



## **PERTH & KINROSS INTEGRATION JOINT BOARD**

**31 AUGUST 2022**

### **UPDATE ON THE REDESIGN OF SUBSTANCE USE SERVICES IN PERTH & KINROSS AND THE IMPLEMENTATION OF MAT STANDARDS**

**Report by Clare Mailer, ADP Chair**  
(Report No. G/22/111)

#### **PURPOSE OF REPORT**

To update the IJB on progress in the redesign of substance use services, progress in embedding and implementing the Medication-Assisted Treatment (MAT) Standards and progress in the delivery of the priorities outlined in the Perth & Kinross Alcohol and Drug Partnership (ADP) Substance Use Strategic Delivery Plan 2020-23.

#### **1. RECOMMENDATION(S)**

It is recommended the IJB:

- 1.1. Notes progress in the redesign of substance use services.
- 1.2. Notes progress in embedding and implementing the MAT Standards.
- 1.3. Notes progress in the delivery of priorities in the Perth & Kinross ADP Strategic Delivery Plan 2020-23 and requests an update in 12 months.

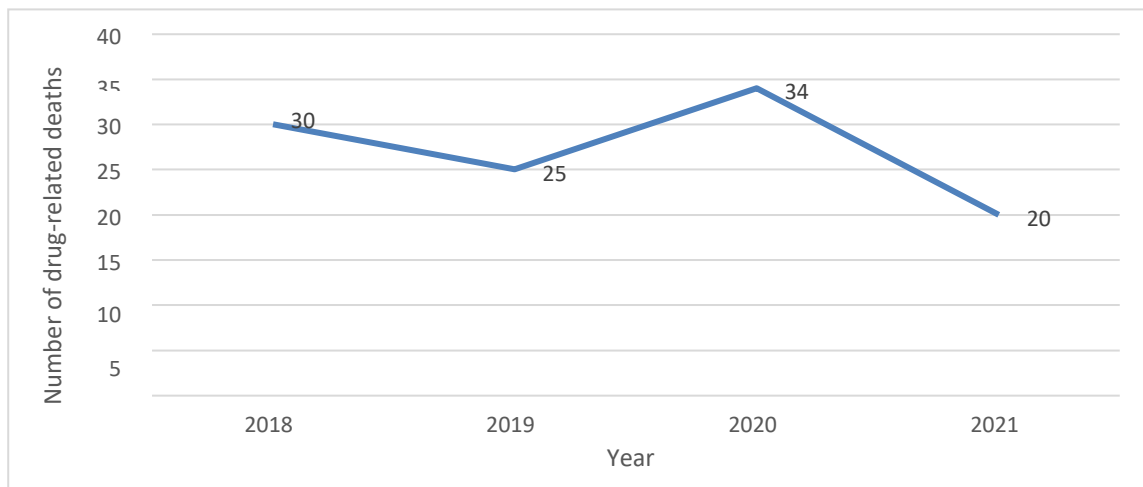
#### **2. SITUATION/BACKGROUND / MAIN ISSUES**

##### **2.1 SUBSTANCE USE AND RELATED HARM**

###### **2.1.1 Harm from Drugs**

Nationally, the number of drug-related deaths has shown a year-on-year increase since 2013 to 2020. The highest number of drug-related deaths ever in Scotland was recorded in 2020 with 1,339 deaths, an increase of 5% from the previous year. In Perth and Kinross, the number of drug-related deaths also increased during this period, albeit not consistently. Recently published data by Public Health Scotland

