

Safer and Stronger Communities Overview and Scrutiny Committee

20 September 2019

Alcohol and Drug Harm Reduction Strategy Group Update 2018/19



Report of: Amanda Healy, Director of Public Health

Electoral division(s) affected:

Countywide

Purpose of the Report

- 1 To provide Safer and Stronger Communities Overview and Scrutiny Committee with an update on the Alcohol and Drug Harm Reduction Group (ADHRG) Plan on a Page outcomes.

Executive summary

- 2 The report covers the work of a range of partners engaged in the Group with the aim to reduce alcohol and drug misuse related harm. It includes updates on:
 - County Durham Alcohol and Drugs Harm Reduction Plan on a Page 2017-2020, Action Plan and Performance
 - Alcohol Challenge, Leadership and Results Alcohol CLearR
 - Alcohol Licensing in Durham
 - Balance, including Alcohol – Minimum Unit Pricing (MUP)
 - Public Health England (PHE) and Drinkaware Partnership
 - Drug and Alcohol Recovery Service Contract
 - Naloxone
 - Women’s Recovery Academy Durham (WRAD)
 - Holistic Needs Assessment (HNA) for long term opiate use
 - Substance Misuse Related Deaths Review
- 3 There are no areas of work that are highlighted as a risk or require an exception report.

Recommendations

- 4 Members of the Safer and Stronger Communities Overview and Scrutiny Committee are recommended to:
 - (a) Note the content of this report.
 - (b) Note the update on the actions associated with the ADHRG Plan on the Page (appendix 2).

Background

- 5 The Crime and Disorder Act 1998 and subsequent legislation require responsible authorities in Local Authority areas to develop and implement a Partnership Plan. In County Durham this plan has been developed by under the governance of Safe Durham Partnership.
- 6 The Safe Durham Partnership Plan includes an objective to reduce of the harm caused by substance misuse.
- 7 The ADHRG was set up to bring together a range of stakeholders engaged in alcohol and drug harm reduction to oversee the implementation of actions contained within this objective.
- 8 The ADHRG Plan contains these actions. It also contributes to the reduction of crime and disorder in our local communities caused by substance misuse.

Alcohol and Drug Harm Reduction Group Update

County Durham Alcohol and Drugs Harm Reduction Plan on a Page 2017-2020 and Action Plan

- 9 The County Durham Alcohol and Drugs Harm Reduction Plan on a Page (2017-20) was agreed by the Group in April 2019. However, work on the development of the associated Action Plan was delayed enabling the recommendations of the PHE self-assessment tool, Alcohol CLeaR, to be integrated into the plan.
- 10 The Alcohol CLeaR (Challenge services, Leadership, and Results) is an evidence-based approach, local alcohol partnerships can use to consider how effective local system and services are at preventing and reducing alcohol-related harm. This approach helps partnerships to develop action plans for improvement.
- 11 The Alcohol CLeaR process was completed in February 2019. A draft ADHRG action plan was developed and consulted on with partners in the spring. The finalised plan will be presented at the ADHRG meeting on 23rd September 2019. Alongside this, the ADHRG performance report has been reviewed and the membership of the group has also been refreshed.

- 12 The new National Alcohol Strategy for England, which was expected to be published summer / autumn 2019, is still pending. From the information we have, the key themes for the new National Alcohol Strategy may be:
- Preventing and reducing harmful drinking (preventing dependency, improving pathways into treatment, preventing re-offending);
 - Tackling vulnerability (supporting individuals who are vulnerable to harm due to their own misuse of alcohol);
 - Professionalisation of the licensing regime (provision of good quality training, improving the statutory guidance, sharing good practice with local regimes).
- 13 All of the key themes suggested in the new strategy are already integrated within the ADHRG Strategy and Action Plan but will be reviewed again for alignment once the national strategy is published.

Key updates

Performance

- 14 In early 2018 it was reported that the outcome measure Successful Completions for Opiate users, had for the first time exceeded the National Average.
- 15 The number of alcohol seizures from children by the police has seen a reduction throughout the year. In addition, vulnerable child forms are now being completed to increase the support available for children and their family members who condone underage alcohol use.
- 16 There is a national decline in the numbers of people in treatment for alcohol, which is also reflected in County Durham figures. Work is taking place with colleagues in PHE to understand the reasons for this across the North East and find ways of increasing the numbers of dependent alcohol users accessing treatment.

Alcohol CLear

- 17 In February 2018, Durham County Council Public Health were approached by PHE to be a pilot area for Alcohol Clear. This is a peer assessment to support the planning and improvement of local alcohol systems, services and interventions to reduce alcohol harm. Subsequently a self and peer assessment was completed by October 2018.
- 18 Following the Alcohol CLear assessment, a time-limited task and finish group was set up to review all ADHRG performance indicators. This is complete and the indicators now also include a narrative alongside figures to explain the outcomes.

