

## Transformation to 2021 proposal details

Name of Transformation to 2021 proposal: Substance Misuse Service

T21 Opportunity Reference: PH2

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### Department:

Adults' Health and Children's Services  
Care

Corporate  
Services

Culture,  
Communities and  
Business Services

Economy,  
Transport and  
Environment

Date of assessment: 4/4/2019

Detailed

Overview

Is this a detailed or an overview EIA?

## Description of service / policy and the proposed change

**Describe the current service or policy, giving a brief description of the current services in scope and the user demographic:**

There are two services in Hampshire that reduce drug and alcohol related harm. The Substance Misuse Service (2020/21 £8,000,000) provides drug and alcohol treatment to adults and young people. Currently 3,500 adults and 300 young people access treatment annually for their drug /alcohol use. The service also works with pharmacies across Hampshire to deliver a needle exchange scheme and support those requiring medication for their opiate addiction. Alcohol Nurse Services (£230,000) are provided in conjunction with acute trusts to identify adult patients in hospitals who are consuming alcohol at hazardous levels and referring onto community substance misuse services.

### Geographical impact:

All Hampshire

Basingstoke & Deane

East Hampshire

Eastleigh

Fareham

Gosport

Hart

Havant

New Forest

Rushmoor

Test Valley

Winchester

**Describe the proposed change, including how this may impact on service users or staff:**

There has already been an agreed budget reduction for the substance misuse treatment service of £900,000 in 2020/21. It is proposed to make a further reduction of £1.2 million this could be achieved by making the following changes:

- Staff reductions for both the community substance misuse service and alcohol nurse service
  - Reduction in available physical treatment hubs across Hampshire and capacity to deliver satellite services and outreach.
  - Reduction in opening times of services.
  - Reduction in key worker and group-work sessions
  - Reduction in the Carers Service (support that is available for families and children where one or both of parents are alcohol / drug dependant)
  - Increase in waiting times for alcohol and drug treatment.
  - Eligibility criteria (related to severity of dependence) introduced to access services (i.e. increasing / high risk drinkers excluded)
  - Less specialist clinics delivered within treatment hubs such as Wellbeing Clinics which includes Blood Borne Virus testing (Hepatitis B & C and HIV), vaccination (Hepatitis B) and referral onto treatment.
  - Reduced access to specialist inpatient drug / alcohol detoxification
- Reduced number of pharmacies providing needle exchange, health screening and opiate substitution therapy.

**Who does this impact assessment cover?**

Service users

HCC staff (including partners)

**Engagement and consultation**

**Has any pre-consultation engagement been carried out?**

Yes

No

No, but planned to take place

**Describe the consultation or engagement you have performed or are intending to perform.**

Describe who was engaged or consulted. What was the outcome of the activity and how have the results influenced what you are doing? If no consultation or engagement is planned, please explain why.

No specific consultation has been carried out on this proposal – however, the County Council ran a major public consultation exercise over the Summer 2019 on a range of options for finding further budget savings including increasing Council Tax, using reserves and making changes to the way services are delivered, which may mean reducing or withdrawing certain services. The outcome of this consultation will be presented to the County Council’s Cabinet in October 2019. When decisions are made to pursue the options, further specific consultation will be carried out with stakeholders on the detailed options where required.

**Consideration of impacts**

Indicate whether the proposed change is expected to have a positive, neutral or negative (Low, Medium or High) impact on people who share the following characteristics.

For any characteristics with a positive, low negative, medium negative, or high negative impact, please describe this impact in the box provided.

For any characteristics with a medium negative, or high negative impact, please describe any mitigations in the box provided.

**Statutory considerations**

	Positive	Neutral	Low negative	Medium negative	High negative
Age	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Impact:** Young people (up to 25 years): Particular groups of young people are identified as more vulnerable to substance misuse include those with mental health issues; young offenders; young people in care; homeless young people; excluded pupils or frequent non-attenders; sexually exploited. Of the young people currently supported by the service, the majority have wider vulnerabilities and support needs. (e.g. 83% report a mental health concern, 22% child in need/child protection plan in place, 21% involved in anti-social behaviour/criminal activity, 11% domestic abuse) with 89% reporting early onset of substance misuse. The reduction in investment would result in services for young people up to 25 years being less accessible and visible. Access to short-term (6 weekly) targeted services for vulnerable young people to prevent escalation of misuse of drugs / alcohol would need to be restricted. Currently, 17% of adult service users are living with their children (under 18 years). The reduction in investment would potentially result in an increase in harms and a reduction in support (from the substance misuse service) to children and families who have alcohol / drug dependant parent. Adult population 30-49 years: Approximately 50% of adults accessing substance misuse services in Hampshire are aged between 30 – 49 years. 66% of those people in treatment for their opiate addiction are between the ages of 30 and 49 years. This cohort require intensive care and support (including medical treatment) to enable recovery. A reduction of access to treatment amongst these age groups could result in a decrease in the numbers of people accessing substance misuse treatment and a likely increase in the unmet need across Hampshire. This age group also have the highest number (nearly two thirds) of all drug related deaths across Hampshire. Accessing substance misuse treatment services is a protective factor in preventing drug related deaths and reducing access to these services for this cohort of people could result in an increased number of deaths. Alcohol related admissions have been steadily increasing over the past 10 years and in 2017/18 there were nearly 25,000 adult Hampshire residents who were admitted to hospital because of a health condition that was attributed to alcohol. Few services supporting alcohol clients are likely to contribute towards an increase in alcohol admissions to hospitals

**Mitigation:** Key organisations working with young people and families provided with training and development to increase capability of front-line workforce to be able to support a lower level substance misuse need within a family or young person. Prioritise opening times to meet client's needs. Seek to work with partners to secure free use of outreach venues where possible. System wide process and pathway review with the ability to prioritise and reorganise, within the resource allocation.