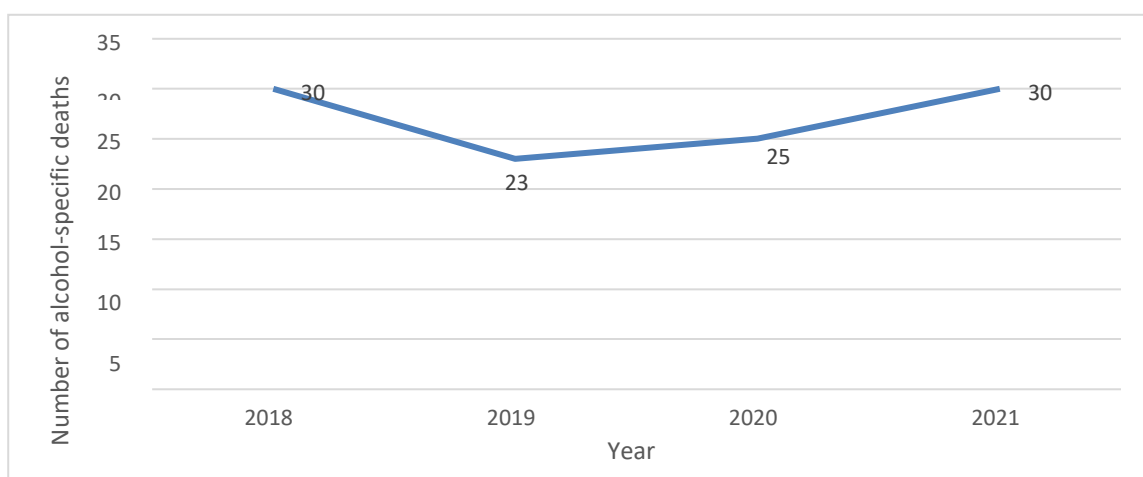
showed a slight drop in the number of drug-related deaths in Scotland. The number of drug-related deaths in Perth and Kinross reduced from its highest ever total of 34 in 2020 to 20 in 2021. The number of suspected drug-related deaths in the first quarter of 2022-23 in Perth and Kinross indicates a further decline.



**Figure 1. The number of drug-related deaths by year for Perth and Kinross**

Referrals for drug treatment have shown a year-on-year increase in recent years. In 2021/22, 442 referrals were received. This is an increase of 30% when compared with the 339 referrals which were received in 2020-21. Taken together, these figures highlight that drug harm remains a significant issue for communities in Perth & Kinross and a need to keep the adequacy of the resources provided meet the needs of our communities under review.

### 2.1.2 Harm from Alcohol



**Figure 2. The number of alcohol-specific deaths by year for Perth and Kinross**

Figures for Scotland for 2021 indicate that the largest number of alcohol-specific deaths were recorded since 2008, with 1,245 deaths. This is an increase of 55 when compared with 2020. In Perth and Kinross, as highlighted in Figure 2, 30 alcohol-related deaths were recorded in 2021. This is an increase of 5 when compared with 2020 and is 7 more than the number recorded in 2019.

There were 499 referrals received for alcohol treatment in 2021/22. This is an increase of 6 when compared with the 493 referrals that were received in 2020/21 and is an increase of 84 when compared with the 415 referrals received in 2019/20.

Therefore, both alcohol-specific deaths and new referrals for alcohol treatment remain a significant issue for communities in Perth & Kinross and a need to keep the adequacy of the resources provided meet the needs of our communities under review.

### **3. REDESIGN OF SUBSTANCE USE SERVICES**

Perth and Kinross ADP is continuing to develop and implement a Recovery Oriented System of Care (ROSC) which will enable people affected by substance use and their families, to have access to the support they need on their recovery journey.

The ADP is utilising Scottish Government funding which has been made available to reduce drug deaths and harms to support the ROSC in a number of key areas. These include the integration of substance use services, the expansion of access to residential rehabilitation, implementation of the Whole Family Approach Framework and to support the involvement of people with lived and living experience in service developments and expand the 'Recovery Community' (a range of peer support groups and activities) across Perth and Kinross.

Additional funding is also being utilised to support the implementation of Medication-Assisted Treatment (MAT) Standards.

#### **3.1 INTEGRATION OF SUBSTANCE USE SERVICES**

The integration of community-based substance use services in Perth and Kinross continues to be a key focus of the ADP. The Integrated Drug and Alcohol Recovery Team (IDART) was formed in 2020 with the aim of improving the effectiveness and efficiency of support for people with substance use issues and their families.

Perth and Kinross ADP has supported the formation and development of the new service by providing funding for a number of additional posts. This investment will also support the ongoing development of the multi-disciplinary assessment clinic and triage. Funding has been provided for three Band 5 nurses, one social worker with knowledge and experience of working in mental health, a psychology assistant, an occupational therapist and two recovery workers.

These posts will allow the service to implement a new model which will enable a more effective response to the increasing number of referrals. This additional capacity and expertise is reducing caseloads and effectively deploying staff to appropriate areas in line with their knowledge and expertise. It is also enabling an expanded range of treatment and support to promote recovery. These include:

- help for people to stabilise chaotic lifestyles so they are in a better position to engage with therapeutic interventions;
- increased access to individual and group psychological therapies;
- support for people to participate in more readily in their local communities; and

- support to obtain employment, education, and training.

