
Report to Adult Social Care and Health Scrutiny Committee

Drug and Alcohol Strategy: Adult Integrated Substance Misuse Treatment and Recovery in Oldham

Portfolio Holder:

Councillor Brownridge, Cabinet Member Health and Social Care

Officer Contact: Dr Rebecca Fletcher, Director of Public Health

Report Authors: Julian Guerriero, Senior Policy, Strategy and Commissioning Manager Public Health

Ext. 8748

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Purpose of the Report

To update the Committee on progress to date on embedding recommendations of the Government's 10-year drugs plan 'From harm to hope' and local work on policy implementation.

To provide an update on the mobilisation of the Adult Integrated Substance Misuse Treatment and Recovery Service delivered by Turning Point – **Presentation from Annie Lynn, Senior Operations Manager.**

Executive Summary

Having a high functioning drug and alcohol treatment and recovery offer is an essential component of the range of activity required to achieve better population health and reduce demand on health and social care services.

In December 2021, a national policy paper – From harm to hope; A 10-year drugs plan to cut crime and save lives' was published, setting out the ambition to give people with drug addiction a route to a productive and drug free life.

The Oldham Drug and Alcohol Partnership Group was established in April 2023 and has been overseeing workstreams that are required to be delivered under the 10-year drug plan. This report summarises work to date to implement its recommendations and the GMCA Combatting Drugs Partnership.

Oldham and Rochdale Councils have in collaboration jointly commission Turning Point to deliver the drug and alcohol treatment and recovery service in both areas. Turning Point have been requested to attend the meeting to provide an update on the delivery model, its implementation and priorities that were initially presented to the Health Scrutiny Meeting on 7th March 2023.

Recommendations

The Committee are asked to note the outcome of work over the last 6 months to embed the priorities of the Government's 10-year drugs plan and progress to date from Turning Point in the delivery of the Adult Integrated Substance Misuse Treatment and Recovery Service.

Drug and Alcohol Strategy; Adult Integrated Substance Misuse Treatment and Recovery in Oldham

1 Strategic Background

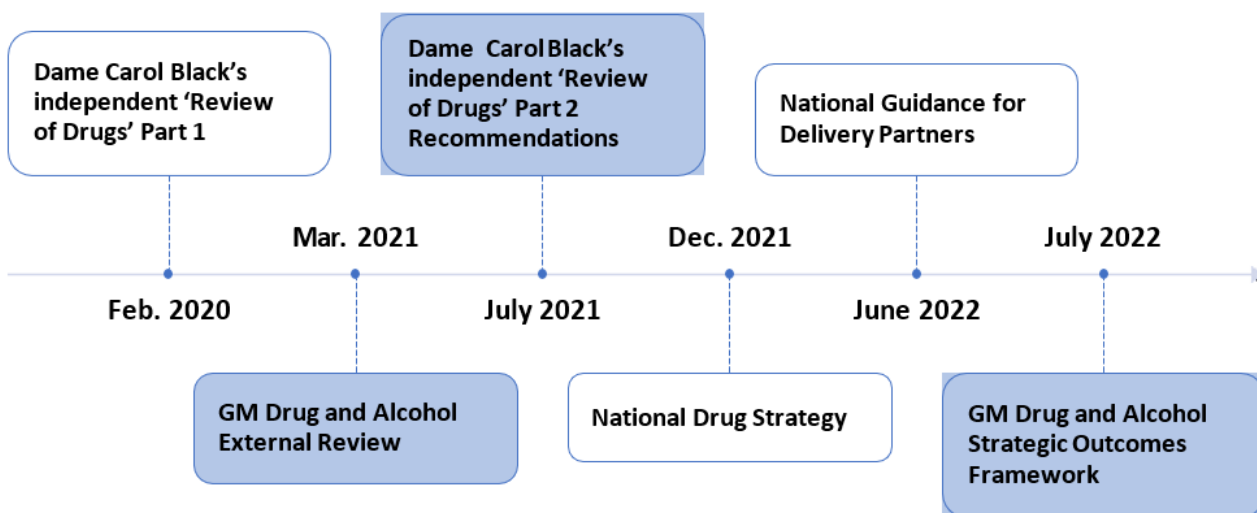
- 1.1. Under the Health and Social Care Act 2012, local authorities have a duty to reduce health inequalities and improve the health of their local population by ensuring that there are public health services aimed at reducing drug and alcohol misuse. The Greater Manchester Drug and Alcohol Strategy sets out the collective ambition to make Greater Manchester a place where everyone can have the best start in life, live well and age well, safe from the harms caused by drugs and alcohol. Reducing these harms is central to improving the safety, wellbeing and prosperity of our residents.
- 1.2. In December 2021 a national policy paper – [From harm to hope: A 10-year drugs plan](#) to cut crime and save lives’ was published, setting out the ambition to give people with drug addiction a route to a productive and drug free life.
- 1.3. The government’s 10-year plan aims to create a drug and alcohol treatment and recovery system via a full range of evidence-based interventions. It sets out the ambition to ensure accessibility to anyone experiencing substance addiction, ensuring individuals are treated as having a chronic health condition. The aim is to provide life-saving support and improve safety and productivity of local areas by reducing the harms that drug addiction can cause and maximising long-term recovery.
- 1.4. The strategy encompasses recommendations outlined by an [independent review by Dame Carol Black](#), including 3 key objectives:
 - Increase the proportion of people misusing drugs who access treatment and recovery support, including more young people, and earlier interventions for offenders to divert them away from the criminal justice system, particularly prison.
 - Ensure that the treatment and recovery package offered is of high quality and includes evidence-based drug treatment, mental and physical health interventions, and employment and housing support.
 - To reduce the demand for drugs and prevent problematic drug use, including use by vulnerable and minority groups and by recreational drug users.

