



**ANGUS HEALTH AND SOCIAL CARE**  
**INTEGRATION JOINT BOARD – 24 AUGUST 2022**  
**ANGUS ALCOHOL AND DRUGS PARTNERSHIP UPDATE**  
**GAIL SMITH, CHIEF OFFICER**

**ABSTRACT**

The purpose of this report is to update the Integration Joint Board on recently published Drug Misuse Death data and arrangements for progressing implementation of the Medication Assisted Treatment (MAT) Standards for Scotland. The paper will outline existing progress, the challenges and gaps which require to be addressed, and will set out the actions planned which will assist in achieving the Standards. The report also covers the Angus Alcohol and Drug Partnership (ADP) Annual Report for 2021/22.

**1. RECOMMENDATIONS**

It is recommended that the Integration Joint Board: -

- (i) Acknowledges progress of implementation of the MAT Standards in Angus and the expectation of ownership and responsibility from Chief Officers,
- (ii) Instruct the Chief Officer to bring a further report to the IJB in relation to progress against the MAT Standards in April 2023,
- (iii) Accept the work ongoing in relation to self-assessment and restructure of the ADP to ensure that national policy and priorities are progressed,
- (iv) Acknowledge the content of the Drug Deaths Taskforce final report,
- (v) Accept the role of the IJB in relation to governance of the ADP and the actions required from Chief Officers and others to support progression of the work of the ADP,
- (vi) Accept the Angus ADP annual report 2021/22 for submission to Scottish Government.

**2. BACKGROUND**

Alcohol and Drug Partnerships are set up to lead the development and delivery of a local comprehensive and evidenced based strategy to deliver local outcomes.

The ADPs Delivery Framework places responsibilities on each local authority and NHS Board to participate in the ADP and to ensure that other local partners are enabled to contribute appropriately. The partnership arrangements should enable the expression of concern of interested groups, including carer and family groups; and include the voice of people with lived and living experience of substance use problems.

Increasingly, there is a national expectation that more robust governance processes are in place for ADPs with Integration Joint Boards having a greater role in these processes.

A key priority of the Scottish Government is supporting individuals, families and communities to reduce drug harm and drug deaths and ensuring people receive high quality treatment and care.

In January 2021 the First Minister announced a National Mission to reduce drug deaths and harms and appointed a Minister for Drugs Policy to lead on this. National Records for Scotland (NRS) published the national Drug Misuse Deaths data on 28th July 2022 for the previous year.

The NRS reported a total of 1330 drug misuse deaths in Scotland in 2021, a decrease of circa 1% on the previous year.

There were 17 drug-misuse deaths recorded for Angus in 2021. This was an increase of 3 deaths from 2020. Perth and Kinross recorded 20; Dundee recorded 52. The national average death rate per 100,000 population for Angus 16.3; Dundee 45.2 and Perth & Kinross 18.3.

Those who died of a drug misuse death in Angus were most likely to be male and between 35 - 44 years. Scotland figures note 933 male deaths and 397 female deaths; 70% male and 30% female.

The groups of drugs most implicated in drug misuse deaths were opiates (88%) and benzodiazepines (76%), with rises in recent years where gabapentinoids (36%) and cocaine (31%) are implicated. The majority of drug misuse deaths involved multiple substances.

The Drug Deaths Taskforce, which was established by Scottish Government in September 2019 in response to the drug misuse deaths across Scotland, has been instrumental in driving several projects across Scotland to help reduce drug harms. The Taskforce has prioritised the introduction of standards for Medication Assisted Treatment (MAT) to help reduce deaths, and other harms, and to promote recovery. The standards provide a framework to ensure that MAT is sufficiently safe, effective, acceptable, accessible and person-centred to enable people to benefit from treatment for as long as they need. These standards define what is needed for the consistent delivery of safe and accessible drug treatment and support in Scotland. In March 2021, the Minister for Drugs Policy made a commitment to the Scottish Parliament to ensure that the evidence-based MAT standards recommended by the Drug Deaths Task Force are '*fully embedded across the country by April 2022*'. At the request of Ministers, a MAT programme of work has been set out to ensure the sustained scale up of implementation.

