

## **Meeting of the Health Select Committee – 23<sup>rd</sup> November, 2023**

### **Report of the Public Health and Wellbeing Directorate**

### **Substance Misuse Commissioning and Delivery in Dudley**

#### **Purpose of report**

1. This purpose of this paper is to provide information on substance misuse as an issue in Dudley and the interventions and services commissioned by Dudley MBC's Public Health and Wellbeing Directorate to address and mitigate this issue, for the Select Committee to consider.
2. This paper will outline:
  - The overall impact of substance misuse;
  - The specific local situation regarding substance misuse;
  - An overview of the services and interventions commissioned by: and,
  - Opportunities for Councillors to support this work.

#### **Recommendations**

3. It is recommended:-
  - That the Committee note the contents of this paper.
  - That Committee members note the ways they can support the substance misuse work in the borough.
  - Members to be invited to undertake a site visit at Atlantic House.

#### **Background**

4. Substance misuse (the problematic use of alcohol, illegal drugs and illicitly used prescription medicines) is a significant issue across England. It is the cause of a range of health impacts, drives crime, contributes to poverty and poor outcomes for young people and families, and causes death in some cases.

5. Overall, Dudley compares well to comparator local authorities and England, particularly in terms of the estimated numbers of opiate and crack users. In terms of alcohol related unmet need (the number of people engaged in treatment as a proportion of the estimated prevalence) Dudley is slightly higher than the England rate.

6. *Table 1: Estimated prevalence (rate per 1,000)*

	Dudley	England
Opiate and Crack Users (OCU)	7.0	9.5
Alcohol	14.68	13.68

7. With a population of 323,495 in Dudley MBC this indicates an estimated 2,264 people have a treatment need for misusing opiates and crack cocaine and that 4,748 people have a treatment need for alcohol misuse.



8. In terms of unmet need Dudley has significantly better levels of engagement with treatment than the England rate, particularly for opiates and crack usage. For alcohol the level of unmet need is similar to the England rate.

9. *Table 2: Unmet need (percentage of those estimated to have a treatment need who are not engaged in treatment))*

	Dudley	England
OCU	35.5%	57.9%
Opiates	37%	59.5%
Crack	72.7%	83.3%
Opiates and crack	27.1%	46.6%
Alcohol	80.7%	80.1%






#### Local situation

10. The local situation in Dudley MBC  
Public Health Outcomes Framework (PHOF) indicators  
The key PHOF indicators for substance misuse relate to alcohol related hospital admissions. Alcohol rates of hospital admissions are lower than the national average and the statistically nearest neighbours to Dudley.

Indicator	Period	Dudley			Region	England	England		
		Recent Trend	Count	Rate	Rate	Rate	Worst	Range	Best
Admission episodes for alcohol-specific conditions - Under 18s	2018/19 - 20/21	—	40	19.2	24.9	29.3	83.8		7.7
Admission episodes for alcohol-related conditions (Narrow)	2021/22	—	1,514	473	564	494	840		251

11. Drug treatment completions for opiate users have decreased and are lower than the regional and England averages. Drug treatment completions for non-opiates remain stable and are significantly higher than the regional and England levels. Drug misuse related deaths remain lower than the regional and England levels.

12.

Indicator	Period	Dudley			Region	England	England		
		Recent Trend	Count	Rate	Rate	Rate	Worst	Range	Best
Successful completion of drug treatment: opiate users	2021		33	3.7%	4.5%	5.0%	1.2%		12.5%
Successful completion of drug treatment: non opiate users	2021		159	43.8%	33.5%	34.3%	14.6%		62.3%
Deaths from drug misuse	2018 - 20	—	38	4.2	5.3	5.0	22.1		1.9

### Treatment services

13. Successful treatment completions are a key indicator of the performance of treatment services. For adult treatment services the level of successful treatment completions has improved, but is still lower than the England and comparable Local Authority levels. Re-presentations to treatment have increased over the past year and may indicate an increased willingness to

engage in treatment by some clients who previously did not successfully complete treatment.

### Nitazene

14. During June, July and August this year a spate of overdoses occurred in the West Midlands due to the adulteration of heroin with nitazene (a very potent synthetic opioid). Action was taken to increase supply and access to naloxone (an opiate/opioid overdose reversal treatment). Three overdose deaths and two overdose injuries have been attributed to heroin adulterated with nitazene in Dudley. The current surge appears to have eased, possibly due to user awareness or changes in heroin supplied. Changes in the global supply for heroin mean that the issue of adulterated heroin is likely to reoccur. We are re-developing our fentanyl action plan to ensure that we are prepared for any future surges in adulterated heroin.

