

REPORT TO: HEALTH AND SOCIAL CARE INTEGRATION JOINT BOARD –
22 FEBRUARY 2023

REPORT ON: DUNDEE ALCOHOL AND DRUGS PARTNERSHIP STRATEGIC
FRAMEWORK AND DELIVERY PLAN

REPORT BY: CHIEF OFFICER

REPORT NO: DIJB4-2023

1.0 PURPOSE OF REPORT

To submit to the Integration Joint Board for noting the Dundee Alcohol and Drug Partnership Strategic Framework 2023-2028 and supporting delivery plan, and to provide an overview of recent developments in the provision of drug and alcohol services and supports.

2.0 RECOMMENDATIONS

It is recommended that the Integration Joint Board (IJB):

- 2.1 Note the content of this report and the Dundee Alcohol and Drug Partnership's Strategic Framework 2023-2028, *Working Together to Prevent Harm and Support Recovery*, and supporting delivery plan (section 4.1 and appendices 1 and 2).
- 2.2 Note the intention for the Alcohol and Drug Partnership to develop a performance management framework, investment plan and strategic risk register to support the implementation of the strategic framework and delivery plan (section 4.2.6).
- 2.3 Note the key areas of progress achieved over the last six months in reducing harm associated with drug and alcohol use (section 4.3).
- 2.4 Instruct the Chief Officer to bring forward further updates regarding progress in implementing the strategic framework and delivery plan in-line with the Alcohol and Drug Partnership's future public reporting schedules.

3.0 FINANCIAL IMPLICATIONS

- 3.1 Delegated resources to the Dundee Integration Joint Board (IJB) provide funding for statutory and commissioned drug and alcohol services. These resources are managed within the overall Dundee IJB Financial position. Additional funding is allocated annually from the Scottish Government to manage developments to support national drug and alcohol priorities. The specific utilisation of these funds is managed via Dundee Alcohol and Drug Partnership to meet local priorities within these national guidelines.
- 3.2 The value of anticipated Scottish Government funding for drug and alcohol services in addition to funding allocated for statutory services provided by Dundee Health and Social Care Partnership for 2023/24 is approximately £2.6m. The totality of this funding will be used to support the implementation of the delivery plan with direction of spend provided through the publication of the Alcohol and Drug Partnership's Strategic Framework.

- 3.3 The total funding available to the Alcohol and Drug Partnership in 2023/24 will also include external funding, such as from the CORRA foundation, and from permitted carry forwards from previous years uncommitted funding allocations. This includes carry forward of unspent additional funding made available for investment in drug and alcohol and mental health services by Dundee City Council. Dundee City Council has provided an additional investment of £1.660m over the period 2021/22 to 2022/23.

4.0 MAIN TEXT

4.1 Background

4.1.1 In June 2022, following the publication of the update report from the Dundee Drugs Commission in March 2022, leaders from across the Dundee Partnership published an initial statement of intent asserting their commitment to providing a comprehensive, accessible, trauma-informed and compassionate response to drug related harm. At that time leaders also noted that a detailed response to the recommendations made by the Commission would be contained within a replacement strategic framework and delivery plan developed by the Dundee Alcohol and Drugs Partnership. The replacement plan was to be developed to not only to respond to recommendations made by the Commission over their two reports, but to provide a single, prioritised framework that addresses national policy priorities and local needs. Importantly, the revised framework was also to be extended to cover alcohol related harm, as well as drugs.

4.1.2 On 22 December 2022 the Dundee Chief Officers Group, the multi-agency governance group for the strategic Protecting People Partnerships in Dundee (including the Dundee Alcohol and Drugs Partnership), approved the replacement Strategic Framework 2023-2028: Working together to prevent harm and support recovery, and a supporting rolling two-year delivery plan. At the point of submission to the Chief Officers Group, the framework and delivery plan were accompanied by a full Integrated Impact Assessment (covering both statutory equality and fairness duties). The strategic framework and delivery plan were published on 17 January 2023 following a range of briefing activities, including for members of the Integration Joint Board, and supported by communications activity. The strategic framework and delivery plan are attached as appendices 1 and 2.