#### **Summary of the standards: Phase 1 – 2022 – 2023**

- Standard 1 - All people accessing services have the option to start MAT from the same day of presentation
- Standard 2 - All people are supported to make an informed choice on what medication to use for MAT, and the appropriate dose
- Standard 3 - All people at high risk of drug-related harm are proactively identified and offered support to commence or continue MAT
- Standard 4 - All people are offered evidence-based harm reduction at the point of MAT delivery
- Standard 5 - All people will receive support to remain in treatment for as long as requested

#### **Phase 2 -2023 – 2025**

- Standard 6 - The system that provides MAT is psychologically informed (tier 1); routinely delivers evidence-based low intensity psychological interventions (tier 2); and supports individuals to grow social networks
- Standard 7 - All people have the option of MAT shared with Primary Care
- Standard 8 - All people have access to independent advocacy and support for housing, welfare and income needs
- Standard 9 - All people with co-occurring drug use and mental health difficulties can receive mental health care at the point of MAT delivery
- Standard 10 - All people receive trauma informed care

The Angus ADP Annual Report has been approved by the Angus ADP Strategic Group.

### **3. CURRENT POSITION**

Angus ADP has continued to work and deliver national policy and direction at a local level. Of particular significance at present is:

## Prevalence and Data

As of August 2022, there were 427 people in Opioid Substitution Therapy (OST) treatment in Angus with 0% in GP shared care and 100% in the Angus Integrated Alcohol and Drug Recovery Service (AIDARS) care and treatment teams. Overall, the number of people in OST treatment in Angus has increased over the last 5 years by 32%.

AIDARS is the only service in Angus that provides OST, which accounts for 55% of presenting substance misuse, with the remaining 45% presenting with alcohol misuse, stimulant use and New Psychoactive Substances (NPS) Third sector partners also provide support and treatment around Alcohol, stimulants, and NPS.

Scottish Government have acknowledged that initial focus of the MAT Standards and the new treatment target will target opiate use as these substances are the biggest contributor to drug deaths, but this will be widened out to include alcohol and all other substances from 2024 onwards.

## Medication Assisted Treatment (MAT) Standards

A national benchmarking report was published in June 2022, reporting on the progress that ADPs are making to meet the standards. A supplementary report was published on 2 August that provides more detailed information and recommendations for the local MAT Implementation Plan required to follow this report by the end of September 2022. Following the publication of the initial report, a letter from the Minister for Drugs Policy was sent to Integration Authority Chief Officers, Territorial Health Board Chief Executives and Local Authority Chief Executives in June 2023 in relation to their functions, as delegated via legislation, to achieve the implementation of the MAT Standards; noting the expectation that responsibility is taken by Chief Officers for overall delivery of the MAT Standards, with a senior leader identified for each Integration Authority area as the single point of operational responsibility for the driving the changes necessary. The Chief Officer of the IJB has been identified as the single point of contact for Angus. The initial focus nationally has been on MAT standards 1-5, however nonetheless locally work has progressed in relation to MAT standards 6-10 also.

Angus has made significant progress to date in developing and improving services to better meet the MAT standards for OST. There are examples of good practice across the area. In addition a dedicated project manager and analytical resource for leading the MAT Standards is now included within the ADP structure.

Table 1 shows the Angus and Scotland RAG status for each of the MAT Standards in Phase 1.

	MAT 1	MAT 2	MAT 3	MAT 4	MAT 5
Angus	**				
Scotland					

\*\* MAT 1 was Red in April however following further work around the Test of Change (ToC) this has shifted to Amber status for Angus.

### Standard 1: All people accessing services have the option to start MAT from the same day of presentation.

- A Test of Change supporting same day access to OST has been implemented within the Arbroath area, supported by Non-Medical Prescribers (NMP), to reduce waiting times to treatment, and reduce incidence of drug related harm supporting earlier access to inclusive treatment options.
- A development morning supported by MIST and ROSC stakeholders took place on 29<sup>th</sup> July in Test of Change area to strengthen the Test of Change pathway and explore barriers to full roll out across all localities in Angus.
- To be monitored through MAT Strategic Group and Lead Officer.
- Recruitment and Training of Advanced Nurse Practitioner (ANP) and further Non Medical Prescriber(NMP) taking place to support earlier, and locality based prescribing access.

**Standard 2: All people are supported to make an informed choice on what medication to use for MAT and the appropriate dose.**

- People who present for Opioid Substitute Treatment (OST) are offered a choice in relation to treatment, determined by their preference, presenting needs and risks. Although there is no restricted access for any patient to access all medications AIDARS prescribe, the logistics of providing the new depot-based OST within a rural environment can be challenging.
- Community based structured detoxification is currently being explored as part of MAT 2 treatment options.
- Recruitment and Training of Advanced Nurse Practitioner (ANP), and further NMP post recruitment taking place to support earlier and locality based prescribing access.