Recruitment to some of these additional posts has been challenging, especially the nursing posts. There have been significant issues regarding recruitment and retention of nurses in this area in recent years. The new model of working and increased capacity should help address this by enabling nurses to operate at the higher end of their licence, focus on using their core skills and working with reduced caseloads. Currently, all posts have been recruited to with the exception of one nurse post and the psychology assistant post. It is anticipated both will be recruited to in the near future.

The Integrated Drug and Alcohol Recovery Team (IDART) is currently based at Drumhar Health Centre. The service expansion outlined above together with increased demand means that additional accommodation is required for IDART to operate at its maximum level and to achieve its objectives. Its current accommodation is no longer suitable.

As part of the work to rationalise the public estate in Perth and Kinross and to ensure that accommodation is suitable for high quality service delivery a long-term plan for a Perth City centre location is under active consideration. The ADP has identified funding to support alternative, interim accommodation over the next three years while the necessary adaptations are made. Options are currently being explored in Perth City.

### **3.2 RESIDENTIAL REHABILITATION**

A key part of the Scottish Government's National Mission to reduce drug deaths and harms is to improve access to residential rehabilitation for people who want this and for who it is deemed clinically appropriate. The Scottish Government has provided ADPs with ring-fenced funding over the next five years to support this. Perth and Kinross ADP will receive an annual funding allocation of £137,621.

A revised process for accessing residential rehabilitation has been implemented in Perth and Kinross. This includes the establishment of a residential rehabilitation funding panel comprising colleagues from the statutory and third sectors. Support for people when they return to their local community after residential rehabilitation is essential to help reduce the risk of relapse. This has been reviewed and everyone leaving residential rehabilitation will have a Recovery Worker allocated to them to provide ongoing support.

There are currently under 5 people from Perth and Kinross accessing residential rehabilitation services at a total cost of £76,285. A further five applications have been made and are currently being accessed for suitability.

## **4. MAT STANDARDS**

The Medication Assisted Treatment (MAT) Standards refer to the use of medication such as methadone and buprenorphine together with psychosocial and social support in the treatment and care of people who experience problems with their drug use. The Standards focus on the health and wider social needs of individuals and seek to ensure that individuals have choice in their treatment from a wide range of

options and can access the right support for their situation at any time throughout their recovery journey.

The purpose of the standards is to improve access and retention in MAT, enable people to make an informed choice about care, include family members or nominated person(s) wherever appropriate and to strengthen accountability and leadership so that the necessary governance and resource is in place to implement them effectively.

There are ten MAT Standards. These are:

1. All people accessing services have the option of MAT from the same day of presentation.
2. All people are supported to make an informed choice on what medication to use for MAT, and the appropriate dose.
3. All people at high risk of drug-related harm are proactively identified and offered support to commence or continue MAT.
4. All people are offered evidence-based harm reduction at the point of MAT delivery.
5. All people will receive support to remain in treatment for as long as requested.
6. The system that provides MAT is psychologically informed (tier 1), routinely delivers evidence-based low intensity psychosocial interventions (tier 2) and supports individuals to grow social networks.
7. All people have the option of MAT shared with primary care.
8. All people have access to independent advocacy and support for housing, welfare, and income needs.
9. All people with co-occurring drug use and mental health difficulties can receive mental health care at the point of MAT delivery.
10. All people receive trauma-informed care.

#### **4.1 MAT STANDARDS IMPLEMENTATION - PROGRESS**

The Scottish Government has made funding available to ADPs to support the implementation of the MAT Standards. MAT standards ensure safe, accessible and consistently high-quality treatment for drug users to help reduce drug deaths and other harms and promote recovery. The standards enshrine a rights-based approach to immediate, person-centred treatment for problem drug use, linked to primary care, mental health and other support services. A national benchmarking report by Public Health Scotland was published in June 2022 and shows while the standards, introduced in May 2021 with the intention of full implementation by April 2022, were partially implemented in most areas, and there is more work to be done. As a result, the Minister for Drugs Policy wrote to all IJB Chief Officers, Chief Executives of Territorial Health Boards and Local Authorities. The expectation was that an Improvement Plan for implementing the standards would be published by the end of September 2022 and align with on-going work to define and refine local governance and accountability over alcohol and drug services. There was also a requirement to report on progress quarterly.