### Nitrous Oxide

15. It has just been announced that Nitrous Oxide is to be made a Class C drug under the Misuse of Drugs Act 1971 by the end of 2023. Currently Nitrous Oxide has been identified as an anti-social behaviour issue in Dudley, but is not currently an addiction and treatment issue in Dudley. We will maintain a watching brief on this. We are aware of what actions will be needed and how these will take place depending on the final proposals.

### Prevention

16. A key theme running through both approaches and commissioned services is prevention. These include:
  - Children and Young People's services have a strong focus on building resilience amongst young people to prevent substance misuse issues.
  - The focus on provision of Alcohol Identification and Brief Advice to prevent and identify early alcohol misuse issues.
  - Engagement with and support of school's Relationship and Sexual Health Education Agenda.

### Local Governance

17. The Dudley Combating Drugs and Alcohol Partnership (Dudley CDAP) has responsibility for the development and oversight of effective system-wide approaches to managing drug and alcohol misuse issues across Dudley borough, for both adults and young people. Dudley CDAP is a sub-group of

Safe & Sound (Dudley's Community Safety Partnership) and reports quarterly against four key outcomes:

1. Prevention, early detection, harm reduction and recovery approaches for young people and adults using substances and support for families that are affected by substance misuse
  2. Fewer people experience crime and disorder related to substance misuse
  3. Drug and alcohol related deaths investigated to identify lessons learned and drug alerts disseminated to help avoid risk of overdose or serious adverse reaction
  4. Local delivery of 'From Harm to Hope' national drug strategy
18. Dudley CDAP also has oversight of the Drug and Alcohol Related Death Inquiry Group. This is an operational group reviewing deaths of adult substance misuse service users. In the year to July 2023 Dudley has had 12 people engaged with the treatment service who have died from substance misuse related causes. The confirmed number of deaths from drug misuse in Dudley are for 2018-20 and are 38 deaths.<sup>1</sup>
19. Additionally, Dudley CDAP is a sub-group of the West Midlands Combating Drugs and Alcohol Partnership (WM CDAP), a regional multi-agency board overseeing the 'From Harm to Hope' national drug strategy and outcomes set by the National Combating Drugs Outcomes Framework.

#### Commissioning governance

20. All the commissioned services are commissioned in line with procurement rules and guidance and have followed the appropriate governance process for tendering, contract award and mobilisation. The performance monitoring of the commissioned services is conducted by commissioning teams within the Public Health and Wellbeing Directorate and Finance colleagues.

#### Overview of services and interventions

##### Adults Substance Misuse Services: Change Grow Live (CGL)

21. The Adults Substance Misuse Service is run by Change Grow Live from Atlantic House in Lye. There were 1,230 service users in treatment as at May 2023. The service was put out to tender in March 2023 and the contract awarded to Change Grow Live for 3+2+2 years. The value of the contract is £3,156,000 per year and covers:
- The provision of an adult open access, Integrated Substance Misuse Service; providing person-centred and evidenced alcohol harm

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<sup>1</sup> <https://fingertips.phe.org.uk/search/drugs>

prevention, treatment and recovery interventions and drug prevention, treatment, and recovery interventions.

- Commissioning, co-ordination, and administrative management of pharmacy-based provision of Naloxone, needle exchange and opiate substitute therapy services.
- Preparation of service users for residential rehabilitation programmes and coordination of referrals to commissioned provider(s).
- Blood Borne Virus prevention screening, treatment, and vaccination.
- Integrated criminal justice programmes for substance misusing offenders.
- Clinical governance and leadership for substance misuse across the entire locality of Dudley borough.
- Identification of and safeguarding Service Users, their families, and carers.
- Delivery of substance misuse related training to external stakeholders, services and organisations to enhance pathways and referral routes.
- Building local capacity for the prevention and identification for substance misuse amongst the wider partnership workforce and other community agencies in the borough.