2 Oldham Drug and Alcohol Partnership Group

- 2.1. The Oldham Drug and Alcohol Partnership Group was established in April 2023 and has been overseeing delivery of workstreams that are required to be achieved under the 10-year drug plan. This has included all elements that fall under criminal justice and that are captured under Oldham Supplementary Substance Misuse Treatment & Recovery Grant (SSMTRG).
- 2.2. Progress is reported quarterly via the GMCA Drug & Alcohol Commissioning Group and to the Combatting Drugs Partnership (CDP) and Transformation Board (TB). Progress of the SSMTRG is reviewed by the regional Office for Health Improvement & Disparities (OHID) and Drug & Alcohol Improvement Support Team (DAIST).
- 2.3. Current priority for the group is to agree/ review the Oldham Drug and Alcohol Delivery Plan and SSMTRG for 2024/25 and this work will commence October 2023.

3 Timeline of work to date

3.1 The initial timeline for implementation of the Drugs Plan is summarised below. From July 2022 onwards work has progressed to establish the Oldham Drug and Alcohol Partnership Group following national guidance for delivery partners:



3.2 The focus has been on the delivery of services that engage more residents into treatment, improve treatment quality and increase resilience. The aspiration being to support residents and reduce the likelihood of them resorting to substance misuse and dependence caused by crisis, historical trauma or mental ill health.

3.3 The budget for Drug and Alcohol treatment services in Oldham is made up of £2.8M from the core Local Authority public health budget. There is also an additional £1.49M in time limited central government grants. This is made up of the Supplementary Substance Misuse Treatment and Recovery Grant, In-patient Grant, Rough Sleeper Drug and Alcohol Treatment Grant, Individual Placement and Support, and Housing Support Grant. There is also another £0.17M from a combination of HM Prison and Probation Service, and Alcohol Care Teams.

3.4 There are five measures that we must report on nationally that are intended to improve the delivery of substance misuse services:

1. Increase numbers in treatment
The targets for increased numbers in treatment are discussed below in section 5.
2. Reduce Drug and Alcohol Related Deaths
There is a national ambition to reduce the numbers of drug and alcohol related deaths by 1,000 per year but this has not been translated into local targets. The aim is to reduce the numbers of drug and alcohol related deaths. In Oldham in 2020/21 there were a total of 24 deaths of people who were in drug and alcohol treatment. 18 of these were opiate users and 6 used alcohol only.
3. Increase capacity in the workforce and improve training
There is no local numerical target for increasing the workforce but there is a clear plan locally for increased recruitment with increased capacity across a range of professions including nurses, psychologists, and drug and alcohol workers.
4. Improve engagement rates (continuity of care) for those residents released from custody and maintaining treatment and recovery when in the community

There is a national ambition for 75% of prison releases requiring substance misuse support to be transferred into community treatment within 3-weeks of release. Oldham has a local ambition of 85% in 2024/25. Our baseline was 52% in 2021/22.

