

# EAST AYRSHIRE COUNCIL

## CABINET – 2 SEPTEMBER 2009

### ALCOHOL AND DRUGS PLEDGE UPDATE

#### Report by the Executive Director of Educational and Social Services

#### 1. PURPOSE

- 1.1 To update Cabinet on progress and activity in relation to alcohol and drugs in East Ayrshire.

#### 2. BACKGROUND

- 2.1 Following the development of the East Ayrshire Community Planning Alcohol and Drugs Pledge in April of 2008, and given the significant impact that alcohol has on individuals and communities partners and stakeholders have prioritised activity around tackling alcohol misuse. This has been complimented by recent Scottish Government investment in alcohol services.
- 2.2 This impact is illustrated by statistics which show a doubling of consumption of alcohol since 1950 and associated adverse social and economic costs. These economic costs have been recently estimated by the Scottish Government at £2.25Bn per annum.
- 2.3 Previously action on drug misuse was much more prevalent despite alcohol misuse being responsible for significantly higher problems in our communities. A recent Audit Scotland report highlighted that drug related expenditure is three times alcohol expenditure despite alcohol related deaths being three times the rate of drug related deaths. This increase in activity around alcohol is an attempt to redress the significant imbalance between levels of activity and associated problems.

#### 3. AUDIT SCOTLAND – DRUG AND ALCOHOL SERVICES IN SCOTLAND

- 3.1 This report published in April 2009, aimed to identify how much the public sector spends on 'labelled' drug and alcohol services, i.e. those services that actively address alcohol and drug problems as opposed to those which address alcohol and drug issues indirectly such as police expenditure or accident and emergency departments.
- 3.2 The report found that the wider economic and social cost of alcohol and drug problems in Scotland is estimated at around £5Bn per year. In reducing this impact, Audit Scotland estimated that in 2007/08, the public sector spent £173M with £90M of this being costs to NHS and £66M costs to local authorities. In Ayrshire and Arran in 2007/08, the three local authorities and NHS Ayrshire and Arran spent £10.8M.
- 3.3 This expenditure by NHS Boards and Councils on labelled drug and alcohol services represents just less than one per cent of total revenue budgets.
- 3.4 Information on the activity, cost or impact of services designed to reduce drug and alcohol problems exist in some local areas but the type and quality of data collected vary across Scotland. National information on the cost, activity and quality of services is not available. This may be due to Scottish Government not having defined what constitutes a 'service', 'intervention' or indeed any measures of success for services.

- 3.5 The new outcome measures proposed by the Scottish Government working group will remain optional and there is a risk that there will remain across Scotland a lack of consistent high quality performance data. In contrast the position in England where a system of national performance management and accountability which combines service data with unit costs was developed by the National Treatment Agency (NTA).
- 3.6 Whilst Audit Scotland conclude that resources used to address drug and alcohol problems in Scotland are not always used effectively, much of this responsibility lies at a national level as no minimum standards for drug and alcohol services have ever been set.
- 3.7 Audit Scotland does however make four recommendations to public sector bodies that should begin to address the lack of robust performance outcomes. These recommendations along with local action is outlined in the following table

Recommendation	Local progress
Ensure that all drug and alcohol services are based on an assessment of local need and that they are regularly evaluated to ensure value for money. This information should then be used to inform decision making in the local area	As part of the development of ADP's, East Ayrshire Council are about to undertake in partnership with NHS Ayrshire and Arran, a comprehensive needs assessment in order to ensure that services are addressing current need
Ensure that service specifications are in place for all drug and alcohol services and set out requirements relating to service activity and quality. Where services are contracted, this specification should be part of the formal contract	All contracted services have service specifications that form part of the formal contract. Contracts have recently been renegotiated and now include quality standards.
Set clear criteria of effectiveness and expected outcomes for the different services that they provide and undertake regular audits to ensure services adhere to expected standards	Work is currently underway with services to progress outcome focussed provision. Coupled with this, reporting arrangements are being reviewed to accurately reflect these outcomes. Services are currently reviewed on a quarterly basis
Use the Audit Scotland checklist to help improve the delivery and impact of drug and alcohol services through a joined up, consistent approach	The checklist provided by Audit Scotland provides a framework in which the partnership can assess and benchmark performance. Work has already been undertaken to complete the checklist for the Ayrshire wide partnership. For East Ayrshire the ADP will review this checklist at a forthcoming meeting.

#### 4. ALCOHOL AND DRUGS PARTNERSHIP

- 4.1 In attempting to address the performance of alcohol and drug services, Scottish Government has established locality alcohol and drug partnerships (ADP's) to replace the NHS wide Alcohol and drug action teams (ADAT's)
- 4.2 Community Planning Partners agreed the establishment of an East Ayrshire ADP which is situated within the Community Health partnership (CHP) framework with reporting

structures being through the Officer Locality Groups (OLG's) for children and young people and adults and older people. The ADP would therefore be responsible for reporting to the Officer Locality Groups on the delivery of Improving Health and Wellbeing action plan and associated indicators within the single outcome agreement (SOA).

