



PERTH & KINROSS INTEGRATION JOINT BOARD

27 JUNE 2022

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

Report by Clare Mailer, Alcohol and Drug Partnership (ADP) Chair
(Report No. G/22/99)

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 and Kinross ADP 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 and Kinross ADP Strategic Delivery Plan 2020-23.
- 1.4. Requests an update in 6 months' time.

2. SITUATION/BACKGROUND / MAIN ISSUES

2.1 ADP/IJB roles

The ADP provides strategic leadership across Perth and Kinross for all agencies working within the alcohol and drugs field and other agencies with a significant role to play such as housing and education.

Perth and Kinross ADP receives funding from a number of sources. The main sources are NHS Tayside, Perth and Kinross Council and ringfenced monies from the Scottish Government via NHS Tayside. Details of funding streams and how they have been used are contained in Appendix 1.

The IJB is a legal entity responsible for the strategic planning and commissioning of a wide range of services across Perth and Kinross. The Health and Social Care Partnership (HSCP) has responsibility for the operational delivery of these services. Statutory substance use services are delegated to the HSCP.

Responsibility for reducing substance use mortality and harm is the responsibility of the Perth and Kinross Chief Officer's Group, of which the Chief Officer is a member.

SUBSTANCE USE AND RELATED HARM

2.1.1 HARM FROM DRUGS

Figures for 2020 highlight the scale of the challenge that Scotland is facing concerning drug-related deaths. 2020 saw the highest number of drug-related deaths ever recorded with 1,339 deaths, an increase of 5% from the previous year. Perth and Kinross also recorded its highest number of drug-related deaths with 34 fatalities, an increase of 9 (36%) when compared with 2019 and an increase of 4 (13%) when compared with 2018.

For 2021/22, data for Quarters 1-4 (April 2021 to March 2022) shows that there were 18 suspected drug death notifications. This is a reduction of 11 when compared with the same period in 2020/21 which saw 29 suspected drug death notifications.

Following an initial increase, which was partly the result of recording issues, referrals for drug treatment for Quarters 1-3 2021/22 have returned to comparable levels with referrals for 2020/21 for the same period.

This highlights that the increase in drug-related deaths and continued increase in referrals has not been sustained in 2021/22. However, drug harm remains a significant concern for communities in Perth and Kinross.

- 2.1.2** It should be noted that figures for drug deaths for the first three quarters of 2021/22 are suspected. This is because it takes time for analysis to take place regarding accidental or intentional overdose of substances, which substances (including alcohol) are present in the blood stream, any underlying physical cause of death and whether this is the primary cause or not. Waiting times for analysis were compounded by the Covid pandemic. Anecdotal information is available within areas, but this is not shared nationally, as to do so without proper analysis, would not be helpful. Waiting times for analysis are reducing and it is anticipated that this will result in a timelier release of drug death data.

2.1.3 HARM FROM ALCOHOL

Figures for Scotland for 2020 highlight that the year saw the largest number of alcohol-specific deaths recorded since 2008, with 1,190 deaths. This is an increase of 17% when compared with 2019. In Perth and Kinross, 25 alcohol-related deaths were recorded in 2020. This is an increase of 2 when compared with 2019 and is 5 fewer than the number recorded in 2018. Alcohol-specific death figures are published nationally with data for 2021 available later in the year.

Figures for 2019/20 and 2020/21 highlighted an ongoing increase in the number of new referrals for alcohol treatment. For 2021/22, the number of referrals for Quarters 1-3 is 361. This suggests that the total number for 2021/22 will be similar to the previous year's

total. Therefore, new referrals for alcohol treatment continue to highlight that, as with drug harm, alcohol harm remains a significant issue for communities in Perth and Kinross.

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 planned redesign of services had to be suspended as services responded to the challenges posed by COVID. Following the easing of COVID restrictions, work to develop and implement the ROSC has now resumed.

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 for Medication-Assisted Treatment (MAT) Standards will also be utilised to support the implementation of the Standards. In lieu of confirmation of recurring funding from the Scottish Government, the ADP is underwriting this from its reserves. This will enable MAT Standards implementation work to progress. However, in the longer term, Scottish Government funding will be required to enable the Standards to be implemented and to allow the ADP to utilise its reserves to support other work and respond to ongoing financial pressures.