**Standard 3: All people at high risk of drug related harm are proactively identified and offered support to commence or continue MAT.**

- Multi agency referral hubs have been established in Angus to support facilitation of the Near-Fatal Overdose Pathway, funded by the ADP. This provides assertive outreach support to those who have experienced near-fatal overdoses.
- Resources have been identified to support the development of Non-Fatal Overdose (NFOD) Coordinator services across Tayside.
- NFOD Improvement and Development Manager post has been advertised.

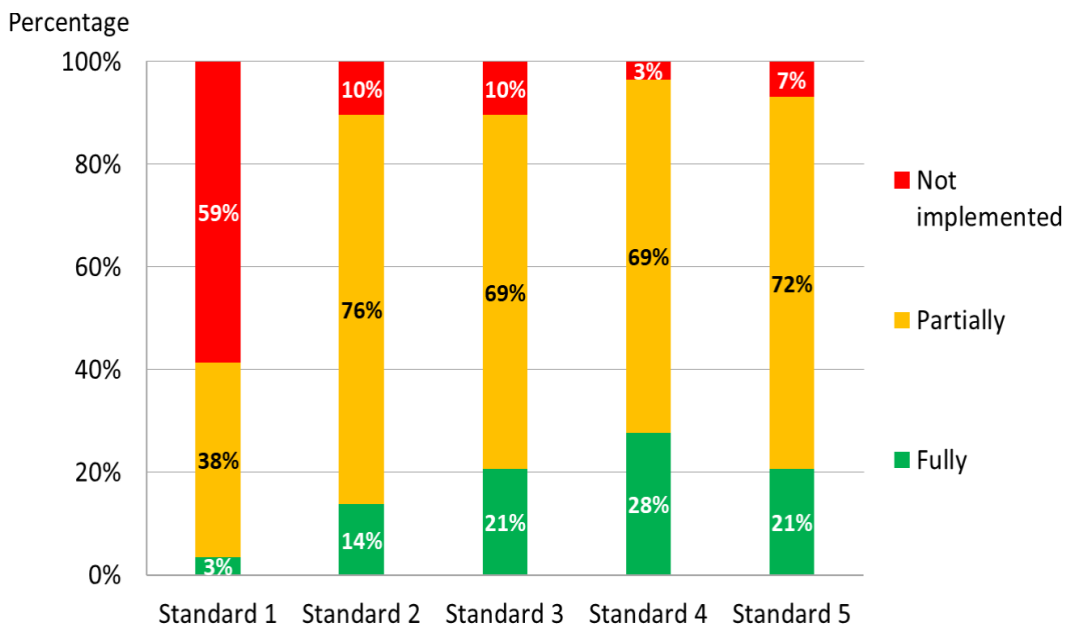
**Standard 4: All people are offered evidence-based harm reduction at the point of MAT delivery.**

- Core harm reduction interventions are offered across a variety of services in Angus; however this is not consistently available at the same time and place as all MAT appointments at the current time.
- Work is also being taken forward to ensure resources are available through direct service contact to reduce harm, which is embedded within the Angus Recovery Orientated System of Care.

**Standard 5: All people will receive support to remain in treatment for as long as requested.**

- Regular review of prescribing arrangements are undertaken in Angus, including dosage, supervision, frequency and choice of medication.
- Data suggests that retention in services could be improved, however the context is more complex than just numerical data.

**RAG Status For All ADP Areas for MAT 1 - 5**



MAT 6 – 10 have not been scored and will be part of Phase 2 review developments from April 2023. There is no expectation that they are reported on until Phase 1 has been achieved.

### **Whole Family Approach**

The Scottish Government Families Affected by Drug and Alcohol Use in Scotland: A Framework for Holistic Whole Family Approach and Family Inclusive Practice aims “to improve holistic support to families, with the expectation that local areas put in place accessible, consistent, sustained and inclusive support for families, which meets their specific needs and directly benefits the support and outcomes for children and young people, who have told us that their desire is to keep their families together”. The Whole Family Approaches and Family Inclusive Practice Framework (Section 11) sets out the expectation of ADPs and Children’s Services Planning Partnerships, along with local partners and family members with lived experience to implement a Whole Family Approach and family Inclusive Practice. The Framework also acknowledges the need to ensure recognition of the role Domestic Abuse and Mental Health can have in contributing to poor outcomes for children. Angus ADP have begun a mapping exercise of current provision and are in discussions with partners as to how best to ensure a joint up approach to ensure holistic family support is available across Angus.

### **Workforce**

Medical and Prescribing Capacity - there are ongoing challenges in recruitment of psychiatry and medical staffing across alcohol and drug services. Diverting current capacity to meet MAT standards for access will result in reduced capacity for other medical and prescribing tasks required in the service including for non-OST requiring people who use drugs and for alcohol care and treatment. Workforce developments will include a review of roles including Advanced Nurse Practitioner and Pharmacy Independent Prescribers.