- 19 The final report highlights our robust partnership with members political and senior officer buy-in. It notes how active the Public Health team is across the alcohol agenda and praised the breadth of work provided as evidence.
- 20 The report identifies the need to refresh ADHRG action plan and recognises several opportunities for more integrated or joint working in areas such as secondary care, alcohol licensing, information sharing and commissioning.
- 21 An ADHRG Action Plan integrating the Alcohol CLear Action Plan has been developed with partners and will be reviewed at the ADHR Group 23rd September 2019.

Alcohol Licensing in Durham

- 22 The consultation on the Statement of Licensing Policy was launched on 1st Feb 2019 until 3rd May 2019. All Responsible Authorities have provided responses as well as other interested parties such as Balance. All consultation responses will be reviewed, and a new Durham County Council Statement of Licensing Policy is expected to be launched in October 2019.

Balance – The North East Alcohol Office

- 23 County Durham continue to manage the Fresh and Balance contract and pre-procurement work began in the second half of 2018 for new contract arrangements in April 2019. Fresh and Balance provide a comprehensive denormalization programme for tobacco and alcohol across seven Local Authority areas. This approach helps maximise the impact of alcohol harm reduction at scale and creates a value for money approach for all local areas involved.
- 24 Balance campaigns in 2018/19 have covered:
 - Alcohol Free Childhood - as part of Alcohol Awareness Week with the launch of a new website, “What’s the Harm” targeting parents with messages around alcohol’s harm on children and the Chief Medical Officer’s children’s drinking guidelines. The campaign ran on radio and online across the 7 local authority areas. There were 23,000 visitors to <https://whatstheharm.co.uk/> website with 50 pieces of national and regional media coverage. 6/10 surveyed parents said it made them understand how alcohol can harm children’s health and had made them think twice about allowing children to have alcohol in the future. 48% of surveyed parents who recalled the scheme said it changed their mind about age children should be allowed alcohol

- “Spot of Lunch” campaign highlighting the link between alcohol and cancer, specifically breast cancer for this campaign. The campaign ran on TV and online. There were 81,000 website visits with 55% of NE adults (over 1m adults) recalling the campaign. 57% said it made them feel they should cut down how much they drink and 21% said they cut down how often they drink after seeing the campaign.

25 Balance have continued to lobby government and MP’s on Minimum Unit Price, Cheap Alcohol / tax, reinstating the duty escalator and stopping tax cuts.

Alcohol – Minimum Unit Pricing (MUP)

26 Balance and Sheffield University held an event in County Durham on 13th November 2018 to share research on the expected results and impact on areas for each Local authority if a 50p MUP for alcohol was introduced in England. The research reported in some detail the impact on consumption levels, alcohol-related death rates, alcohol-related hospital admissions, health inequalities and alcohol-related crime.

27 The information presented by Sheffield University shows the North East region has the most to gain from the introduction of MUP.

28 When the data is formally released. Balance will arrange a meeting with North West colleagues to discuss next steps and launching the research results to the media.

PHE and Drinkaware

29 In 2018, PHE began to work with Drinkaware (an industry funded charity). This is the first time this arrangement has been seen and it has caused some concern amongst key professionals. PHE see this as a long-term partnership with Drinkaware. All Directors of Public Health in Local Authorities from across the region wrote to PHE opposing this partnership.

30 There has since been a review of PHE’s principles of engagement with a range of unhealthy commodity industries. The result of that review is that PHE have stated they, ‘limit the nature of its engagement with the alcohol industry to a dialogue and exchange of information, for achieving positive outcomes for public health.’

Drug and Alcohol Recovery Service Contract

31 Following the administration of Lifeline, the new Drug and Alcohol Recovery Service (DARS) contract was awarded in February 2018. Humankind are working as lead provider with Spectrum providing clinical interventions and The Basement Project implementing the recovery and community elements of the service.

- 32 The model for the DARS is family-focused with a strong ambition to deliver high quality services. Recovery Centres are based in Durham city, Peterlee and Bishop Auckland, with satellite support services available in the communities of Consett, Chester-le-Street, Stanley, Seaham, Spennymoor, Newton Aycliffe and Barnard Castle.
- 33 The DARS provides prevention and harm reduction support including needle exchange, one-to-one and group behavioural support, clinical prescribing, health checks, mutual aid, training and employment opportunities and aftercare to help reintegrate individuals back into their local communities.
- 34 In Spring 2018, a series of thematic groups reviewed current pathways and the service delivery to inform the new specification, working in partnership with key stakeholders. These included County Durham and Darlington NHS Foundation Trust (CDDFT), Tees, Esk and Wear Valley Trust (TEWV), children and adult services, Harrogate and District NHS Foundation Trust, CCG's, Police, probation, Area Action Partnerships and the Voluntary, Community and Social Enterprise sector. All pathways are now working in practice to deliver support for over 2,898 drug and alcohol clients (May 2019).
- 35 The new service providers were inspected by the Care Quality Commission (CQC) in October 2018, resulting in a 'Requires Improvement' rating. Subsequently an action plan to address the concerns was put in place and is monitored within quarterly performance meetings. All actions are now complete to the satisfaction of the CQC (May 2019) and a further inspection is scheduled in January 2020.