A newly created multiagency Perth & Kinross MAT Standards Implementation Group is working with colleagues from MIST, the Scottish Government's MAT Standards Implementation Support Team to ensure that the Standards are embedded and implemented in accordance with the Scottish Government's timescales. As part of this work, a robust performance framework will be developed to monitor progress and assess the impact of the implementation of the Standards. A MAT Standards Implementation Plan has been developed to set out actions being taken in the Integration Authority and the Perth and Kinross Implementation Plan is produced as Appendix 1 to this report.

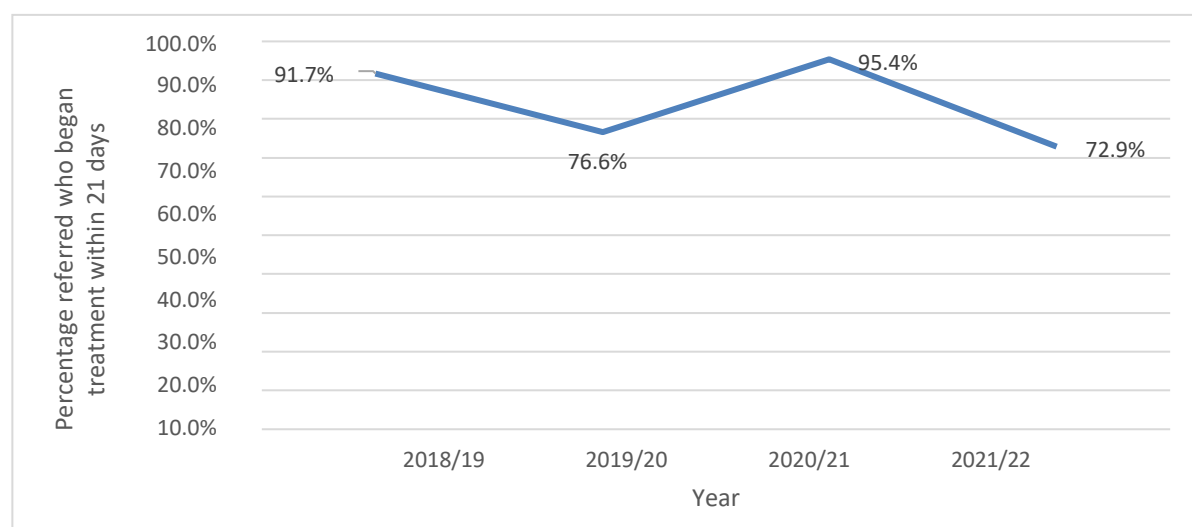
## 5. ADP STRATEGIC DELIVERY PLAN 2020-23

Perth and Kinross ADP developed a Strategic Delivery Plan which was launched in early 2020. The Plan focusses on four priorities which align with the Scottish Government's national substance use strategy. Progress against the Delivery Plan was affected by the requirement for all partners to respond to the challenges of COVID. The ADP Strategy Group has agreed that the plan requires to be refreshed given the amount of change and new challenges that have arisen since early 2020. The Strategic Delivery Plan is currently being reviewed and a revised version will be complete by late 2022.

The current plan focusses on four key priorities and good progress has been made in delivering on each these. Relevant performance information and examples of work that have been undertaken in each priority are highlighted below.