Nursing and Social Care Capacity – a recent review of community AIDARS teams noted high caseloads and complexity of service users which already challenge the delivery of high quality, person-centred care. A focus on access and increasing numbers in treatment will be further compromised without increasing significant capacity in the community teams. Whilst processes for same day OST access have been implemented in all teams, there is a requirement to increase resource in order to achieve and sustain this standard. Angus ADP are reviewing existing commitments in order to realign resource to the community teams. Further funding to implement MAT Standards is anticipated.

Training - building on existing local and national resources, a program of training is required to support staff to deliver the MAT Standards including training on Core Skills, Harm Reduction, psychological interventions in stepped care model and trauma informed care.

### **Scottish Drugs Death Taskforce Final Report July 2022**

This report sets out a “suite of evidence-based recommendations and actions that will reduce drug-related deaths and harms and improve and save the lives of people who use drugs.” The body of the report notes that Integration authorities are responsible for the delivery of drug and alcohol services, delivered via Alcohol and Drugs Partnerships. There are a number of recommendations set out in the report for Joint Boards and for Chief Officers’ Groups mandated via other public protection initiatives, of which the Chief Officer of the IJB is a member, namely:

- The ADPs’ responses to drug misuse deaths and harms
- Action on drug misuse deaths in their areas
- Oversight of the ADPs’ strategic plans
- Oversight of ADPs’ proposed spending
- Delivering strategic outcomes against national targets and for improving the system to prevent deaths wherever possible
- The response to drug misuse deaths in their area

The report also sets actions with attributed timescales for a number of individuals and groups, including Chief Officers, ADPs and statutory and third sector organisations. A report has been prepared for both the ADP Strategic Group and the public protection Chief Officers Group, outlining the appropriate actions and timescales. These actions will be included within the new developing ADP Strategic plan.

## Angus ADP Structure and forward planning

Angus ADP appointed a new full-time Lead Officer in March of this year and now have capacity to consider the structure and work of the ADP, particularly in line with developing national policy and priorities.

A development session took place to develop new collaborative mission statement, principles and values and the Terms of Reference are being updated to ensure the ADP continues to provide the most appropriate method of progressing the work of the ADP. A national self-assessment exercise is currently being undertaken and this will inform the development of a new Strategic Plan. Part of this process will also include consideration of an Independent Chair.

## Annual Report 2021-22

The annual report provides an overview of ADP activity for the year 2021-22 and has been submitted to Scottish Government as a draft on 5 August until support from IJB has been received (Appendix 1)

### 4. PROPOSALS

A further Development Session with ADP members is proposed to consider the self-assessment findings which will inform the new strategic plan and structure of the ADP to ensure priority areas and areas for improvement are progressed.

A proposal is under development to consider a "Culture of Kindness" across Angus in collaboration with the other Protecting People Angus partnerships/committees. This will address a number of the recommendations and actions identified in the Drug Deaths Taskforce Changing Lives Report, including tackling stigma, ensuring a trauma informed approach and ensuring appropriate language is used.

### 5. FINANCIAL IMPLICATIONS

Full funding from Scottish Govt for the proposed plan to meet the Angus MAT plan was not supported, with only 35% of the budget received/ confirmed in June 2022.

Proposal submitted to Angus ADP Strategic Group to utilise under-spends from other ADP funding streams to support MAT Standards 1 – 5 over the next 4 years was agreed, to April 2026.

### 6. RISK

A financial risk will sit with the ADP / HSCP from April 2026 due to utilisation of under-spends to support the MAT implementation plan.

### 7. OTHER IMPLICATIONS (IF APPLICABLE)

N/A

### 8. EQUALITY IMPACT ASSESSMENT

An Equality Impact Assessment is required (Appendix 2)

### 9. DIRECTIONS

The Integration Joint Board requires a mechanism to action its strategic commissioning plans and this is provided for in Section 26 to 28 of the Public Bodies (Joint Working) (Scotland) Act 2014. This mechanism takes the form of binding directions from the Integration Joint Board to one or both of Angus Council and NHS Tayside.

Direction Required to Angus Council, NHS Tayside or Both	Direction to:	
	No Direction Required	x
	Angus Council	
	NHS Tayside	
	Angus Council and NHS Tayside	

**REPORT AUTHOR: Jill Galloway, Head of Community Health and Care Services**  
**EMAIL DETAILS: [tay.angushscp@nhs.scot](mailto:tay.angushscp@nhs.scot)**

List of Appendices:  
Appendix 1 ADP Annual Report  
Appendix 2 EQIA