Structures and Processes in place to tackle Substance Misuse in the Hywel Dda Area – The Area Planning Board for Substance Misuse

1. Situation

This paper outlines the strategic planning arrangements for tackling drug and alcohol misuse across Hywel Dda. It includes an overview of the impact of drug and alcohol misuse on individual health and health services and the role of the Area Planning Board [APB] for Substance Misuse (and in particular the Health Board as a key partner within this) in developing strategies and plans to tackle these issues. The paper outlines the APB governance systems in place and also sets out key achievements, performance management arrangements, financial responsibilities and the risk management process for consideration by the Quality and Safety Committee.

2. Background

Tackling drug and alcohol misuse is an increasing focus for the University Health Board. Those at risk of harm from alcohol misuse come from across the spectrum of society. They include chronic heavy drinkers, adults at home drinking at hazardous or harmful levels, and children and young adults who suffer from, and who cause, much of the alcohol related violence and disorder on our streets – often as a result of binge drinking. The impact on health of alcohol misuse is significant and more people die from alcohol related causes than from breast cancer, cervical cancer and MRSA infection combined. Excessive alcohol consumption is a major cause of serious liver disease, which is often fatal and alcohol is a major contributing factor to the risk of cancer to the breast, mouth, gullet, stomach, liver, pancreas, colon and rectum. Furthermore, foetal alcohol syndrome is a risk to the babies of mothers who misuse alcohol.

2.1 Data

2.1.1 National Data

In Wales, 15% of all hospital admissions and 30,000 hospital bed days are related to alcohol every year. Liver disease is responsible for around 1,600 admissions with the health service costs in Wales as a result of alcohol related chronic disease and alcohol related incidents estimated at between £70 million and £85 million each year.

Much of the harm from drug misuse in society is caused by a small number of drug users. They are thought to account for 99 per cent of the total costs associated with drug misuse and are responsible for the vast majority of drug related crime and are the group most likely to harm their health. However, health services costs can still be significant with those in Wales estimated at £17.6 million per year.
2.1.2 Local Data

Between April 2013 and March 2014, 2,053 referrals were received by services in Hywel Dda area for alcohol treatment and 1,584 referrals for drug treatment. The scale of actual problematic alcohol misuse is likely to be much greater, with Pembrokeshire in particular experiencing higher than the Welsh average number of alcohol specific and alcohol attributable hospital admissions.

As has been mentioned, during April 2013-March 2014, 1,584 referrals to drug services were received of which 36% were for Cannabis and 22% for heroin. There was an increase in referrals for New Psychoactive Substances (6%) and other opiates (11%), Benzodiazepines (4%) and Cocaine (4%).

In a recent paper to the UHB Board, a broad estimate of direct costs to the University Health Board from addressing the health impacts of alcohol misuse was suggested to be in the region of £11,852,493 for 2012/13. This included alcohol related hospital admissions and an estimate of the cost of alcohol related A&E attendances.

2.2. Strategic Direction - Commissioning Strategy for Drug and Alcohol Misuse

Hywel Dda has in place a Drug and Alcohol Misuse Commissioning Strategy for 2012-15 which is in accordance with the Welsh Government’s strategy “Working Together to Reduce Harm - The Substance Misuse Strategy for Wales 2008-18”. The strategy is focused around four key themes as follows:

- **Preventing harm** - helping children, young people and adults resist or reduce drug or alcohol misuse by providing information about the damage that substance misuse can cause to their health, their families and the wider community.
- **Supporting drug and alcohol misusers** - to improve their health and aid and maintain recovery thereby reducing the harm they cause themselves, their families and their communities.
- **Supporting families** - reducing the risk of harm to children and adults as a consequence of the substance misusing behaviour of a family member.
- **Tackling availability** and protecting individuals and communities - reducing the harms caused by substance misuse related crime and anti-social behaviour, by tackling the availability of illegal drugs and the inappropriate availability of alcohol and other substances.

This local Hywel Dda Strategy has five key objectives, linked to population health outcomes, supported by five detailed action plans for delivery. The plans are founded on the principles that early intervention works and is cost effective, investing in alcohol interventions improves health and save money and investing in drug treatment cuts crime and saves money.
The next commissioning strategy for substance misuse (2015-18) is currently in development with work under way on the needs assessment, gap analysis and identification of key commissioning intentions. This is being led by the Health Board Commissioning and Strategy Team and Hywel Dda Public Health Team. Priority areas and outcomes have already been developed and are shown in Appendix 1. The APB Structure to support delivery of the Strategy is attached as Appendix 2.

2.3 Local Planning Arrangements

Tackling drug and alcohol misuse is complex and difficult for any one organisation to address in isolation. In recognition of this, Area Planning Boards (APBs) for Substance Misuse in Wales were created in April 2013, co-terminus with the new Local Health Board boundaries. The Area Planning Board is a multi agency partnership made up of the key organisations that have the statutory responsibility for tackling drug and alcohol misuse in the area. The statutory responsible authorities are the Police, Local Authorities, Local Health Boards, Probation and Fire Service. In addition Public Health Wales, the Youth Offending Service and Police and Crime Commissioners office are non statutory responsible authority members of the APB.