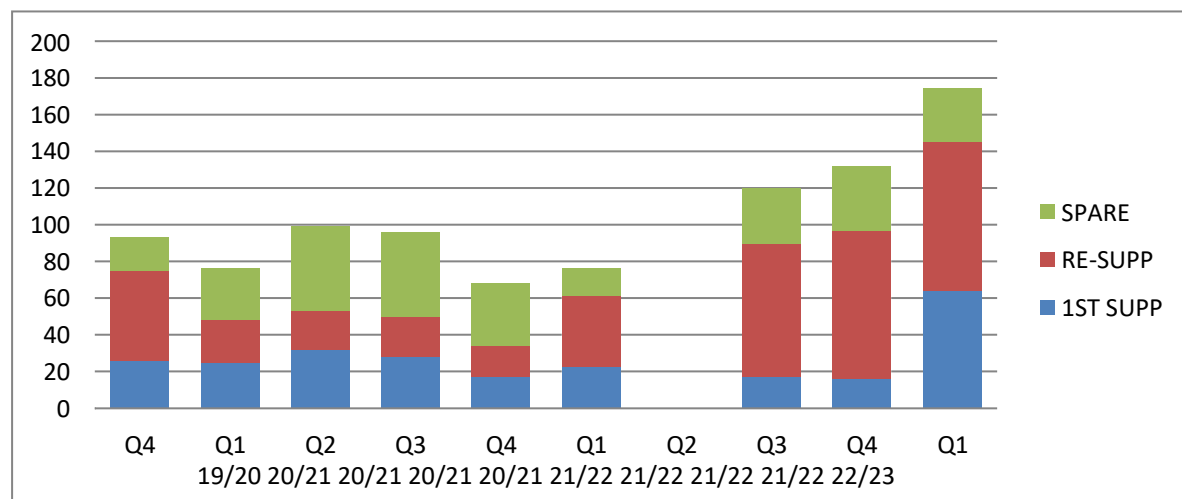
### 5.1 PRIORITY 1 – PREVENTION AND EARLY INTERVENTION

This priority considers how the prevention of harms associated with substance use requires to be viewed in relation to other policy areas such as education and social inclusion. Timely access to services, accessible naloxone when required and readily available needles and syringes all contribute to a reduction in the harms that are caused by using substances.



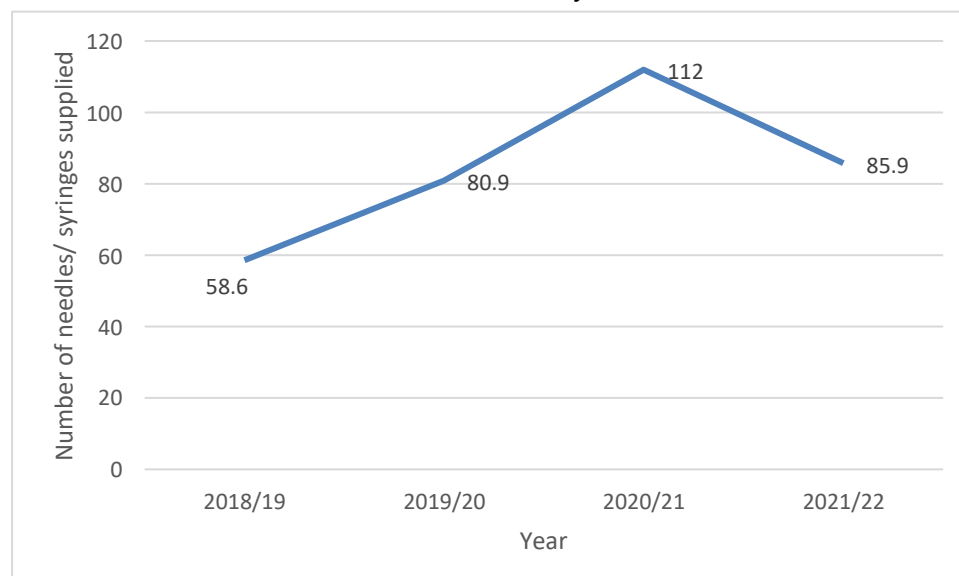
**Figure 3. Percentage of people referred to services who begin treatment within 21 days of referral**

As highlighted in Figure 3, in 2021/22, 73% of people who were referred to services started their treatment within 21 days of referral. This is a notable reduction from the previous year. This was the result of both an increase in the number of drug and alcohol referrals and resourcing issues due to staff vacancies and absences. It is anticipated the increase in resources for IDART and the implementation of the new model of working and the implantation plan for adhering to MAT Standards will result in reduced waiting times in the coming year.



**Figure 4. Number of Take-Home Naloxone (THN) Kits issued in Perth and Kinross**

There has been a steady increase over the past three quarters in the number of naloxone kits supplied across Perth and Kinross. This expansion is the result of the implementation of the THN programme across Tayside. In addition to the introduction of Nyxoid, which is an intranasal spray, and the requirement for all pharmacies to hold a supply of naloxone to use in emergencies, the programme has expanded the availability of naloxone to a range of non-drug treatment services including Skinnergate, Turning Point, CATH, The Neuk and a number of Perth and Kinross Council services such as the Community Wardens.