Naloxone

- 36 Work has been ongoing to extend the availability of naloxone, which is an emergency treatment that can reverse the effects of opiate overdose. This work has included dissemination of 90 kits to service users, family members and carers and other key stakeholders. The programme now includes the innovative provision of naloxone in police custody suites.

Women's Recovery Academy Durham (WRAD)

- 37 Exploratory work on the possible development of the Women's Recovery Centre Durham (WRAD) took place from September 2018 onwards. Public Health, HMP Low Newton and Durham Constabulary held information sessions for the local community, local elected members and the local MP, to share the vision and plans for the centre. However, the decision was made explore options for the centre at an alternative location.

- 38 Public Health and partners remain committed to developing a Women's WRAD to address a gap in provision, as the need has been identified. Other areas of County Durham are currently being considered

Health Needs Assessment (HNA) for Long Term Opiate Users

- 39 A holistic Health Needs Assessment (HNA) for long-term opiate use has been undertaken. A HNA Project Board was convened to consider the requirements for the HNA and to oversee the work. This included representation from County Durham and Darlington Public Health departments, Transformation and Partnerships, Durham Constabulary, the Police, Crime and Victims' Commissioner Office, County Durham CCG's and Public Health England.
- 40 The HNA resulted in an options appraisal and affiliated business cases for five areas for commissioning to be considered.
- The review of treatment options to ensure all long-term clients are on the appropriate care plan for clinical interventions and recovery support. Each option has been pursued with partners to consider further feasibility to address need identified.
 - Extending mental health provision. A joint bid with Housing Solutions was submitted in August 2019 for an extended provision for mental health workers. Whilst the bid was unsuccessful, further options will be pursued via the Right Place, Right Care programme currently being consulted upon by TEWV.
 - Increased engagement with primary care regarding long term conditions (LTCs). Public Health are working with clinical partners in Newcastle to replicate a model developed to address improvements in respiratory health outcomes for long term service users.
 - Bespoke women's services, including the WRAD (as highlighted in paragraphs 31 and 32).
 - The potential for the provision for Heroin Assisted Treatment (HAT) for clients engaged in the criminal justice system. The conclusion for this option found no evidence a service using prescribed supervised injectable diamorphine (HAT) as part of the package of treatment for opioid dependence has better health outcomes for clients than an opioid substitute service.

Substance Misuse Related Deaths (SMRD)

- 40 The SMRD process was reviewed in 2018. The SMRD Review Process has six key stages: Notification / Information gathering / Analysis / Lessons Learnt / Implementing change / Accountability and governance.

41 Findings from local SMRD review include:

- High levels of Gabapentinoid prescribing in both CCG's. This is now being addressed by Spectrum (DARS clinical provider) who have produced new guidance and training for GP's to respond to opiate clients requiring prescription medication for pain relief.
- The emergence and increased use of illicit Fentanyl (an opioid prescription medication). Drug alerts have been issued to all DARS services to inform the client group.
- The need to increase harm reduction and overdose prevention messages to those clients who are in stable recovery to reduce vulnerabilities to substances increasing in strength.
- Requirement for naloxone provision in new settings including hostels. This has since been actioned.

Conclusion

42 The County Durham ADHRG Plan on a Page (2017-20) was agreed by the Group in April 2019. An affiliated Action Plan has been developed with partners, which incorporates the recommendations of the PHE Alcohol CLear assessment. A performance framework has also been developed to monitor the impact of all partnership work highlighted.

43 All ADHRG plans and performance frameworks will be reviewed and agreed by the ADHRG meeting on 23rd September 2019.

44 There has been significant progress made on a number of key areas associated with the ADHRG Plan on a Page. The Safer Durham Partnership continues to monitor all developments and progress on the alcohol and drugs agenda on a quarterly basis.

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Appendix 1: Implications

Legal Implications

Public Health based in unitary local authorities have a legal duty to commission public health services as detailed in the Health and Social Care Act 2012.

Section 12 of the Act is, 'Duties as to improvement of public health'. This makes additions to the National Health Service Act 2006. It inserts section, '2B Functions of local authorities and Secretary of State as to improvement of public health'.

Section 2B No.1 details there is a responsibility for public health to, 'take such steps as they consider appropriate for improving the health of the people in their areas.'

Finance

No issues identified.

Consultation

Public Health will continue to consult with partners in the development and delivery of identified actions to reduce alcohol related harm.

Equality and Diversity / Public Sector Equality Duty

Actions from this report are targeted to reduce the health inequalities of these people suffering from or impacted by alcohol related health harm.

Human Rights

No issues Identified.

Crime and Disorder

Actions from this report are targeted to reduce alcohol related crime and disorder.

Staffing

No issues Identified.

Accommodation

No issues Identified.

Risk

No corporate risk issues Identified.

Procurement

The report encourages economies of scale and to make best use of available resource and capacity.

Appendix 2: County Durham Alcohol and Drug Harm Reduction Group Plan on a Page 2017-20

County Durham Alcohol and Drugs Harm Reduction Plan on a Page 2017 - 20

Our vision is to reduce the health, social and economic inequalities caused by alcohol and drugs posed to individuals, families and communities.

Objective 1: Prevention and Early intervention

What are our priorities?

- Promote information sharing and protocols between partnership agencies where appropriate
- Use a partnership approach to tackle the availability and supply of illicit drugs and counterfeit alcohol addressing community perceptions.
- Increase early identification and support for those affected by alcohol and drugs across the life course within a range of settings (MECC)
- Promote responsible management of licensed premises through effective implementation of the Licensing Act 2003 and best practice initiatives
- Improve the quality and consistency of information and education about alcohol and drugs a variety of settings including schools, colleges, University wider community and the workplace.
- Support Balance to contribute to lobby on national policy to make alcohol less affordable and promote local policy to reduce availability in inappropriate settings.

What are we trying to achieve...

- Reduce the number of pupils who have drunk alcohol in the last week
- Reduction of alcohol related mortality
- Reduce under 75 mortality from liver disease
- Reduce prevalence of opiate users
- Reduce prevalence of alcohol and drug use 11-15 year olds
- Reduce number of Looked After Children
- Reduce prevalence of under 18 hospital admissions

Objective 2: Providing specialist interventions to promote recovery

What are our priorities?

- Promote harm reduction messages for the reduction of alcohol intake, promote needle exchange activities and overdose prevention (including naloxone provision) within a range of settings.
- Ensure that individuals, families and wider partners have access to high quality information on support options available, with specific targeting for marginalised groups.
- Improve and strengthen health and social care pathways to increase rapid access to specialist support including criminal justice, mental health, primary care, secondary care, social care, housing and employment.
- Provide drug and alcohol specialist services to provide holistic package of care including harm reduction services, psychosocial interventions, clinical interventions, aftercare and wider recovery interventions (including mutual aid) in areas of highest need.
- Monitor outcomes for service delivery via the NDTMS

What are we trying to achieve...

- Increase numbers in treatment for opiates, non-opiates and alcohol
- Increase successful completion of drug and alcohol treatment
- Reducing reoffending rates for substance related offending
- Achieve joint targets for substance misuse, mental health, housing and employment
- Reduce alcohol related admissions
- Reduce the number of evictions from supported housing where drugs / alcohol are a factor.
- Reduce NEAS alcohol and opiate related ambulance call outs

Objective 3: Protecting children and vulnerable adults at risk

What are our priorities?

- Strengthen an integrated approach to providing support for children and families affected by parental substance misuse (cross reference with prevention and early intervention) utilising a Think Family approach.
- Strengthen the effectiveness of safeguarding and risk management arrangements for children, young people and adults where substance misuse is a factor, including overdose and substance misuse related death, those at risk of domestic abuse and sexual exploitation.
- Provide effective interagency responses for those experiencing severe and multiple disadvantage (substance misuse, offending, homelessness, mental health, long-term chronic conditions).
- Engaging with the needs of local communities utilising a partnership approach to addressing harms

What are we trying to achieve...

- Increase numbers of families engaged in the Strengthening Families programme
- Increase referrals to Safeguarding Adults where primary support need is drugs or alcohol
- Contribute to the reduction of alcohol related domestic violence
- Contribute to the reduction of alcohol related violent crime (ICPC)
- Reduce numbers of substance misuse related deaths

Objective 4: Strengthening leadership, management and governance

- Safer Durham Partnership manage strategic governance arrangements reflect the wider holistic needs of individuals, their families and communities affected by substance misuse.
- Review the Alcohol Declaration for Safer Durham Partnership
- Link to other strategic plans, including Tobacco Plan
- Undertake Alcohol CLEAR, to include workforce development and training plans.
- Performance monitoring of POP Action Plan is maintained and reported on a quarterly basis.

Community consultation, Service User voice via the County Durham Recovery Forum, partnership working