5. Increase numbers accessing Residential Rehab by 2% of all those in treatment
Oldham has the highest proportion in GM of adults in residential rehab as a proportion of all adults in treatment and the latest data shows this figure as already higher than 2% (2018-2021)

4 Oldham Drug and Alcohol Delivery Plan

4.1 The latest version of the GM Combatting Drugs Partnership (CDP) Strategic Delivery Plan is attached below and incorporates:

- The agreed activity and objectives from the first version of the delivery plan including actions from GMCA, GMP, and HMPS, in response to the requirements of the National Drug Strategy.
- Activity and objectives gathered from other strategic partners which contribute to the work of the GM CDP inclusive of NHS GM.
- Activity and objectives carried forward from the previous GM Drug and Alcohol Strategy.

4.2 The CDP Strategic Delivery Plan is overarching, and all local authorities are expected to reflect their own priorities in a localised version of their Drug and Alcohol Delivery Plan. Work is ongoing with partners to develop the Oldham plan and refine the 3 priority areas:

1. Breaking Drug Supply Chains
2. Delivery of a world-class treatment and recovery system
3. Achieve a generational shift in the demand for drugs



Oldham Drug &
Alcohol Delivery Plan

5 Drug and Alcohol Outcome Framework Headline Figures

5.1 The Committee will be aware that sitting behind the Combatting Drugs Partnership (CDP) Strategic Delivery Plan is the Greater Manchester Outcome Framework. The attached report summarises key headline areas and current targets measured against 2021/22 baseline for comparison. The areas covered in the attached document are:

1. Numbers in Treatment
2. Treatment Outcome Measure
3. Continuity of Care
4. Community Sentence Treatment Requirements



GM Drug and
Alcohol Headline Figures

5.2 National Drug Treatment Monitoring System (NDTMS) & Public Health Outcome Framework (PHOF) data for Oldham is summarised below and indicate total number of adults in treatment (including offenders) against the Supplementary Substance Misuse

Treatment and Recovery Grant (SSMTRG) requirement of increasing overall numbers in treatment by 20% before the end of quarter 4 2024/25:

Numbers in Treatment	June-23 Source NDTMS	RAG SSMTRG Baseline of 20% Increase in NIT required for 2023/24
Opiates	701	790
Non-Opiates/ Non-Opiates & Alcohol	212/ 220	525
Alcohol Only	460	479
Total Numbers in Treatment	1593	1794

- 5.3 It is recognised that this is a challenging measure to achieve and is placing significant caseload pressures on the service. Nevertheless, work is ongoing to increase numbers in treatment against prevalence rates and levels of unmet need estimates

6 Criminal Justice Treatment Pathways

- 6.1 Continuity of Care: There has been a significant improvement in engagement rates for prisoners released from custody and being engaged/ maintained in treatment and last available data for quarter 1 2023/24 shows an engagement rate of 65% which is 13% increase from our baseline:

Continuity of Care (Prison to Community)	SSMTRG Baseline 2021-22	Latest Performance Q1 2023/24 Source NDTMS	Change from Baseline	SSMTRG 2023-24 Ambition
National	37%	38%	1%	75%
Local	52%	65%	13%	70%

- 6.2 Probation Dependency and Recovery/ Integrated Rehabilitative Services (IRS): The joint working arrangements between probation and treatment service teams is beneficial and there has been a significant increase in Community Sentence Treatment Requirements:

Referrals data per order	May-23 Source Probation Service
Alcohol Treatment Requirements (ATRs)	13
Drug Rehabilitation Requirement (DRRs)	9
Rehabilitation Activity Requirements (RARs)	38
Licence and Post Sentence Supervision (PSS)	29
Total Referrals	89

7 Supplementary Substance Misuse Treatment and Recovery Grant Expenditure

- 7.1 The Supplementary Substance Misuse Treatment and Recovery Grant (SSMTRG) is made available by the Department of Health and Social Care (DHSC) to each higher tier local authority in England. The funding is confirmed annually, and local authorities are required to submit plans to indicate their intended use of the grant.
- 7.2 In 2023/24 the average uplift in the SSMTRG for Greater Manchester authorities was 30%. In 2023/24 Oldham has received £573,288 in funding from SSMTRG which is 14% higher than in 2022/23. This is the second smallest percentage uplift in GM.