4.1.3 The strategic framework sets out the Alcohol and Drug Partnership's vision that "*People in Dundee thrive within safe, nurturing and inclusive communities, supported by accessible and effective alcohol and drug services that focus on prevention, protection, harm-reduction, resilience and recovery.*" This vision is underpinned by 5 key priorities:

- Reducing significant harms linked to drug and alcohol use by delivering the right care in the right place at the right time.
- Reducing the enduring impact of drug and alcohol use through an increased focus on prevention.
- Empowering people with lived experience to participate in and influence decision-making, commissioning, planning and improvement.
- Promoting cultures of kindness, compassion and hope, tackling stigma and discrimination and embedding trauma-informed approaches.
- Ensuring appropriate and effective governance arrangements and strengthening communications with stakeholders.

In each priority area the strategic framework sets out short (by 31 March 2024), medium (by 31 March 2025) and long-term (by 31 March 2028) ambitions. The whole framework is underpinned by a statement of values that will inform the work of the Alcohol and Drug Partnership as they move forward with implementation: human rights; person-centred; trauma-informed; kindness and compassion; innovation; collaboration; transparency and evidence-based.

4.1.4 Overall, the revised strategic framework and delivery plan have been developed to sit within a wider planning context that recognises poverty and deprivation and the range of trauma and adversities present across the population that contribute to high levels of drug and alcohol related harm. The framework and delivery plan reflect the high priority given by all local partner agencies to tackling harm caused by drugs and alcohol, and recognise the need to continue to work at pace to improve responses to people currently affected alongside preventing future harm.

4.2 Strategy Development Process

4.2.1 From the outset the strategy development process has focused on collaboration with relevant stakeholders, including people with lived experience and the workforce. This has been crucial to ensuring shared ownership of the strategy. There has also been a focus on ensuring that the strategy responds to local need and priorities, whilst considering other sources of evidence and information. This has included local commitments to implementing a whole-system protecting people approach, reducing stigma, tackling health inequalities, and implementing gendered approaches. Local intelligence and data were provided by NHS Tayside Public Health Directorate and consideration was given to priorities within Dundee's City Plan, as well as recommendations made by the Dundee Drugs Commission. From a national perspective, the strategy responds at a local level to the priorities set out in the Scotland's National Strategy: Rights, Respect and Recovery, that National Mission on Drug Deaths and the National Alcohol Framework: Preventing Harm, Changing Scotland's relationship with alcohol. Overall, this approach has supported the Alcohol and Drugs Partnership to maintain a strong focus on the needs of at-risk people and communities in Dundee, prioritising those things that matter most to Dundee and will make the biggest difference to the safety, wellbeing and recovery of people who use drugs and alcohol.

4.2.2 Work to develop the strategic framework and delivery plan began in July 2022 with a consultation process that included individuals affected by drug and alcohol use, local communities and frontline staff. An on-line consultation took place supplemented by focus groups; this generated just over 100 submissions, some from individuals and some that represented the input of several people who had participated in focus group discussions. Contributions made directly informed the content of both the strategic framework and the delivery plan, with many highlighted throughout the final published documents. A separate report detailing the contributions made through this consultation exercise has been compiled and will be published by the Alcohol and Drugs Partnership in due course (following thorough checking in relation to information governance requirements). However, key themes that emerged from the consultation were the importance of the work of the Alcohol and Drugs Partnership being informed by lived experience in a meaningful way, strong support for same day access to treatment and outreach services, as well as for out-of-hours services and the closure of Constitution House as a site for service delivery. There was also a significant level of support for trauma-informed responses, actions to tackle stigma and improve access to mental health supports.