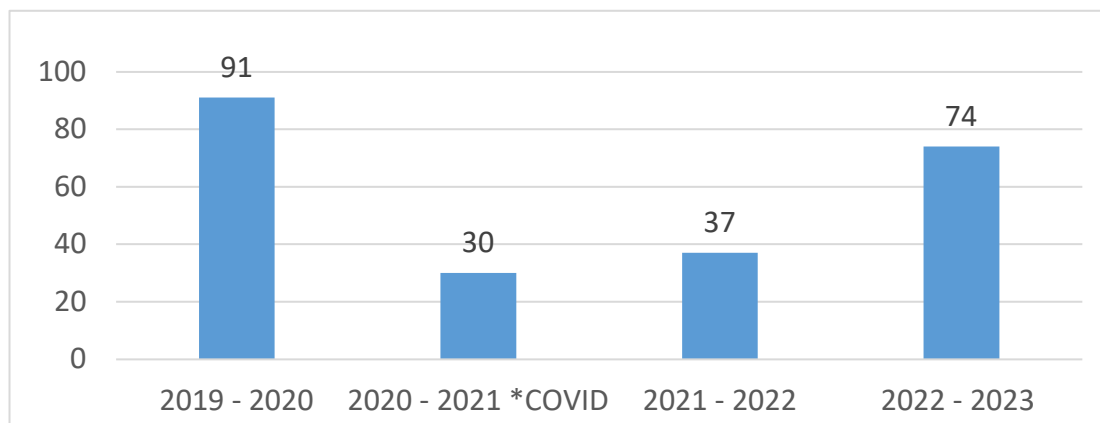
22. An additional service provided by CGL and funded through the Public Health Grant is a wound care clinic. This provides care and advice to intravenous drug users for injection injuries and wounds, it also prevents excess deaths and reduces the pressure on primary and secondary care. This is an example of innovation and is not provided by many local authorities.

#### Children and Young People Substance Misuse Service (Cranstoun)

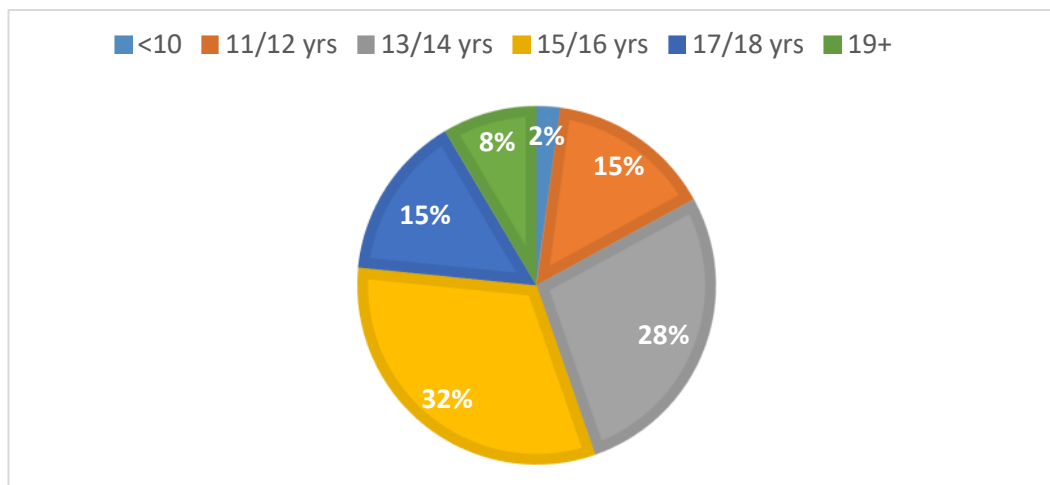
23. Following full tender procurement process started in April 2023, Cranstoun successfully retained the young people's contract provision for 3 years (+2 +2.). The new contract starts on 1<sup>st</sup> December 2023 with a contract value of £383,240 per annum.
24. The Young people's Substance Misuse and Wellbeing Service provided by Cranstoun, operates from a central base in Dudley town centre but also offers outreach provision for the client group based on need.
25. Locally, 686 young people asked for support during the last year, some of these were wellbeing requests but 74 entered structured treatment for

substance use, the majority of which were boys. The main drug of choice for young people is cannabis, followed by alcohol and pills. Close working arrangements are established between many other services for young people including the Youth Justice Service, safeguarding and CAMHs (Child and Adolescent Mental Health service).

26. Here4YOUth is also an offer from Cranstoun, H4Y is an open-door wellbeing service for young people to access via drop-in, outreach or social media. Offering a range of support and signposting including emotional wellbeing support, social prescribing, substance misuse support and sexual health services.
27. Young people who need support for substance misuse are seen in structured sessions using methods and venues agreed by the service user. Some of our most vulnerable young people are seen in this service, Here4YOUth act as advocates for the young people, enabling access to additional other wellbeing support, eg finance or housing support.
28. This service also supports smoking and vaping cessation, prescribing Nicotine Replacement Therapy as needed.
29. Numbers in Structured Substance Treatment (NDTMS figures YTD)



30. Age of new referrals



31. *Supporting School Relationship, Sexual Health Education Agenda (RSHE)* Cranstoun have delivered drug education training to school staff in Dudley schools. They are currently working collaboratively with education partners and public health to develop an alternate intervention for students who may be at risk of exclusion from school for vaping on school site, this is currently in the exploratory stage. A particular concern in relation to young people in schools is the rates of vaping, whilst smoking rates have dramatically decreased vaping rates have increased. Local advice and training for frontline staff on vaping in young people has been commissioned to help address gaps on this in national guidance.

