



Director of Public Health

Meeting of:	Date	Agenda item	Ward(s)
Health Scrutiny	9 th June 2016		All

Delete as appropriate	Exempt	Non-exempt

SUBJECT: Reducing the harm of drugs and alcohol in Islington: report on progress

1. Synopsis

- 1.1 Substance misuse has a substantial and significant impact on Islington residents. The redesign of substance misuse services to improve outcomes for residents and deliver value of money is one of Public Health’s core transformation programmes. To support delivery of this, a major programme of work has been instigated to ensure we are maximising positive recovery outcomes among substance misusers. There have been some rapid improvements in outcomes for those engaging with treatment services. For instance the level of successful treatment completions among alcohol and non-opiate users in Islington is now in the top quartile of performance when compared to boroughs with similar treatment populations. In addition progress has been made in delivering the public health outcomes framework indicators for opiate and non-opiate users (completing treatment and not representing within 6 months). The Substance Misuse transformation programme is designed to support a further sustained improvement in these outcomes, whilst ensuring we maximise value for money.
- 1.2 The paper provides a brief summary of the impacts of substance misuse in Islington, the size of the treatment population and outcomes amongst this group. The paper outlines the work that is happening to redesign the treatment pathway as well as describing the key work streams for the next 12-18 months. We also highlight the key challenges which we need to address.

2. Recommendations

- 2.1 To note the work which is already underway, as well as the work planned to tackle the detrimental impacts of substance misuse in Islington.

3. Background

- 3.1 Alcohol and substance misuse are both causes of considerable harm to the health and well-being of Islington residents. One in three residents are estimated to be drinking at increased or high risk levels. The borough also has one of the highest levels of incapacity benefit claimants for alcoholism in London and the highest rate of admissions specifically due to alcohol in London. In terms of other substance misuse Islington has the second highest rate of opiate and crack use in London, although the most

recent publicly available data is for 2011/12.

- 3.2 The impacts of substance misuse are felt across the population, and the evidence base shows investment in drug and alcohol services results in a strong and substantial return on investment. For example:
- The National Audit Office estimates £2.50 is saved for every £1 invested in treatment services
 - It is estimated nationally if all drug users who started their recovery in 2010-11 sustained it, the estimated benefit to the public purse would be £2.6bn
 - For every £100 invested in drug treatment services a crime is prevented.
- 3.3 The drug and alcohol treatment pathway in Islington has been developed in line with what the evidence base shows to work best in maximising positive outcomes for those who are substance misusers or affected by someone else's substance misuse. The aim of the approach is to impact positively on health, social and economic outcomes across the borough through sustained recovery. There are three core strands to the treatment model – prevention, treatment and recovery. Underlying these three strands is the importance of ensuring effective integration with other services, both within the council (e.g. social care, housing and community safety) and the wider public sector (police, health and probation).
- 3.4 Substance misuse service performance is monitored nationally and locally using the National Drug Treatment Monitoring System (NDTMS) which is overseen by Public Health England (PHE). During 2014/15 there were concerns about the security of the data transfer process from service providers to NTDMS. As a result NTDMS data was unavailable for most of 2014/15 posing a number of challenges to performance monitoring
- 3.5 Based on the 2011/12 prevalence data (this is the most recent information available), there are an estimated 1930 opiate users, 1820 crack cocaine users and 570 injecting drug users living in the borough . Of these, there were 1209 people in Islington effectively engaged in drug treatment in 2015/16, an increase from 1186 people in 2014/15. There were 1015 people in treatment for alcohol in 2015/16, a significant increase on 2014/15 when 887 received alcohol treatment, although the numbers in treatment for alcohol continue to represent the “tip of the iceberg” in terms of the overall number of people drinking at levels that put them at risk of significant harm and who could benefit from treatment. In terms of the substance misuse treatment population there has been a significant change over time in the case mix with an increasing proportion of non-opiate users.
- 3.6 There have been some significant improvements in outcomes for those in the drug and alcohol treatment system over the last couple of years. Completion rates for all areas of substance misuse have increased in 2015/16. Completion by non-opiate users has risen from 41.8% to 43.4%; for alcohol users from 34.9% to 37.7%. Completion rates for those people using both alcohol and non-opiates have risen to 44.9% from 33.5% and are now within the top quartile range of comparable areas. Contributing to these successful completions were improvements in the housing status for those leaving treatment. At the point of treatment exit, 94.2% of opiate users and 91.2% of non-opiate users had no issues with housing. There remain areas of challenge in delivering positive outcomes: completion rates for opiate users have remained unchanged since 2014/15 (currently 7.1%) and employment rates for people who complete treatment in Islington remain below national averages. At treatment exit, 16% of opiate users and 24% of non-opiate users had been employed for 10 days or more in the last 28 days (compared with national averages of 24% and 33.5% respectively).
- 3.7 It is important that the work underway locally that has delivered improved outcomes over the last couple of years continues to be developed and embedded in order to meet the high and changing need in the borough. Our approach has been informed by a number of factors, in particular supporting residents with different patterns of drug and alcohol use; increasing uptake of treatment among underrepresented groups, including young people who misuse alcohol and drugs; and supporting the treatment system to improve recovery outcomes in the opiate using population. The substance misuse transformation programme continues to focus on the delivery of the following objectives:
- A treatment pathway that is adaptive to the changing needs of the population of drug and alcohol users in Islington e.g. addressing the impact of legal highs, increasing uptake of treatment services

for underrepresented groups such as young people

- Developing a more flexible and personalised service with greater emphasis on community based programmes and wider recovery support
- Strengthening pathways into employment and engagement with housing and other agencies relevant to effective and sustained recovery
- Ensuring families and those affected by someone else's substance misuse are effectively supported
- The need to ensure that local services are effective, evidence-based and can demonstrate value for money.