3.1 INTEGRATION OF SUBSTANCE USE SERVICES

The integration of all 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 additional posts. Recruitment to these additional posts is ongoing and to date an occupational therapist, two recovery workers and a social worker with significant mental health experience have been successfully recruited. In addition, recruitment to a number of new nursing posts is either complete or ongoing. It is anticipated that recruitment of a psychology assistant will also shortly be completed.

Delays in recruitment and issues with the retention of substance use staff, especially nursing staff, remains a challenge. These factors, coupled with the time required to induct new members of staff has resulted in a longer time than had originally been anticipated to fully resource the new service. Mitigating actions identified in the HSCP Workforce Plan, increased investment in the team and implementation of the new model of working which will increase levels of job satisfaction, should lead to an improved situation regarding recruitment and retention of staff.

Once the new posts are recruited to, the increased capacity will mean it is possible to reduce waiting times, reduce the caseloads of workers in IDART and implement a new model of delivery which will enable the various professions to operate at the higher end of their remit.

Waiting times have been adversely affected by the lack of staffing resource coupled with COVID and non-COVID related absence. However, following a review of waiting times performance, several operational changes have been implemented, such as the introduction of a 14-day opt-in letter and the reopening of rural facilities. The impact of these changes and the increased staffing resource are expected to improve waiting times performance. This is being closely monitored and further operational changes will be implemented if required.

The service will also be able to offer an expanded range of treatment supports to promote a focus on recovery. These include help for people to stabilise chaotic lifestyles so they can engage with therapeutic interventions, increased access to individual and group psychological therapies and support with integration into local communities including accessing employment and Further Education. This investment will also support the ongoing development of the multi-agency assessment clinic and triage.

The new service has developed a model of integrated working which utilises recovery workers to support service users throughout their recovery journey. This sees service users receiving intensive support from initial contact with IDART through appropriate medical and non-medical treatments such as group psychology sessions, to community integration where they are supported to access a range of community recovery supports, such as recovery cafes and walking groups.

The IDART Service is currently based at Drumhar Health Centre. The service expansion outlined above, coupled with the continued challenges associated with working in a shared space with other services, means that additional accommodation is required for IDART to deliver its full range of functions.

A longer-term plan of accommodating the service in Pullar House has been proposed. The ADP has identified funding to support alternative, interim accommodation over the next three years. 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.

A revised process for accessing residential rehabilitation has been implemented in Perth and Kinross. In this revised process, individuals who would like to access residential rehabilitation can either self-refer or be referred by a professional. The referral is then screened by the residential rehabilitation screening group to determine suitability. The screening group includes clinical and non-clinical 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 process has also been reviewed and now everyone leaving residential rehabilitation has a recovery worker allocated to them to provide ongoing support.

Residential rehabilitation facilities across Scotland are accessible to all, irrespective of locality of residence. To date, there are four service users whose applications for entry to residential rehabilitation have been approved by the screening group.

4. MAT STANDARDS

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

The introduction of the MAT Standards will help to strengthen the Perth and Kinross ROSC by ensuring that partner organisations work together to offer choice and achieve consistent delivery of safe and accessible treatments.

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 indicated that funding will be made available to ADPs to support the implementation of the MAT Standards. The newly created multiagency Perth and 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.

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.

5. ADP STRATEGIC DELIVERY PLAN 2020-23

The Perth and Kinross ADP Strategic Delivery Plan 2020-23 is attached as Appendix 2. The Plan focusses on four priorities which align with the Scottish Government's national substance use strategy. Progress against the Delivery Plan was paused shortly following its inception because of the necessity to respond to the challenges of COVID. Following the resumption of key services, work is now underway to deliver each of the four key priorities progress against the Delivery Plan and progress is reviewed quarterly at ADP Strategy Group meetings.

Examples of some of the pieces of work that are being undertaken for each priority are highlighted below.

5.1 PRIORITY 1 – PREVENTION AND EARLY INTERVENTION

This priority considers how the prevention of the harms associated with substance use requires it to be viewed in relation to other policy areas such as education and social inclusion. Two relevant examples of work ongoing to progress this priority are:

The ADP has co-funded, with the Safer Communities Team, a project run by the Strathmore Centre for Youth Development (SCYD). The project aims to focus on the impact that 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.