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Impact:** Mental Health: People with drug and/or alcohol dependencies often have complex needs and other related or unrelated health problems. For example, 53% of service users within the substance misuse service have an identified mental health need. The service is currently working jointly with primary care and secondary mental health services to support service users who have a co-occurring substance misuse and mental health need. Joint working arrangements could be affected, and lower level mental wellbeing support may not be available within the service. The reduction in funding could disproportionately affect those with complex needs who require greater access options and more intense support. This could affect the progress of an individual's recovery and potentially the risk to their health and wellbeing, including risk of death.

**Mitigation:** Clear joint working protocol developed which describes referral, assessment and treatment pathways.

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Impact:** Whilst there are relatively low numbers of the Lesbian, Gay, Bisexual and Transgender (LGBT) population currently accessing the substance misuse service (88% of service users identified themselves as heterosexual), evidence suggests that this group face a higher risk of substance misuse. Funding reductions may impact on specific activities aimed at this client group.

**Mitigation:** We will seek to work with relevant LGBT organisations to increase capacity of front-line staff to support lower level substance misuse needs.

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Race</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Impact:** Whilst most people (93%) within the Hampshire substance misuse treatment system are White British, this does vary geographically. Currently outreach into Black and Minority Ethnic (BME) communities and the location of physical hubs in areas with higher proportions of the Hampshire BME population has resulted in greater proportion of ethnic minorities to engage in treatment. For example, in Aldershot 11.9% of service users are from BME communities. A reduction in capacity and services could affect the ability to engage with BME communities.

**Mitigation:** Prioritise to keep open hubs where there is a higher representation from BME communities. Continue to require service providers to undertake an annual Health Equity Audit and produce a service improvement plan showing how access to services could be improved.

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Religion or belief</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Impact:**  
**Mitigation:**

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Gender reassignment</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Impact:** There is no data available locally to determine access to substance misuse services, however national research suggests that this population are at a higher risk of misusing drugs and alcohol.

**Mitigation:**

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Impact:** Currently 49% of the population of Hampshire are male, however 66% of people accessing treatment for drug and alcohol misuse in Hampshire are male. Less women (33%) currently access substance misuse services than men. A reduced service could impact on the number of women accessing support. At present the substance misuse service offers women only groups which are particularly important as some would have experienced domestic abuse. Funding reductions may impact on specific activities to engage women, particularly those with domestic abuse and substance misuse.

**Mitigation:** Prioritise women only groups in areas of highest need.

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Marriage or civil partnership</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Impact:**  
**Mitigation:**

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Pregnancy and maternity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Impact:** There are health risks for both mother and baby if the mother misuses drugs and/or alcohol. Currently, 10 pregnant mothers accessed the service in 2018/19. The impact of reduced funding may result in a reduced availability of service to pregnant mothers.

**Mitigation:** Ensure effective pathways and care coordination between substance misuse treatment and maternity services and children's services are robust to ensure adequate care.

## Other considerations

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Poverty</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Impact:</b>	Deprived communities are associated with the problematic use of drugs such as heroin and crack cocaine. Although problematic use of these drugs is not exclusively related to deprivation it is much more common among those living in poverty. The impact of harmful and dependent drinking is greatest in deprived communities. There would be a reduction in access to substance misuse services for those living in poverty. National statistics show that there are higher numbers of drug related deaths in areas of deprivation. Both Gosport and Havant have higher than average deaths. Health outcomes such as rates of alcohol related conditions, alcohol related mortality and alcohol related hospital admissions for those living in local authority areas where there are high levels of deprivation in Hampshire is likely to increase.				
<b>Mitigation:</b>	Prioritise resources to ensure that substance misuse services are visible and accessible in areas where there are high levels of deprivation.				

	Positive	Neutral	Low negative	Medium negative	High negative
<b>Rurality</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Impact:</b>	The current substance misuse service has a good foot-print across Hampshire with 9 treatment (in the main towns) and several satellite services in more rural areas. A reduced budget would decrease the availability of satellite services and outreach in more rural communities.				
<b>Mitigation:</b>	Develop proposal for digital / virtual support where appropriate, although this would not suit all service users particularly those receiving medical interventions and more complex / higher level support.				

**If you have only identified neutral impacts, please state why:**

## Additional information

[Click here for guidance on any other factors to consider.](#)

**Include any other brief information which you feel is pertinent to this assessment here:**  
(optional)