4.2.3 A dedicated development session took place with a wide group of frontline staff in October 2022 to inform and progress the development of the delivery plan and to ensure that all the key partners could influence the actions being committed to. This session built on the draft action commitments previously submitted to the Dundee Partnership (in June 2022), allowing partners to further refine these to reflect current circumstances, policy direction (national and local) and available resources. The strategy and delivery plan incorporate:

- areas of work partners have already committed to (including a focus on non-fatal overdose, improving access to mental health services, a focus on the gendered approach and trauma-informed work, and tackling stigma);
- key national priorities outlined within the Scottish Government National Mission and Alcohol Framework which we are expected to implement locally (including the implementation of MAT standards; extending access to residential rehabilitation,

implementing the whole family approach, extending Alcohol Brief Interventions and revising the alcohol over-provision policy for Dundee); and,

- new aspirations focusing on progressing the prevention approach (specifically Planet Youth) and work with lived and living experience.

Further development sessions were held with Alcohol and Drug Partnership members, and additional colleagues, with a focus on the interface with the third sector and arrangements for the operation and governance of the Alcohol and Drugs Partnership.

- 4.2.4 The rolling two-year delivery plan is considered to be a working document which the ADP will monitor and adjust as actions are progressed and implemented and as policy direction and other contextual factors change. To align the plan with the financial year cycle, year one of the delivery plan will commence in January 2023 and will end at the end of March 2024. The delivery plan will be subject to a detailed review at the end of each financial year and updated to reflect the actions planned over the next two years. The annual review of the delivery plan will continue to take an approach that enables all partners, including people with lived / living experience, to inform the process.
- 4.2.5 Significant effort has been made to present the strategic framework and delivery plan as accessible, public facing documents. This has included clear prioritisation of ambitions and aims, alongside supporting actions. The approach taken has helped to declutter the landscape, focusing resources effectively to support an increased pace of change, and enhancing transparency and accountability (by having a simple, clear and transparent plan against which progress can be measured and publicly reported). Both documents have also been formatted to make better use of graphics and other supporting information highlights.
- 4.2.6 The framework and delivery plan note some important areas of work that are to be completed by the end of April 2023 to support the implementation of the plan moving forward. This includes:
- development of a full performance management framework. This will then be followed by the publication of an annual report from the end of 2023/24 onwards detailing progress against the framework, delivery plan and indicators identified within the performance framework.
 - Working in partnership with the Integration Joint Board, Dundee City Council and NHS Tayside to approve a rolling two-year investment plan to support the implementation of the rolling delivery plan. Subsequently the investment plan will be reviewed and an update published on an annual basis.
 - Updating the ADP's strategic risk register to reflect the current risks that impact on their ability to support and lead the full implementation of the delivery plan. This approach has been successful the other Protecting People Partnerships, helping leaders to identify risks to delivery at an earlier stage and work together to overcome barriers and challenges.

Progress has already been made in the early weeks of 2023 in developing these supporting documents through focused work at ADP meetings and through dedicated working groups.

4.3 Other Developments in Drug and Alcohol Services

- 4.3.1 As well as the significant effort that has been directed towards the development of the strategic framework and delivery plan, partners across drug and alcohol services in the city have continued to focus on a number of priority improvement activities since the summer of 2022. In particular, sustained commitment across partner agencies has seen good progress in relation to implementation to the Medication Assisted Treatment (MAT) Standards and residential rehabilitation pathway despite many services also dealing with extraordinary winter pressures associated with COVID and the flu. A summary of key areas of progress is provided below:

- **MAT (Medication Assisted Treatment) Standards and waiting times** – work has continued within Dundee Drug and Alcohol Recovery Service (DDARS) to support and progress direct-access clinics (established mid-September 2022). Two full day drop-in clinics are being offered from two locations, with a further bookable clinic available one day per week. During October 2022, the second month of operation, 53 people attended clinics, with 28 identifying their attendance as relating to drug use; Opioid Substitution Treatment was put in place for 16 people. Advocacy support is now being offered at the point of assessment, including information leaflets being provided to people to take away and consider.

DDARS Buvidal clinics have increased from 2.5 to 4.5 days per week. Options for further increases in the number of clinics are being explored, including additional support from pharmacy.

Dundee has now moved from scoring RED on the national RAG assessment for MAT 1 (same-day prescribing) to scoring AMBER, with a view to full implementation (GREEN) of MAT 1 by April 2023.