3.8 The Substance Misuse transformation programme involves a full review of the treatment pathway, including service redesign & a review of ways of working. A project plan has been developed and is being implemented to review all services within the drug treatment system and a clear forward plan is in place. Key workstreams that have been taken forward over the last 12 months to support this have included:

- The successful re-procurement of the complex drugs service and the new service provided by Camden and Islington Mental Health Foundation trust began in April 2016. We are working with the Trust to embed a comprehensive training package for mental health staff in identifying, assessing and providing brief interventions for substance use / misuse.
- The joint commissioning and procurement of residential detoxification and residential rehabilitation services with Camden. These services (which are also referred to as tier 4 treatment) are for clients who experience a number of complex issues which make achieving abstinence through community-based support particularly challenging. The service will be delivered through a framework of providers offering different models of residential detoxification and rehabilitation. The framework approach offers flexibility in response to service user choice.
- Remodelled primary care based alcohol and drug services (PCADS). The service is integrating with Primary Care Mental Health Teams (provided by Camden & Islington NHS Foundation Trust in conjunction with Whittington Health) to jointly provide specialist substance misuse and mental health support. This will deliver a streamlined assessment of patients with mental health / substance misuse profiles within primary care settings with access to a one-stop resource for the promotion of their physical, mental health and substance misuse wellbeing.
- Completion of a review of local day programmes services. The findings from this review are being incorporated into the transformation programme that will be delivered over the next two years.
- Ensuring the treatment pathway is able to meet the changing needs of the population of drug and alcohol users. For instance ensuring services are able to support those using novel psychoactive substances (previously 'legal highs' but now illegal).
- Public Health has worked closely with the Islington Young People's Drug and Alcohol Service to ensure that the service has access to effective case management systems and are to develop an action plan for 2016 to deliver an increase in the number of young people accessing the service.

3.9 The core area of focus for 2016-17 is taking forward the transformation work that has already begun, in order to fully integrate our substance misuse services and ensure that Islington has a treatment service that meets local need and is adaptable (for instance supporting those using novel psychoactive substances and substance misuse related to Chemsex). We will be doing this in collaboration with our service users and service providers.

3.10 As we take forward this work, it will be important that a number of challenges around drug and alcohol related harm in the borough are addressed. Some of the key challenges and areas to be aware of include:

- Recognising that those in treatment services are the 'tip of the iceberg' (especially alcohol)
- Early intervention, and the importance of looking across all council services to identify opportunities for heading off problems before they escalate – across the lifecourse, including children's services and in the YOS.
- Recognising that not all those affected by substance use will be dependent on drugs or alcohol - often individuals/families at risk of harm are 'invisible' and we need to ensure this group are well supported.
- Ensuring clients are supported to sustain their recovery, for instance supporting those in treatment

services back into employment.

- Ensuring we do not address substance misuse in isolation, with a particular focus on the overlap with mental health. There are substantial opportunities for working in a more integrated way across substance misuse and mental health services in order to support an important cohort of individuals with overlapping needs.
- It is important we seize opportunities offered by national and regional work programmes/initiatives. For instance exploring how we can ensure the needs of people with substance misuse problems are acknowledged and included within work, such as that happening around employment support.
- Substance misuse is an issue which impacts across a wide range of Council and wider public sector services – virtually all areas of the council are affected. Understanding the impact of substance misuse, and its inter-relationship with a number of other key social issues, such as mental health and domestic violence, is a key part of cross cutting work currently underway to understand the needs, service use and outcomes for a cohort of residents with multiple, complex needs, in order to then consider and design alternative solutions and responses to meeting the needs of these residents.

4. Implications

4.1 Legal Implications:

There are no legal implications as a direct result of this report.

4.2 Environmental Implications:

There are no environmental implications as a direct result of this report.

4.3 Equality Impact Assessment:

There are no equality implications as a direct result of this report.

Resident Impact Assessments will be completed as part of the tendering of each of the different of the different services.

4.4 Legal Implications:

There are no legal implications as a direct result of this report.

5. Conclusion and reasons for recommendations

5.1 The committee are asked to note the work which is already underway, as well as the work planned to tackle the detrimental impacts of substance misuse in Islington

5.2 It is important that substance misuse commissioners and public health continue to work collaboratively with partners to develop a treatment pathway that is adaptive to the changing needs of the population of drug and alcohol users and which therefore maximises good treatment outcomes and sustained recovery, whilst also maximising value for money and efficiencies within the system.

Appendices

Background papers: Presentation: Substance misuse in Islington, June 2016

Final report clearance:

Signed by:



Director of Public Health

Date 31st May 2016

Received by:

Head of Democratic Services

Date

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