- 4.3 A stakeholder event was held by East Ayrshire ADP on the 14<sup>th</sup> August and was attended by over 50 partners, stakeholders, carers and service users.
- 4.4 The event agreed to establish a small ADP committee chaired by the Head of Service Community Care and comprising officers from partners with responsibility for strategic decision making.
- 4.5 The event further agreed to the establishment of a wider network of partners, stakeholders, carers and service users. The ADP committee and the network will be supported by a small core of officers drawn from key partners.
- 4.6 Whilst the ADP is an entirely new entity, partnership working in East Ayrshire is well established. This successful partnership working supports delivery of The Alcohol and drugs Pledge and at this time is supported by the commitment of individual workers and services in delivering the best provision for service users. The new framework established which sees ADP's firmly located within the Community Planning Partnership (CPP) structure with reporting arrangements linked to the CHP framework will ensure a more strategic basis for successful partnership working rather than a reliance on the current operational arrangements.

## **5. COMMUNITY PLANNING ALCOHOL AND DRUGS PLEDGE**

- 5.1 The Alcohol and Drugs Pledge 2008/2010 commits Community Planning Partners to actively address issues relating to alcohol and drugs. This pledge, whilst recognising the need to support those currently experiencing problems in relation to drug and alcohol use emphasises the need to reduce the subsequent impact of alcohol and drug problems by adopting a preventative focus.
- 5.2 Given the significant impact that alcohol has on Scotland and East Ayrshire, Community Planning Partners agreed to pay particular attention to the problems associated with alcohol.
- 5.3 The significant concern around alcohol nationally saw Scottish Government release significant funding to NHS boards to address alcohol problems in their areas.
- 5.4 The £250,000 allocated to Community Planning Partners (2008-2011) from NHS Ayrshire and Arran resulted in five areas of activity with most of this activity focussing on the needs of vulnerable children and young people
- 5.5 Following an increase of funding from the Scottish Government, NHS Ayrshire and Arran has recently announced an additional £70,000 per annum of funding for alcohol activity for years 2009 – 2011. Consultation is currently underway on identifying further gaps which require resourcing.
- 5.6 In ensuring structured activity within the framework of the pledge, an action plan was developed. With the ethos of prevention/education, much activity has focussed on children and young people. The action plan therefore reflects
  - Recruitment of alcohol education co-ordinator for schools

- Advice/information to young people attending streetsport cages
- Certificated programmes of study on alcohol in Loudon and Doon academies
- Social norming programme in Auchinleck academy
- Test purchasing of retailers to ensure no underage sales of alcohol
- Establishment of support to children and young people experiencing difficulties with alcohol.
- Youth theatre addressing alcohol and drugs being delivered by Arts and museums
- All East Ayrshire's P7 pupils attended the Choices for Life event at Glasgow's SECC where drugs and alcohol are the main issue.

## **6. FINANCIAL IMPLICATIONS**

- 6.1 Activity on addressing alcohol is being funded by resources allocated to the CPP from Scottish Government via NHS Ayrshire and Arran.

## **7. POLICY/LEGAL IMPLICATIONS**

- 7.1 There are no policy or legal implications.

## **8. COMMUNITY PLAN IMPLICATIONS**

- 8.1 The Community Planning alcohol and drugs pledge has established alcohol and drug misuse as a central theme across all community planning themes.

- 8.2 As a significant indicator of poor health outcomes in East Ayrshire, action on alcohol has a significant focus within the Single Outcome Agreement.

## **9. RISK IMPLICATIONS**

- 9.1 The significant investment in addressing alcohol misuse from Scottish Government has enabled partners to concentrate activity on addressing alcohol misuse in East Ayrshire. A reduction in this funding after 2011 would have a detrimental effect on the level of activity.

## **10. RECOMMENDATIONS**

- 10.1 Cabinet is asked to:

- i) note the progress made in addressing alcohol and drug misuse in East Ayrshire;
- ii) note the substantial impact of alcohol and drug use on the economy of East Ayrshire ;
- iii) support the establishment of the East Ayrshire ADP; and
- iv) otherwise, note the content of the report.

**Graham Short**  
**Executive Director of Educational and Social Services**  
**24 August 2009**

### **LIST OF BACKGROUND PAPERS**

Drug and Alcohol Services in Scotland – Audit Scotland March 2009  
 Alcohol and Drugs Pledge action plan

**IMPLEMENTATION OFFICER: Eddie Fraser, Head of Service: Community Care**

## **APPENDIX 1**

### **ABBREVIATIONS USED IN THIS REPORT**

ADAT – Alcohol and Drug Action Team

ADP – Alcohol and Drug Partnership

CHP – Community Health Partnership

CPP – Community Planning Partnership

NTA – National Treatment Agency for England and Wales

OLG – Officer Locality Group

SOA – Single Outcome Agreement