- **The Service Manager post within Dundee Health and Social Care Partnership** with responsibility for drug and alcohol services expected to take up post in March 2023, bringing with them a wealth of experience in drug and alcohol services.
- **Dedicated support for the non-fatal overdose daily response** – progress is being made with recruiting two members of staff that will provide dedicated support on a Tayside basis for this project. Due to delays with recruitment, additional hours have been secured from a community pharmacy technician who will cover this role for Dundee until staff are appointed.
- **Dundee’s residential rehabilitation pathway** is now live and We Are With You (WRWY) are leading implementation. Information about how to access residential rehabilitation spaces and undergo the preparation process has been circulated to all the relevant organisations. Key workers have been appointed (by WRWY) to support individuals (and their families) access and return from residential rehabilitation. Specific collaboration between We Are With You and the Dundee Independent Advocacy Service ensures all individuals have access to independent advocacy to support holistic recovery. Since 1 October 2022, 24 people have been referred to Dundee’s residential rehabilitation pathway, with 17 people currently being supported at different stages of the pathway (for some this will include a period of time in residential rehabilitation while for others access to services in the community will be more appropriate).
- **Shared Care with Primary Care** – work has been progressed with Primary Care practices to support and enable GPs to sign up to the service level agreement (SLA). This has included the project progressing with Third Sector key worker recruitment, exploring how DDARS nursing colleagues can provide clinical support and options for involvement of the Sources of Support Service. Progress is being made in reviewing the Information Sharing Agreement between the Third Sector and General Practice and agreeing the key steps enabling a person to transition from DDARS to Shared Care, including targeted support to sustain engagement with people transition to receive support under Shared Care.
- **Transition of Services from Constitution House** – a short-life working group has been established to work with NHS Tayside Estates leads to identify new service model, property requirements and other support required to relocate from Constitution House. Work has been progressed to set out the detailed property requirements for the different elements of service currently delivered from Constitution House. Site visits have been conducted to alternative service delivery sites. One site has been identified as potentially suitable for the clinical aspects of the service; early discussions are taking place regarding future use of this site.

- **Working Better Together and HIS Pathfinder Projects** - the ADP has approved a proposal that will bring together the Working Better Together Project and HIS Pathfinder to focus on the implementation of MAT standard 9 (Mental Health – people with co-occurring drug use and mental health difficulties can receive mental health care at the point of MAT delivery) and progress work on recommendation 14 from ‘Trust and Respect’ (Consider developing a model of integrated substance use and mental health services). The following deliverables have been identified for the revised project:
 1. Development of an Implementation Plan for MAT Standard 9.
 2. Development of specific support to the workforce (including implementing the recommendations from the Staff Burnout Report published in 2022).
 3. Creation of an Interface Agreement describing how Services work collaboratively to meet the needs of clients with both a Mental Health and a Substance Use service need.

To support this shift, Dundee Health and Social Care Partnership are exploring options for increasing capacity within operational management structures to lead this work.

- **Intelligence-led approach** - A multi-agency needs assessment steering group has been convened, chaired by a Public Health Consultant. This is a Tayside wide group and the work plan focuses on ensuring that The Tayside ADPs (and other stakeholders) have access to on-going needs assessment information (rather than one-off assessments). Under the direction of this group a Public Health trainee is currently progressing work in relation to the impact of cocaine use and it has been agreed the focus for the next six-month period will be on alcohol related harm.

The collection of experiential data to evidence MAT implementation has begun in Dundee. Following the submission of the first thematic report to the Scottish Government local leads have received excellent feedback on the approach taken in Dundee and progress made to date. Dundee is significantly further forward than other partnership areas across Scotland, with many requesting further information about the approach that has been developed in Dundee.

- **City Year of Kindness** – Community Learning and Development, as part of their building stronger, resilient and supportive community-activities and work on health inequalities, have continued to progress work with local communities tackling stigma and highlighting the language matters campaign. Funding allocated by the ADP to each LCPP area has been utilised for anti-stigma work and a formal proposal for the extension of this funding is currently being developed. The language matters campaign is currently being evaluated. Partners have continued to deliver trauma-informed training to frontline staff and are supporting services to develop trauma-informed approaches to delivering services and supports to vulnerable people.