The Area Planning Board Executive has four main areas of responsibility in relation to the drug and alcohol misuse agenda:

- Strategic Direction, Progress and Delivery
- Governance, Scrutiny and Accountability
- Finance
- Performance

Hywel Dda University Health Board is a key partner of the Area Planning Board. Both the Hywel Dda Area Planning Board Executive and the Strategy and Delivery Groups are chaired by a University Health Board Assistant Director. In addition, the University Health Board Strategy and Commissioning team for drug and alcohol misuse provides support to the APB with the UHB having a particular responsibility for the clinical governance arrangements that the APB has in place.

2.4 Finance

The Area Planning Board and its partners is responsible for the management of a Dyfed Substance Misuse Action Fund (SMAF) from Welsh Government and has the following financial responsibilities:

- Oversight of all the APB responsible funding streams including the management of the Substance Misuse Action Fund (SMAF) budget, the NHS ring fenced Substance Misuse allocation and the Welsh Government Substance Misuse Capital Fund.
Considering the broader impact of APB financial allocations on mainstream service provision, and strategic direction

Considering and agreeing the prioritisation of SMAF and NHS funded areas of service, alongside other partners, to inform commissioning and financial allocation responsibilities

To consider and approve annual spending plans

Facilitation of better and more integrated service development between SMAF funded initiatives, and other partnership and member agency funded services.

For 2014/15:

- The Dyfed APB Substance Misuse Action fund allocation is £2,550,364
- The Hywel Dda Health Board NHS Substance Misuse ring fenced allocation is £1.7 million.
- The Dyfed APB Capital Fund in 2014/2015 is £560,963

2.5 Strategy and Commissioning Team

Financial management on behalf of the APB of the NHS and SMAF budgets is undertaken by Hywel Dda University Health Board Strategy and Commissioning Team. The team also leads on development and coordination of the strategies and action plans, commissioning, service improvement and re-design, tender exercises, contract and performance management and development and monitoring of governance and risk processes for both the Health Board and the Area Planning Board.

Pembrokeshire County Council, as an APB member, acts as banker for the Welsh Government Revenue and Capital funds and also act as procurement lead for any tender exercises.

3. Assessment

3.1 Commissioned Services

The Area Planning Board and its partners commission a variety of prevention and early intervention, children and young people’s and adult treatment services. These include open access third sector drug and alcohol services, the University Health Board Community Drug and Alcohol Team, a contribution to the local authority Social Work Substance Misuse Teams, a Hidden Harm Service focused on minimising the impact of parental drug and alcohol misuse on children, a contribution to the Youth Health Teams, aftercare service provision, access to inpatient detoxification beds and residential rehabilitation schemes.
3.2 Key Achievements and Impact

As part of the implementation of the local Commissioning Strategy the following has been achieved:

**Regional Young Persons Drug and Alcohol Service** - following a successful tender exercise a new regional drug and alcohol service for young people commenced in October 2013 delivered by Drugaid Choices. Drugaid are a well respected organisation with a strong service user focus who deliver both adult and children services across Wales.

The service offers:

- Prevention and awareness
- Outreach and engagement
- Brief interventions
- Evidence based psychosocial interventions
- Assessment and care planning
- Family and carer involvement
- Peer education
- Aftercare

Additional investment has also been provided to CAMHS to provide a specialist young persons service including access to a young persons substance misuse consultant and substance misuse CAMHS worker.

**Hospital based Alcohol Liaison Services** - funding has been secured from the Substance Misuse Action Fund budget for the establishment of an Alcohol Liaison Service pilot in Hywel Dda University Health Board area. Nurses are now in place in both Prince Phillip Hospital and Glangwili, with discussion underway on plans for similar provision in Withybush and Bronglais utilising funding secured from the Police and Crime Commissioners office.

The service will include the introduction of screening tools to assess problematic alcohol misuse via A&E and general hospital admission, training in Brief Interventions for all secondary care staff, the introduction of a hospital wide alcohol withdrawal protocol (Clinical Institute for Alcohol Withdrawal - CIWA) and ensuring onward referral to community alcohol services. Data capture is crucial in evidencing the ongoing impact of the project. Initially this will be captured manually and work is underway to identify a system of electronic analysis of this information.

**Implementation of a Hywel Dda wide Naloxone Scheme** - this scheme was established in 2010 and provides training to service users in the administration of Naloxone which is then issued to them for use in emergency situations. Naloxone can be used to temporarily reverse an opiate overdose whilst waiting for an ambulance to arrive. In Carmarthenshire, since the scheme commenced, Naloxone has been used at least 34 times; therefore 34 lives were potentially saved.
From a governance perspective, the Patient Group Directive (PGD) for Naloxone across the three counties is held by the University Health Board in order to enable the safe and effective prescribing of this substance.