The Youth Engagement Team (YET) are continuing to work 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 several schools throughout Perth and Kinross.

5.2 PRIORITY 2 – RECOVERY ORIENTED SYSTEM OF CARE (ROSC)

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 highlighted below.

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 is currently being planned and a new Recovery Development

Officer post will shortly be advertised to lead the development of a grassroots recovery community in Perth and Kinross.

The ADP is continuing to fund the provision of specialist advocacy support for people with substance use issues. Independent Advocacy Perth and Kinross (IAPK) provide an advocacy worker who helps people navigate systems and overcome barriers to accessing services and to effectively engage with them.

In 2021/22, IAPK received 25 referrals to work with people with substance use issues and provided support to an average of 18 people per month. Engagement with IAPK has resulted in a variety of positive outcomes for people with substance use issues including improved relationships with professionals, increased confidence in dealing with challenging situations and improved engagement with services. This has been achieved despite working in challenging circumstances because of the continuation of some COVID restrictions in certain settings.

The Perth and Kinross Non-Fatal Overdose Group contains 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. Plans are under development to recruit a Pan-Tayside Non-Fatal Overdose Programme Manager and Project Manager to lead and manage the implementation of the Unintentional Overdose Prevention improvement and development programme.

Since the inception of the Group, 138 incidents have been discussed relating to 80 people. Of those 80 people, 27 have recorded repeat incidents which account for 85 of the 138 incidents. There are three incidents on average each week, with Friday and Saturday as the key days for incidents occurring.

5.3 PRIORITY 3 – GETTING IT RIGHT FOR CHILDREN, YOUNG PEOPLE AND FAMILIES

A key strategic aim of the ADP is to ensure that a whole family/ system approach is embedded across services. A specialist substance use carers support worker, who is part of IDART, works with carers and families to offer a range of supports including harm reduction awareness, therapeutic support and financial advice and support. Carers and family members also engage directly with the ADP via EPICS, who are a group of carers who are caring for or have cared for someone with a substance use issue. EPICS are members of the ADP Adult Delivery Group and meet fortnightly with the ADP to discuss issues of concern.

Two examples of current projects 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 and improve outcomes for the communities. 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.

The work of the project has seen several activities within communities taking place such as 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 test of change which has been established to test a different approach to engaging with families. The project works with a small number of families across Perth and 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 are assessed at home and offered support through the development of a joint plan which encompasses all elements of the family's needs and is shared across participating services, including those from the statutory and third sectors.

An assessment of impact of the project will take place at the end of August to enable additional families to participate. However, to date, several positive outcomes have been achieved including the development of new assessment tools, better engagement with services for families, improved confidence and a sense of empowerment for families, and improved working relationships between services.

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 Perth and Kinross Community Justice Partnership, is providing support to a two-year test of change which will see the establishment of a Custody Arrest Referral Service (CARS) for Perth and Kinross residents. Specifically, the funding will support the provision of a Custody Arrest Referral Worker who will work exclusively with Perth and Kinross residents who have been arrested and detained in the Dundee Custody Suite. This will provide services in Perth and 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 (Scottish Prison Service), 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

As the continued high level of 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, the following actions have been taken to try and address this:

- 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
- Funding has 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.

6.2 MENTAL HEALTH

Trust and Respect, the final report of the Independent Inquiry into Mental Health Services in Tayside, made several 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 and Kinross.

During the next 12 months, the programme team will work with people who have lived experience of mental health and substance use and with relevant services to identify what might improve care and support and to design and test a variety of ideas.

7. CONCLUSION

Despite a positive decrease in the number of suspected drug-related deaths, referrals to services in Perth and Kinross for both drug and alcohol use remains high. In response to this, Perth and Kinross ADP is continuing to develop and implement a Recovery Oriented System of Care (ROSC) 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 required and Perth and Kinross ADP is working closely with the Scottish Government to embed and implement the Standards.

Following remobilisation of services, progress is also being made in each of the four priorities outlined in the ADP Strategic Delivery Plan 2020-23. Funding has been provided to support a range of projects that are operating throughout Perth and Kinross to further facilitate opportunities for recovery for people affected by substance use.

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APPENDICES

1. Financial Framework
2. ADP Strategy Delivery Plan 2020-23

NOTE: No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information), were relied on to any material extent in preparing this report.