#### Pharmacy services

32. Contracted services provided by pharmacies in Dudley include some substance misuse services. These include:
- Alcohol Identification and brief advice, a brief alcohol harm prevention questionnaire and advice.
  - Supervised consumption of opiate substitution treatments such as methadone and buprenorphine – 41 Pharmacies provide these services.
  - Needle Exchange Service, a service that provides clean needles to intravenous drug users in exchange for used needles – 13 pharmacies provide these services. These pharmacies also provide naloxone for opiate overdose prevention
33. The Needle Exchange Service also has the benefit of reducing discarded needles in public areas as the service requires a one for one exchange.
34. These are charged on a per delivery rate. Currently uptake of these services in pharmacies is ad hoc and varies.

#### Dangerous Substance Action Plan



35. In 2018 Dudley was required to develop a Fentanyl Action Plan by the then Public Health England (PHE). Over summer a surge of overdoses and overdose deaths amongst opiate users in the West Midlands caused by heroin adulterated with nitrazene led to the initiation of this and the current treatment service provider's (CGL) own action plan.
36. As part of the plan a Local Drug Information System (LDIS) is being reinvigorated to ensure information on dangerous substances is disseminated to key partners and stakeholders quickly and effectively.

#### Licensing: Responsible Authority role

37. The Director of Public Health is a named Responsible Authority under the Licensing Act 2003. In this role Public Health receives Licensing applications for review and comment or objection as part of the application process. Over the past year Public Health have worked in partnership with the other Dudley Responsible Authorities (Licensing, Police, Children's Services, the Fire Service etc) to consider and feed into a wider Licensing led Responsible Authority response to applications. In 2022 694 alcohol licence applications were made and considered as part of this process. To date in 2023 556 alcohol licence applications have been received. Licensing partners work together in terms of representations and negotiating additional conditions on licences, and Public Health has contributed to this process where appropriate.

#### Support from Elected Members

38. There are a number of ways that Elected Members are able to support and promote the substance misuse work in Dudley. These include:
- Being aware of the local situation in Dudley – officers in the Public Health and Wellbeing Directorate are available to provide information and reports as required.
  - Highlight any insights or concerns that you may have with the Safe and Sound Board to support the wider substance misuse work.
  - Elected Members play an important role in supporting and promoting the use of naloxone in partner organisations and the community. The promotion of this life saving overdose reversal medication plays a vital role in reducing drug related deaths in Dudley.
  - The Public Health and Wellbeing Directorate support the Council's wider work in alcohol licensing. Support for the Council's work in this area by Elected Members benefits wider substance misuse related health and wellbeing outcomes.

## **Finance**

### 39. Funding

Public Health Grant funding has been agreed for the provision of the following:

- Adults Substance Misuse Services: £3,156,000 per year
- Young People's Substance Misuse Services: £383,240 per year

### 40. External sources of funding: SSMTR

Through the Government's Supplementary Substance Misuse Treatment and Recovery Grant allocations for Dudley are as follows:

- 2022-2023 - £506,042
- 2023-2024 - £744,793
- 2024-2025 - £1,221,970 (subject to approval from Department for Health and Social Care and HM Treasury)

### 41. The funding is contingent on the level of investment from the Public Health Grant towards drug and alcohol services being maintained during the life of the additional funding. Additional grant funding of £61,593 per annum (2022-2025) has also been made available in Dudley borough to support increased capacity for in-patient detoxification placements.

## **Law**

### 42. There are no legal implications of this paper.

## **Risk Management**

### 43. There are no specific risks associated with this paper. All risks associated with the commissioning and delivery of substance misuse approaches in Dudley are managed through the standard governance and risk management processes.

## **Equality Impact**

### 44. No changes are being proposed and therefore there is no impact on equalities from this paper.

## **Human Resources/Organisational Development**

### 45. There are no Human Resources or Organisation Development implications from this paper.

## **Commercial/Procurement**

46. There are no commercial or procurement implications from this paper.

## **Environment/Climate Change**

47. There are no Environmental or Climate Change implications from this paper.

## **Council Priorities and Projects**

48. This report ensures we are working towards our Council Plan priority 'A Safe and Healthy borough to live; whereby Residents live in safe communities where safeguarding of vulnerable people of all ages protects them from harm and supports the prevention of crime and exploitation.



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