A multi-agency working group has been convened to develop an approach to delivering the City Year of Kindness.

- **Prevention** - the ADP Prevention Framework is complete with further activity planned to promote and implement the framework, as it is an evolving resource. In December 2022 an informal briefing session on the ADP prevention framework and associated work (specifically developments within the Planet Youth project) was provided to members of the Integration Joint Board, Dundee City Council and NHS Tayside Board (non-executive members).

The ADP is also planning to develop specific preventative measures focusing on the impact of alcohol use, including extending the delivery of Alcohol Brief Interventions and refreshing the Dundee overprovision report and implementation by the Licensing board.

- **Governance and Strategic Planning** - The Dundee ADP Partnership Delivery Framework self-assessment has been submitted to the Scottish Government and approved by the Chief Officers Group. A local development session focused on areas for improvement identified through this assessment took place on 22nd November 2022 and focused on the identified gaps within the self-assessment, specifically within the broad areas of: quality improvement work; governance and oversight; and joint work between the ADP and the IJB. A further development session, held on 20 December 2022, focused on approaches to strengthening membership of the Alcohol and Drugs Partnership and its governance structures.

John Wyllie has been appointed as the new Independent Chair of the Dundee Alcohol and Drugs Partnership, for an initial period of 2 years, starting November 2022.

- **Communications (Workforce and Public)** - through the Substance Use Services Group a short life working group with a mix of partners has been set up to develop the content for the new ADP website. There is a focus on ensuring a positive approach and using non-stigmatising language and images along with space for highlighting community action.

4.3.2 Since the publication of the original Commission report in 2019 Scotland experienced a 5% increase in drug-related deaths (1,339 deaths recorded) in 2020. In 2021, this was followed by the first year-on-year reduction in deaths since 2013 (9 fewer than 2020). In Dundee, there has been a reduction in drug-related deaths for two consecutive years; drug-related deaths reduced from 72 in 2019 to 57 in 2020 and then to 52 in 2021. There is a continued determination across all ADP members to prioritise the implementation of the framework and delivery plan in order to further reduce drug-related deaths in future years whilst also enhancing the focus on addressing harm related to increasing levels of alcohol consumption.

5.0 POLICY IMPLICATIONS

5.1 As described at section 4.1.2, please note that the strategic framework and delivery plan were subject to a full Integrated Impact Assessment at the point of consideration and approval by the Chief Officers Group.

6.0 RISK ASSESSMENT

6.1 This report has not been subject to a risk assessment as it does not require any policy or financial decisions at this time.

7.0 CONSULTATIONS

7.1 Members of the Dundee Partnership, members of the Chief Officers (Public Protection) Strategic Group, members of the Alcohol and Drug Partnership, Dundee City Council Leadership Team, the Chief Finance Officer, Heads of Service, Health and Community Care and the Clerk have been consulted in the preparation of this report.

8.0 DIRECTIONS

8.1 The Integration Joint Board requires a mechanism to action its strategic commissioning plans and this is provided for in sections 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 Dundee City Council and NHS Tayside.

Direction Required to Dundee City Council, NHS Tayside or Both	Direction to:	
	1. No Direction Required	X
	2. Dundee City Council	
	3. NHS Tayside	

	4. Dundee City Council and NHS Tayside	
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9.0 BACKGROUND PAPERS

9.1 None.

Vicky Irons
Chief Officer

DATE: 24 January 2023

Kathryn Sharp
Service Manager, Strategy and Performance

Vered Hopkins
Lead Officer, Protecting People

Melanie Hyatt
Development Officer, Protecting People

Eibhlin Milne
Development Worker, Protecting People

Naomi Cairns, Graduate Trainee, Protecting People / Communications

Appendix 1 Alcohol and Drugs Partnership Strategic Framework 2023-2028

Appendix 2

Dundee Alcohol and Drugs Partnership Rolling Two-Year Delivery Plan 2023-2025