7.3 Local authorities are solely responsible for all SSMTRG expenditure and reporting, and it is a requirement of the grant agreements that the relevant Combatting Drugs Partnership is able to review plans. All plans from each GM local authority have been reviewed by officers at the Combined Authority.

8. Oldham Drug & Alcohol Needs Assessment

8.1 In the report submitted to the Health and Scrutiny Panel on 7th March was a breakdown of Oldham treatment need and prevalence rates for drugs and alcohol. A copy of Oldham Drug & Alcohol Needs Assessment 2022 is in appendices.

9 Adult Integrated Substance Misuse Treatment and Recovery Service

9.1 Turning Point Services Ltd commenced delivery of Adult Integrated Substance Misuse Treatment and Recovery Service on 1st April 2023, following completion of a successful procurement process and mobilisation period.

9.2 Turning Point will present a brief update on implementation, delivery model, and service priorities of the first 6 months to the Health Scrutiny committee.

10 Key Issues

10.1 There has been a good implementation & development of services to support residents in addiction and for those at risk of offending through substance misuse but there are still key challenges. The following areas will be incorporated into the Oldham Drug and Alcohol Partnership Delivery Plan:

- i. Increasing numbers engaging in treatment by 20% based on 2021/22 baseline is a key challenge especially around opiate use. With increased numbers in treatment comes the additional pressure of managing capacity and caseload numbers of the treatment service.
- ii. Reducing unplanned exits; the numbers of clients disengaging from treatment remain high and is impacting on overall treatment outcomes, work is ongoing to improve engagement rates and maintain numbers in treatment.
- iii. Developing the treatment workforce and maintaining capacity is a significant challenge with not enough suitably qualified treatment/ recovery workers available. This is increasing caseload size and impacting on quality of treatment.
- iv. Increasing opportunity for clients in treatment to be supported via rehab placements by 2% is being worked towards by the treatment provider and our tier 4 panel arrangements are currently being reviewed but will place additional pressure on our Tier 4 budgets.
- v. Maintaining recovery once exiting from treatment requires an overarching partnership response to meet client aspirations to gain employment, accommodation or improvement in wider health conditions, such as mental and physical health without causing pressure on statutory Mental Health, Adult Social Care or wider health services.
- vi. Although work outlined above for those released from custody and/ or engaging with criminal justice partners is positive, there is more work to be done. It's recognised those clients coming through criminal justice pathways, can be extraordinarily complex and resistant to engagement. Nevertheless, engagement has increased in

part due to the focus on developing our criminal justice treatment teams and improved partnership joint working arrangements with prisons, police and probation services.

- vii. Engagement of change resistant drinkers remains a priority and a focus to increase numbers requiring specialist treatment. Work with ROH Alcohol Care Team and engagement of rough sleepers and those at risk of losing accommodation remains a priority. Supporting families impacted on by a family members drug/ alcohol use, especially in relation to women remains an area of ongoing development.
- viii. Reducing drug and/or alcohol related harm is still a concern and the ongoing challenges presented by Fentanyl's, Nitazenes and synthetic opioids could have a significant impact on the illegal drug market and escalate harm and risk of overdose for those still actively in addiction. The Oldham Drug and Alcohol Related Deaths Panel delivered in partnership with Liverpool John Moores University is a positive development in prevention and embedding learning in the partnership alongside work of Safeguarding Adults Board.
- ix. The reduction in harm and risk of overdose for those still actively in addiction remains a significant area of focus across the partnership with Naloxone being given to high-risk groups and the sign-up to the staff training offer from Turning Point that will allow officers across services to carry or use Naloxone if needed.

It is recognised that these areas are not inclusive and additional elements will be added to the plan as required. There is also the long-term horizon scanning of how to maintain the Oldham treatment offer if additional government funding desists after 2025/26 period.

11 Appendices

11.1 Oldham Drug & Alcohol Needs Assessment 2022



Oldham Drug &
Alcohol Needs Asse: