

TELFORD & WREKIN COUNCIL HEALTH & WELLBEING BOARD

7 MARCH 2018

DRUG AND ALCOHOL STRATEGY PROGRESS REPORT

REPORT OF: HELEN ONIONS, CONSULTANT IN PUBLIC HEALTH, TWC

LEAD CABINET MEMBER – CLLR ARNOLD ENGLAND

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

This report provides an update on the significant progress and improved outcomes delivered through the implementation of the Telford & Wrekin Drug & Alcohol Strategy since 2014. Our whole-systems approach has a broad scope, ranging from: prevention work in schools, healthy lifestyle advice for adults, to tackling drug and alcohol related crime and the transformation of treatment services.

Strong partnership work at a strategic and operational level is crucial to the success of the programme. This collaboration ranges from: Telford After Care Team volunteers delivering sessions in schools, Job Centre Plus offering tailored support for those with substance misuse issues and senior Police and Probation colleagues input into the re-commissioning process for treatment services. Extensive engagement with partners and stakeholders, and particularly service users continues to shape the programme.

RECOMMENDATIONS

The Health & Wellbeing Board is requested to acknowledge:

The partnership progress made in the four years since the approval of Telford & Wrekin Drug & Alcohol Strategy across the whole programme, in particular the:

- Clear improvement in outcomes, despite the challenging savings delivered
- Commissioning of Telford STARS, the new recovery-orientated treatment service, which is a strong collaboration of local specialist provider organisations
- Further development of our vibrant local recovery community, which offers aftercare, peer support and mutual aid, through Telford Aftercare Team (TACT), Recharge and A Better Tomorrow
- Significant value of our partnership working at operational and strategic levels between: statutory agencies, specialist providers and local community-based recovery organisations.

3. IMPACT OF ACTION - (How it is intended that action will make a difference)

- Drug and alcohol misuse and addiction in our communities directly impacts on the health of individuals, and more broadly on wellbeing in our communities through crime, antisocial behaviour and homelessness.
- The vision, aims and objectives set out in the Drug and Alcohol Strategy form a comprehensive evidence-based, whole-systems approach to reducing the harm caused substance misuse in Telford and Wrekin.

4. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-operative Council priorities?	
	Yes	<ul style="list-style-type: none"> • Improving the health and wellbeing of our communities and addressing health inequalities • Protecting and supporting our vulnerable children and adults • Putting our children and young people first • Ensuring that neighbourhoods are safe, clean and well maintained
	Will the proposals impact on specific groups of people?	
	Yes	The Telford & Wrekin Drug and Alcohol Strategy aims to reduce the risk and demand and restrict the supply, build recovery and reduce harm amongst those with addiction and dependency problems and also the hidden harm substance misuse causes in families.
TARGET COMPLETION/ DELIVERY DATE	<ul style="list-style-type: none"> • Contracts have been awarded and new the STARS treatment service will commence in April 2018. 	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	<p>The Council holds a specific budget in support of Substance Misuse services which is funded from Public Health Grant. In 2017/18 this budget is £2.44m.</p> <p>The Public Health grant allocation to the Council has been reduced by around 10% over the last 3 years (to 2017/18) with a reduction of £0.33m advised for 2018/19. Further reductions and changes in this grant and other Council funding is expected in future years. Current projections indicate that the Council will need to find a further £30m of savings between 2018/19 and 2020/21 and this may impact on the funding for this work stream.</p>