**Figure 5. Number of needles/ syringes supplied per unique Injecting Equipment Provision (IEP) client**

In 2021/22, the average number of needles and syringes distributed per person who used drugs problematically was 85.9. This is a reduction from the previous year when the average number was 112. The pandemic lockdowns are thought to have had a significant impact in reducing IEP provision due to the reduction in face-to-face contact. There has also been an overall reduction in traditionally injected drugs which may have further contributed to the decrease in 2021/22.

The ADP has funded a number of projects that focus on early intervention and prevention. Two positive examples of work ongoing to progress this priority are:

1. The ADP has co-funded, with the Safety Communities Team, a project run by the Strathmore Centre for Youth Development (SCYD). The project focuses on the impact substance use is having on young people in the Blairgowrie and Rattray area. The project will run in three phases with phase 1 seeking to understand the impact that drugs and alcohol are having on young people in the area; phase 2 will involve strategically planning and implementing a series of projects for young people to tackle the issues identified in phase 1 and phase 3 will train young people as peer mentors and educators.
2. The Youth Engagement Team (YET) was advocated for by the Chief Social Work Officer as part of the Council's Covid response to mitigate the risks of young people being involved in anti-social behaviour. The Council has provided two-year funding for detached youth workers to engage with young people in places where they congregate. The YET works in partnership with other services such as Police Scotland and the Third Sector including The Lighthouse and Hillcrest Futures to engage with young people out of hours to provide advice and support around a range of issues such as risk-taking behaviours involving substance use. In addition, the team is continuing its drug education work in a number of schools throughout Perth & Kinross.

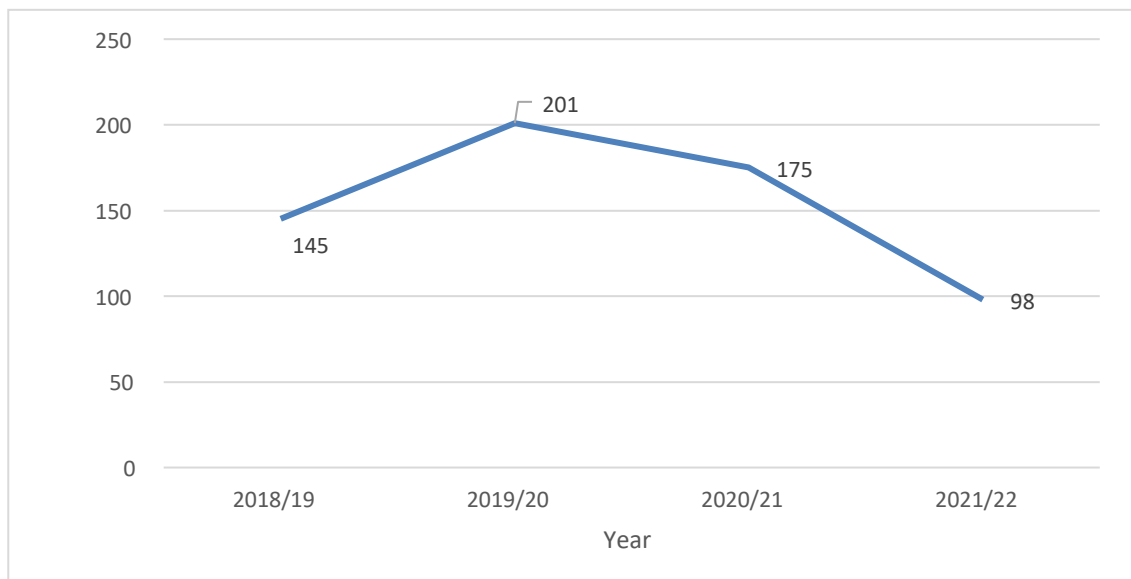
## **5.2 PRIORITY 2 – RECOVERY ORIENTED SYSTEM OF CARE**

The second priority seeks to support recovery by ensuring that there are a range of services available to people which are trauma informed and provide compassionate responses, when they need to access them. Three examples of work currently underway to deliver this priority are:

1. Following the easing of Covid restrictions, the network of Recovery Cafes that operated prior to the pandemic have recommenced face-to-face meetings. In addition, a new Recovery Cafe for Perth City has now been established and a new Recovery Development Officer post will shortly be advertised to lead the development of a grassroots recovery community in Perth and Kinross.
2. Perth and Kinross ADP remain committed to ensuring that those with lived and living experience of substance use play a key role in shaping substance use services. Therefore, work to implement the MAT Standards will be informed by the views of those with lived and living experience of substance use.
3. The ADP is continuing to fund the provision of specialist advocacy support for people with substance use issues. Independent Advocacy Perth and



Kinross (IAPK) is funded to provide an advocacy worker who will help people navigate systems and overcome barriers to accessing services and to engage with them.