**Development and implementation of a process for the review of fatal and non fatal overdoses within the Hywel Dda area** - following issuing of consultation guidance from Welsh Government on the review of fatal and non fatal overdoses in December 2013, a Hywel Dda multi agency review group has been established led jointly by Dyfed Powys Police and Hywel Dda University Health Board. Dyfed Powys Police send reports of potential cases through directly to the University Health Board Commissioning Manager and Case Review Co-ordinator. For fatal overdoses a Standard Operating Protocol (SOP) has been put in place and information is gathered on agency involvement and if appropriate multi agency case reviews are held with learning and recommendations for action developed.

For non fatal overdoses, the intention is that targeted interventions and risk management plans are implemented swiftly to minimise the risk of a future overdose. This is the first time that information on non fatal overdoses has been used in this way. A supporting Information Sharing Protocol has been agreed and is in the process of being finalised between all substance misuse organisations, Dyfed Powys Police, Hywel Dda University Health Board, Probation and the Youth Offending and Prevention Service (YOPS). Crucial to this will be the pathways and communication between hospital sites and community services, particularly in obtaining consent for patients to be contacted by community services. A large number of those who have fatal overdoses have had near misses in the past and so intervention at this stage can significantly reduce drug related deaths for the area.

**Purchase of fibro-scanner** - capital funding was obtained for the purchase of a fibro scan which is now in use in the Gastroenterology department in Prince Phillip Hospital in order to assist in the diagnosis of alcohol related liver disease.

**Blood Borne Virus Action Plan** - tackling Blood Borne Viruses is a priority within the Hywel Dda substance misuse strategy. Hywel Dda University Health Board received funding from Welsh Government in 2011 to support the implementation of the Wales BBV plan and a team of nurses operate across the three counties to provide Dry Blood Spot testing, vaccination against Hepatitis B and referral into and treatment for those testing positive for Hepatitis C. In addition, community substance misuse services are also offering drug blood spot testing for those who wish to be tested.

There has, unfortunately, recently been a spike in reported acute Hepatitis C in the UHB area, with rates much higher than previously reported. As a result of this the APB has submitted a BBV Action Plan to Welsh Government and Public Health Wales which is being monitored via the APB Harm Reduction Group. In addition, an Outbreak Control Team meeting has been established by the Health Protection team of Public Health Wales in order to monitor the situation. The increase in cases appears linked to an increase in risky
injecting practice as a result of Mephedrone (MCAT, Miaow Miaow) usage but this is constantly under review.

**Third Sector Adult Drug and Alcohol Service Tender** - the Commissioning and Strategy team has just led on the re-tender of all adult drug and alcohol third sector services across the Hywel Dda area on behalf of the Area Planning Board, Hywel Dda University Health Board, Police and Crime Commissioners Office, Ceredigion and Pembrokeshire County Council and National Probation Service.

The contract has recently been awarded to Drugaid with a commencement date of 1st April 2015. An implementation group of commissioners and providers has been established to oversee the process which will involve transfer of a large number of staff and service users from a range of different community teams into the new service.

This new service will provide significant additional capacity to treat substance misusers particularly in Ceredigion. In addition, the service will for the first time provide integrated delivery between criminal justice and generic treatment interventions thereby delivering a more seamless service for persons with drink or drug problems. In particular, it will provide:

- Training in drug and alcohol and screening tools to a range of Tier 1 professionals and communities
- Outreach Campaigns
- Fixed Site Needle Exchange provision in each of the three counties
- Mobile Needle Exchange provision for more rural areas
- Bibliotherapy
- Single point of contact to drug and alcohol services
- Dry Blood spot testing and links with blood Borne Virus Services
- Time limited interventions using evidence based psycho – social frameworks
- Structured Counselling
- Family Support
- Aftercare

**3.3 Performance and Outcome Monitoring**

The Substance Misuse Strategy and Action plan is monitored bi-annually through monitoring visits from the Welsh Government Substance Misuse Branch.

Quarterly reports are submitted to Welsh Government on progress of commissioned treatment services against a suite of Welsh Government Key Performance Indicators and achievement against the Welsh Government Drug and Alcohol Strategy and Delivery Plan and National Core Standards is monitored three times a year. The dashboard submitted in January 2015 shows Hywel Dda APB as performing well against the rest of Wales, with all
Key Performance Indicators at green status. A particular improvement has been that the majority of service users now commence treatment within 20 days of referral to agencies.

All commissioned services submit quarterly performance reports to the Strategy and Commissioning team within the Health Board. These are also submitted to Welsh Government with the quarterly financial claim prior to payment of the Substance Misuse Action Fund (SMAF).

3.4. Risk Management

The Area Planning Board has in place a process for the identification and management of risk. Each of the sub groups of the Area Planning Board identify and assess risks as part of their quarterly meetings and a risk register is tabled quarterly at the APB Executive for review.

4. Recommendation

The Quality and Safety Committee is invited to discuss the actions that are being taken to tackle drug and alcohol misuse across the Hywel Dda area and in particular the key achievements and progress that has been made.