		(ER 27.02.18)
LEGAL ISSUES	Yes	<p>The national Drug Strategy 2017 was published by the Home Office on 14th July 2017 and sets out how the government and its partners at local, national and international levels will take new action to tackle drug misuse and the harms it causes.</p> <p>The Drug and Alcohol Strategy contributes towards the Council meeting its responsibilities for the improvement of public health ,as set out at section 2B of the National Health Service Act 2006 (as amended).</p> <p>The Strategy also needs to be compliant with relevant statutory requirements, for example: The Statement of Licensing Policy which is subject to regulations and guidance under the Licensing Act 2003.</p> <p>The Misuse of Drugs Act 1971 (as amended) is the main legislation which makes the production and supply of controlled drugs unlawful.</p> <p>The Misuse of Drugs Regulations 2001 (as amended) deal with exemptions for legitimate purposes.</p> <p>The Psychoactive Substances Act 2016 came into force on 26th May 2016 and made it illegal to produce, supply or import any psychoactive substance if it is probable that the substance will be misused.</p> <p>Local authorities must have regard to the Public Health Outcomes Framework 2016-19 [last updated on 3rd July 2017] in the exercise of their public health functions. The Framework is published under section 73B (1) of the NHS Act 2006 (inserted by Section 31 of the Health and Social Care Act 2012)</p> <p>The Crime and Disorder Act 1998 requires every local authority to formulate and implement a strategy to reduce crime and disorder in its area and to work with its partners in doing so. <i>KF 27.02.2018</i></p>
OTHER IMPACTS, RISKS & OPPORTUNITIES	Yes	<p>The Shropshire and Telford & Wrekin NHS Sustainability and Transformation Plan has included the prevention of harm due to alcohol as a System Prevention Priority, work is expected to begin from April 2018.</p>

IMPACT ON SPECIFIC WARDS	No	However, drug and alcohol misuse and the consequences are most prevalent in our most deprived communities.
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PART B) – ADDITIONAL INFORMATION

1. Introduction

1.1. Strategy Context

The Telford & Wrekin Drug & Alcohol Strategy, agreed by the HWB and the Council's Cabinet in March 2014, takes a whole-systems approach to reducing the local harm caused by substance misuse. The strategy framework mirrors the Government's 2010 Drug Strategy, which includes objectives under the following pillars: reducing demand and prevention, restricting supply and building recovery and reducing harm. The national Drug Strategy was updated in July 2017 and is based on the same framework.

The Drug & Alcohol Action Team (DAAT) partnership, reports to the CSP and to the HWB, and provides strategic and commissioning oversight for the strategy's work programme. The DAAT includes representatives from the Police, Probation, Shropshire Fire & Rescue Service, DWP and the CCG, alongside officers from various Council teams.

1.2. Budget Context

Since April 2013 the Council's budget for substance misuse has been predominately funded through the Local Authority Public Health Grant, with a contribution from the OPCC. Challenging savings targets for the Council has meant that the substance misuse budget has been significantly reduced over the past three years, reducing by 10% (to circa £2.44m in 2017/18).

Further savings will be expected from the Council's substance misuse budget in the next three years. The savings have to date largely been delivered through the re-commissioning of local drug and alcohol treatment and recovery services. In delivering these efficiencies there has been an emphasis on disinvestment in expensive treatment, such as inpatient detoxification services and investment in community-based recovery and aftercare support, such as Telford After Care Team (TACT).

1.3. Delivering Outcomes

Although the reduction in the substance misuse budget has been significant, the evidence-based strategy programme has been delivering improvements in local outcomes on various measures of alcohol and drug-related harm.

The Telford & Wrekin position on the following outcomes has improved during the past four years:

- Alcohol-specific¹ mortality rates are no longer significantly worse than the England average
- Years of life lost from alcohol-related² conditions have fallen
- Hospital admissions have been falling year-on-year for:
 - ~ alcohol-specific¹ conditions, including in those under 18 years
 - ~ drug-related mental health and behavioural disorders
 - ~ poisonings by illicit drugs
- Successful treatment completion rates for people with alcohol problems are now significantly better than the England average
- Drug and alcohol-related crime, which fell sharply in 2017
- The proportion of opiate and/or crack users in contact with local treatment services.

Despite these improvements, certain local health and wellbeing outcomes driven by the misuse of drugs and alcohol remain a local issue:

- Alcohol-related conditions are within the top 10 causes of reduced life expectancy for men and women
- Drug-related deaths are increasing, similar to the national picture
- Mortality from alcohol-related cardiovascular diseases is increasing
- Benefit claimants due to alcoholism are significantly worse than the England average
- Individuals with long term opiate dependence retained in treatment

2. Strategy Progress Update

The following sections outline key achievements and progress against the strategy objectives.

2.1. Reducing Demand and Prevention

2.1.1. Building Resilience and Raising Awareness

Work to build resilience and raise awareness of substance misuse issues in young people is a vital component of the programme and the work with schools continues to expand:

¹ Alcohol-specific conditions are those which are “wholly attributable” or caused directly by alcohol.

² Alcohol-related conditions

- The Loudmouth and Telford and Wrekin Council drugs and alcohol awareness theatre in education programme, presented the *One Too Many* production to 1,108 year 8 students in 2016/17.
- Our Mutual Aid volunteers contributed to the “*They lied*” production with over 400 year 9 and 10 students benefiting in 2016/17.
- The Crucial Crew event, now delivered at TCAT, it is one of the largest in the country. In 2017 a record number of 2,154 year 6 students from 51 local schools benefited from the roadshow.
- Awareness raising work with the community has evolved, the Healthy Lifestyles hub delivered 4,000+ brief alcohol interventions in 2016/17
- The reach of Rethink Your Drink campaigns has broadened, with over 400 brief interventions delivered to the public in Telford Town Centre in November 2017. Our campaigns increasingly use social media.³

2.1.2. Substance Misuse Training Programme

Training and awareness raising with professionals and partners continues to develop and a training needs assessment with frontline staff is informing the programme. Basic drug and alcohol awareness delivered to 90 people in 2016/17 and 75 people so far in 2017/18. More specialist training has been delivered to 200 participants, including Motivational Interviewing and Cognitive Behavioural Therapy sessions.

2.1.3. Collaboration with the NHS on Tackling Alcohol-related Harm

There are key links to health services given the contribution of alcohol consumption with to cancer risk and cardiovascular risk factors such as excess weight overweight and high blood pressure. Key areas of work include:

- NHS Health Checks highlighting alcohol as one of the top modifiable risk factors for CVD, and those assessed as at risk are given brief advice and signposted to either lifestyle or specialist services.
- The Telford and Shropshire Cancer Group action plan refresh is being informed by the national alcohol evidence review.
- CCG and public health bid to the British Heart Foundation community approaches to tackling high blood pressure fund, which will incorporate awareness raising of safe drinking limits and raised blood pressure.
- The new local NHS Diabetes Prevention Programme, and the patient education packages for those already diagnosed with diabetes will both include up to date information on alcohol.

³ <https://healthytelford.wordpress.com/2017/11/17/daughters-story-helping-her-mum-through-alcohol-addiction/>

2.1.4. Drug Related Deaths Review Process and Early Warning System

The local processes put in place for reviewing drug-related deaths and the Professional Information Network which supports the and Early Warning System are well supported by CSP and HWB partner organisations. The processes developed in Telford & Wrekin are now being used by Public Health England West Midlands as examples of local good practice.

2.2. Strategy Priority: Restricting Supply

Local work partnership working between Police the Council's Community Safety and Public Protection Teams continues and this collaboration is contributing to managing the night time economy, including reducing drug and alcohol-related crime. An exciting and innovative training initiative, led by the Police's Telford Harm Hub, is raising awareness of CSE, domestic abuse and substance misuse issues amongst staff in local hotels and licensed premises.

There has been a sharp decline in both drug-related and alcohol-related offences during 2017/18. The drug testing on arrest approach is crucial and key worker from treatment services works in custody to ensure individuals are referred rapidly into treatment.

A total of 512 visits to licensed premises took place between April 2016 - February 2018. Licensing awareness training has been delivered to 50 Special Constables, who now patrol looking for vulnerability hotspots for reducing crime and disorder and work in partnership with the licensees to make Telford a safe place to be. The weekly licensing SnapShot is sent out to all partner agencies outlining crime and disorder in the night time economy. Alcohol-related Anti-Social Behaviour is falling, and the Police are developing a training book which all staff members will complete before working in a licensed premises.

2.3. Strategy Priority: Building Recovery and Reducing Harm

2.3.1. Substance Misuse Treatment and Recovery Service (STARS)

The re-commissioning process for the new Telford Substance Misuse Treatment and Recovery Service (STARS) has been a significant piece of work led by the public health team during 2017/18. Extensive engagement with service users, professionals and stakeholders informed both the development of the STARS model and the procurement process. From 1st April 2018, under a single provider contract recovery-orientated model, Inclusion (part of South Staffordshire and Shropshire Healthcare NHS Foundation Trust) will lead the STARS in collaboration Aquarius, Willowdene Farm, GPs and pharmacies. The service, which will work closely with our local recovery organisations, will be located in the White Chapel Centre and will also operate in community venues across Telford & Wrekin, for

example at TACT's Strickland House and in GP practices. (See Appendix I for an overview of the STARS model)

2.3.2. Improving Treatment Outcomes

The Aquarius service has delivered impressive outcomes for people receiving treatment for alcohol issues since 2015. Successful completions for alcohol treatment increased to 45.7%, in 2016/17 from 32% in 2013/14, which was significantly better than the national average. The numbers of people through the service has also increased, to 184 completing treatment in 2016/17 compared to 155 in 2013/14.

Treatment outcomes for those with opiate addiction have not improved, with only 5% of clients completing treatment in 2016/17. The proportion of clients who have been in treatment for 6 or more years in Telford & Wrekin is significantly worse than the England average (39% of clients, compared to 31% nationally). This remains a key challenge, especially as those with long term heroin dependence are ageing and increasing experiencing multiple and significant health issues. A total of 501 clients with opiate addiction remained in treatment in 2016/17, compared to 508 in 2013/14.

2.3.3. The Telford & Wrekin Naloxone programme

Naloxone, a drug which reverses opiate overdose, is recommended in the national drug strategy as is vital to reducing drug-related deaths. The local programme is a great local success story as the current treatment service has worked with TACT and other partners to deliver training and distribute over 550 naloxone kits since July 2015. There have been 22 documented overdose reversals and therefore potentially Telford & Wrekin 22 lives saved. Inclusion, supported by TACT, won the 2016 Health Service Journal award for Patient Safety for the Naloxone programme.

2.3.4. Telford After Care Team (TACT)

The expansion of the local recovery offer through TACT has increased exponentially in the past four years. The number of people supported by TACT has grown to more than 600 during 2016/17. A total of 977 one-to-one sessions were delivered by TACT staff and volunteers in 2016/17. Almost half (48%) of those who benefit from TACT support primarily have alcohol issues, and fifth are heroin users. Key recent highlights of TACT's expansion include the following:

- Successful bid for Public Health England capital funding (circa £500k) to purchase of Strickland House in Wellington, which is being re-developed to expand the training offer and other business opportunities
- TLC (Telford Landscaping Company) were awarded a gardening maintenance contract from the Stay's Housing Project.

- Joint contract award from the CCG and Council to provide for the Branches/TACT Mental Health 'Hub' from Strickland House.
- TACT won the 2017 CCG Care with Confidence Award for 'Outstanding Achievement'.

2.3.5. Recharge

Recharge, a local Community Interest Company operating from Brookside Community Centre, offers young people under 21 support with drug and alcohol dependency and emotional wellbeing. Recharge offers peer-led recovery support through one-to-one sessions and a range of groups and activities. The numbers of young people benefiting continues to grow, with 75 individuals accessing support during Sept-Nov 2017. The types of activities offered include Teen SMART recovery, Grow Into Your Strength (a girls only project aimed those who have experienced domestic abuse) and football and boxing groups.

2.3.6. The Telford & Wrekin Recovery Conference

The conference hosted by TACT at The Place in Oakengates, is held annually in September during national recovery month. The event continues to expand each year with 185 attendees at our third conference in 2017. Over 50% of attendees are service users and the speakers from all local recovery organisations share their personal stories and journeys, which are always inspirational and moving. This event is an opportunity to celebrate our vibrant local recovery community and provides valuable insights into what it is like to living with addiction and the impact on families and the community.

2.3.7. Housing

A Better Tomorrow (ABT) is a Telford & Wrekin-based supported housing recovery project, for men in recovery from drug and/or alcohol addiction and mental health. The CIC was established in 2014 and now has nine houses (plus two mental health houses), supporting 44 clients at a time. ABT offer intensive recovery support 7-days a week, including: life skills, physical activity, educational opportunities and volunteer roles. Since opening ABT have supported over 200 clients on their recovery journey.

Close partnership working between housing services and public health has developed further, including better information sharing, and involvement in the STARS development. Close working will be essential given the new Homelessness Reduction Act (coming into force in April 2018) to identify support networks to help prevent homelessness at an early stage and develop personalised housing plans.

2.3.8. Employability

DWP and Job Centre Plus (JCP) are valued and proactive partners supporting the building recovery agenda. JCP colleagues have worked with treatment services and TACT to agree and embed pathways to refer customers rapidly into treatment services. Drug awareness training has been delivered (jointly by treatment providers and TACT) to 75 JCP Work Coaches. Three Disclosure Campaigns have promoted the tailored support on offer from JCP Work Coaches for customers who disclose addiction.

An Engagement with Employers event is planned for May 2018 to focus on how employers can support their workforce around drug and alcohol issues. The aim is to challenge the preconceptions associated with employing individuals in substance misuse recovery.

2.3.9. Links with Criminal Justice

The links between health, offending and policing are complex, but inextricably linked. Local collaborative working between the Police, Probation, the Council and treatment services has a long history and is based on; shared goals, strong relationships and information sharing agreements. Key areas of work are:

- The Telford and Wrekin Integrated Offender Management (IOM) team and the reducing reoffending group proactively engage with individuals to reduce the likelihood of their re-offending. Currently 18 of 26 individuals on the IOM programme (who are among the most chaotic and prolific local offenders) are currently accessing substance misuse treatment.
- Alcohol Treatment Requirements (ATRs) and Drug Rehabilitation Requirements (DRRs) and Drug Intervention Programmes (DIP) are statutory requirements for some offenders. There were 40 ATRs completed during Oct 2016 - Sept 2017. In the period between the April – August 2017 there were 17 DRRs and 55 DiP interventions with Telford and Wrekin clients who have gone on to access treatment.
- Development of a local policing model with proactive prevention work and police support for multi-agency neighbourhood projects, such as the street drinking project in Wellington, working with the town council and the voluntary sector.

2.4. Next Steps

Working with Inclusion and key partners, particularly our local recovery organisations, to successfully embed the new STARS service will be a key focus during 2018. A key challenge, on top of what is a significant service transformation, will be improving treatment outcomes for those who have been in long term

treatment for opiate dependency, especially given the increasing complexity and poor health of these individuals.

The drug and alcohol strategy will be refreshed during 2018/19, it will be based on local needs, national strategic priorities and best practice guidance and evidence. Extensive stakeholder engagement, including with our service users and families will continue to shape the local strategic approach.

The appropriate links will be made and shared actions agreed across other local strategies and plans, for example the mental health, domestic abuse and early help strategies. In particular, further work is needed to support those with dual diagnosis of mental health and substance misuse issues combined so that these individuals receive more integrated holistic treatment and care to recover.

3. IMPACT ASSESSMENT – ADDITIONAL INFORMATION

See Part A Section 4.

4. PREVIOUS MINUTES

- Health and Wellbeing Board, 6th December 2015, Community Safety Partnership Update Report
- Health and Wellbeing Board, 11th December 2014, Community Safety Partnership Update Report
- Health and Wellbeing Board, 12th March 2014 - Telford and Wrekin Drug and Alcohol Strategy 2014/15 – 2016/17

5. BACKGROUND PAPERS

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