**Figure 6. Number of suspected Non-Fatal Overdose incidents reported by the Scottish Ambulance Service (SAS) in Perth and Kinross.**

The Perth and Kinross Non-Fatal Overdose (NFO) Group was formed in May 2021 and comprises representatives from substance use services across the statutory and third sectors. The group receives information from the Scottish Ambulance Service, via NHS Tayside Public Health and Police Scotland, via Adult Support and Protection Vulnerable Person Reports regarding all non-fatal overdose incidents they attend.

Figure 6 highlights that there were 98 non-fatal overdose incidents reported in 2021/22 in Perth and Kinross. This is a reduction of 77 when compared with 2020-21. The male to female ratio is currently 84% to 16% with the key days for recording incidents being Friday and Saturday.

When information is received regarding an NFO contact is made with the person and advice and support offered either by their key worker if they are known to services, or by one of three Assertive Outreach Workers.

### **5.3 PRIORITY 3 – GETTING IT RIGHT FOR CHILDREN**

A key strategic aim of the ADP is to ensure that a whole family/ system approach is embedded across services. Two examples of work in relation to this priority are described below.

The ADP is funding the post of project worker for the Families Empowering Communities Project in Letham and Crieff. This is a community-led intervention which is taking a unique approach to seek to reduce disadvantage and inequality for families, prevent escalation of issues, promote whole family wellbeing, and improve outcomes for the communities. This is combined with the work the Council has sponsored with the Wellbeing Economy Alliance as part of a global initiative to test the Wellbeing Economy Design Guide. This is called Love Letham and one outcome

is to encourage co- designed solutions and foster better collaborative working by ensuring the views of all community members, including those with lived and living experience of substance use are included. To date, some key issues have been identified including a very strong sense of community and identity. Key areas to be addressed include a lack of premises for the community to identify as a centre to use to meet and the need to invigorate 'hope' and self-determination in the community.

The work of the project has seen a number of activities within communities taking place the development of a children's club at Letham Primary School following a request from the children, the establishment of 'Letham Together' which has around 20 members with two meetings held to date and a 'Chill and Chat' has been also established in Crieff to promote healthy relationships.

The ADP continue to fund a short life working group which has been established to test a different approach to engaging with families. The project will work with a small number of families across Perth & Kinross where there are children living in the family home and there are issues with drugs and/or alcohol and for whom there is a need for a service from more than one agency. The families will be assessed at home and offered support through the development of a joint plan which will encompass all elements of family's needs and will be shared across participating services, including those from the Statutory and Third Sectors.

#### **5.4 PRIORITY 4 – PUBLIC HEALTH APPROACH TO JUSTICE**

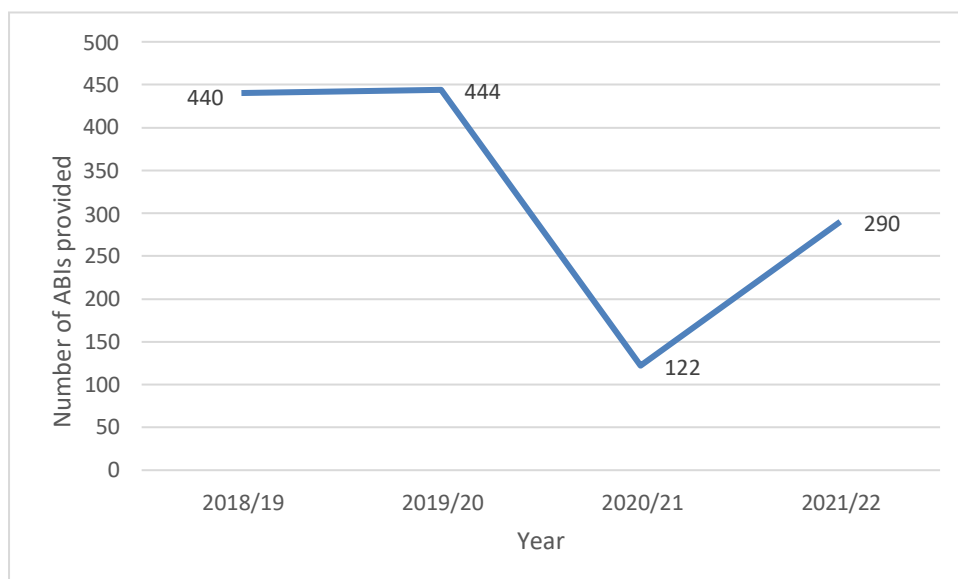
The fourth ADP priority seeks to ensure that vulnerable people are diverted from the justice system where this is appropriate and those within the justice system are full supported. Two examples of current work highlight this approach.

