> <p>The volume and value of asset confiscations under POCA and the Drug Trafficking Act.</p> <p>The number of cannabis factories closed and the number of sanctioned detections for commercial cannabis production offences.</p>
5.3	Detect cannabis production sites, partnership working with estate agents local private landlords' associations, power companies.	TP	<p>SPI2.3 Increased confidence as police are visibly seen to be tackling drug production in the community.</p> <p>Effectiveness – By tackling drugs.</p> <p>NI42 – Perception of drug use or drug dealing as a problem.</p>	
5.4	Raise awareness within local communities,	TP	SPI2.3 Increased Confidence in Policing &	The number of cannabis

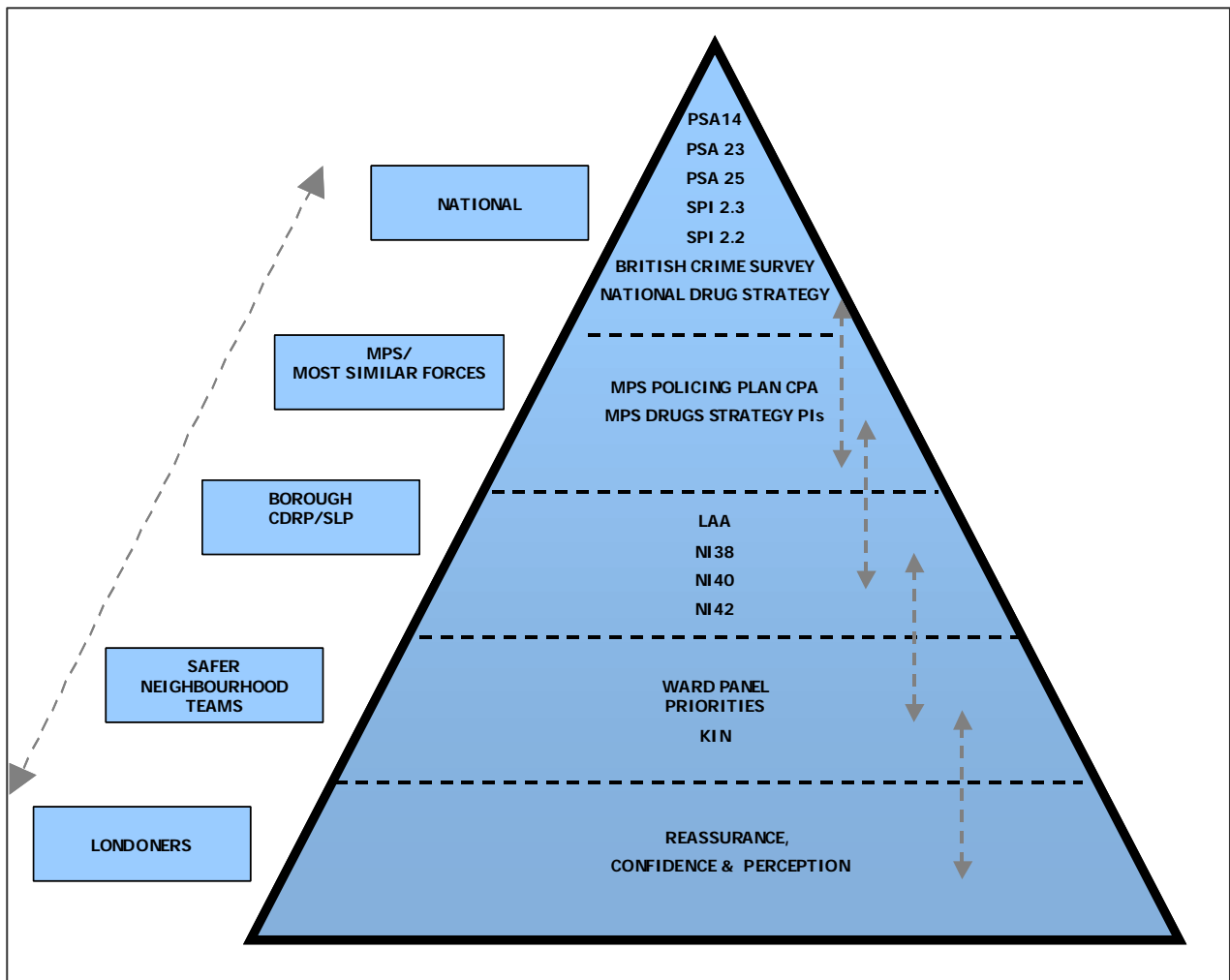
	identifying sites by increasing community intelligence and acting on it.		<p>Satisfaction.</p> <p>Effectiveness – By tackling drugs</p> <p>Community Commitment/Engagement - Understanding the issues that affect the community, Dealing with the issues that affect the community, Reliability to be there when needed and deal with minor crimes.</p>	factories closed and the number of sanctioned detections for commercial cannabis production offences.
6	<p>Activity: Seizing assets and disrupting funds</p> <p>Context: A Home Office research paper on the illegal drugs trade indicates that drug dealers considered asset recovery measures more punitive when compared to imprisonment. It is estimated the drugs trade is worth up to £8 billion per annum. Thus there is ample opportunity for the MPS to expand the use of this particular tool. This work is not limited to specialist units but can be deployed through maximising opportunities arising from routine police work.</p>			
	What we seek to do	Responsibility	Links to the National and MPS Performance Drivers	Supporting Diagnostic Indicators
6.1	Increase number and amount of assets seized and subsequent confiscations related to drug supply offences.	SCD TP	Proceeds of Crime (Payback Index) PI aligned to national targets (awaits development subject to consultation with Payback Unit).	The volume and value of asset confiscations under POCA and the Drug Trafficking Act.

6.2	Publicise asset recovery to remove 'role model' image of drug dealers.	SCD TP		The volume and value of asset confiscations under POCA and the Drug Trafficking Act.
6.3	Publicise community investments from proceeds of crime	ALL		The volume and value of asset confiscations underPOCAand the Drug Trafficking Act.

Appendix 1 MPS Performance – Confidence in Policing



Appendix 2 MPS Drugs Performance Model



KEY

PSA - Public Service Agreements

PSA 14 - Increase the number of children and young people on the path to success

PSA 23 - Make communities safer

PSA 25 - Reduce the harm caused by alcohol and drugs

SPI 2.3 – Confidence in local police

SPI 2.2 – Dealing with local concerns

LAA – Local Area Agreements

NI38 – Drug-related (Class A)Offending

NI40 - Drug Users in effective treatment

NI42 - Perception of drug use or drug supply as a problem

Abbreviations

Abbreviations

DIP	Drug Interventions Programme
DRRO	Drugs Rehabilitation Requirement Orders
HMRC	HM Revenue & Customs
KAA	Key Activity Areas
MIB	Met Intelligence Bureau
MPS	Metropolitan Police Service
NIM	National Intelligence Model
NTA	National Treatment Agency
PAS	Public Attitude Surveys
PI	Performance Indicator
PIB	Performance Information Bureau
POCA	Proceeds of Crime Act
PPO	Prolific & Priority Offenders
SCD	Specialist Crime Directorate
SOCA	Serious & Organised Crime Agency
THC	Tetra-Hydro-Cannibol
TP	Territorial Policing
TPHQ	Territorial Policing Headquarters
UKBA	UK Border Agency