The ADP, in conjunction with the Community Justice Partnership is providing to support a two-year test of change which will see the establishment of a Custody Arrest Referral Service (CARS) for Perth & Kinross residents. Specifically, the funding will support the provision of a Custody Arrest Referral Worker who will work exclusively with Perth & Kinross residents who have been arrested and detained in the Dundee Custody Suite. This will provide services in Perth & Kinross with the opportunity to identify individuals in crisis; engage or re-engage individuals with person centred support, targeted at addressing unmet need (such as support linked with problematic substance misuse, mental health and/or homelessness) with the intention of minimising escalating offending behaviour and further crises.

The Prisoner Release Delivery Group has recently been established with the aim of ensuring there are clear pathways between prison and community support services, including support with substance use issues. The multiagency group, which includes SPS, IDART, PKC Housing and Safer Communities Teams, Skills Development Scotland (SDS), PKC Criminal Justice Social Work and the ADP is seeking to build on and enhance the successful pathway model that was developed to manage the early release of prisoners in 2020, in response to the pandemic.

## 6.0 OTHER AREAS OF DEVELOPMENT

### 6.1 ALCOHOL



**Figure 7. The number of Alcohol Brief Interventions (ABIs) provided in Perth and Kinross**

As the continued high level of alcohol specific deaths and alcohol-related referrals to services highlights, alcohol continues to have a significant impact on communities throughout Perth and Kinross. As well as the implementation of a community-based alcohol detox service mentioned above, the following actions have been taken:

- The ADP has provided Tayside Council on Alcohol (TCA) with funding to test a model of service delivery which uses a mix of paid staff, volunteers, and student counselling placements to increase scope and capacity within the counselling service. This will see the addition of a new post within its Perth team to co-ordinate, support and supervise student placements
- As Figure 7 highlights, while the number of ABIs provided rose in 2021/22 to 290, the number of ABIs is still far fewer than that of 2018/19 and 2019/20. Funding has therefore been provided for a Pan-Tayside Alcohol Brief Intervention (ABI) co-ordinator post to support the delivery and embedding of ABIs. The postholder has now been recruited and is currently developing an ABI delivery plan for Tayside which will aim to further increase the number of ABIs provided.

### 6.2 MENTAL HEALTH

Trust and Respect, the final report of the Independent Inquiry into Mental Health Services in Tayside, made a number of recommendations for changes and improvements in mental health services across NHS Tayside. In response to Recommendation 14 which stated that NHS Tayside should 'Consider developing a model of integrated substance use and mental health services,' the Scottish Government requested that Healthcare Improvement Scotland work with NHS Tayside to develop an Integrated Mental Health and Substance Use Pathfinder project which will improve outcomes for people with a dual diagnosis of mental ill

health and substance use. The project will prototype a new model and pathway of care, with a view to spreading good practice, innovation and learning about “what works” in developing and delivering integrated and inclusive Mental Health and Substance Use services. The ADP Lead Officer is a member of the Project Delivery Group and is working with colleagues through Tayside to develop the new model and care pathway in Perth & Kinross.

## 7. CONCLUSION

Over 2021, Perth and Kinross experienced a decrease in the number of suspected drug-related deaths. Each one of these deaths represents a tragedy for the individual and heartbreak for their family and friends and therefore we are not complacent. Referrals to services for both drug and alcohol use remains high. In response, Perth and Kinross ADP is continuing to develop and implement a Recovery Oriented System of Care to support people affected by substance use and their families and carers.

This has seen significant investment in the IDART service and the implementation of a revised process for accessing residential rehabilitation. The introduction of the MAT Standards will further ensure that people have access to the treatments they require when they are need them.

Following remobilisation of services after the easing of the Covid pandemic, progress is being made in each of the four priorities outlined in the ADP Strategic Delivery Plan 2020- 23.

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