

ABERDEEN CITY COUNCIL

COMMITTEE	Staff Governance Committee
DATE	12 April 2021
EXEMPT	No
CONFIDENTIAL	No
REPORT TITLE	Increase the Distribution and Administration of Naloxone – Test of Change
REPORT NUMBER	RES/21/094
DIRECTOR	Steven Whyte
CHIEF OFFICER	Isla Newcombe
REPORT AUTHORS	Kirsten Foley, Martin Murchie, Isla Newcombe, Simon Rayner (NHS)
TERMS OF REFERENCE	Purpose of Committee

1. PURPOSE OF REPORT

- 1.1. The report shares with Committee operational plans to implement a “test of change” within identified priority geographical areas to a) increase naloxone kits distributed to members of the public via Council services, b) increase the number of employees able to access naloxone kits for distribution and c) seek volunteers from staff working in priority areas to undertake training to administer Naloxone to individuals suspected of drug overdose.

2. RECOMMENDATIONS

That Committee:-

- 2.1 note the Improvement Project Charter attached at Appendix A; and
- 2.2 instruct the Chief Officer, People and Organisational Development, to report back to Staff Governance Committee, following the test of change, to indicate the lessons learned and any plans for further work and/or roll out

3. BACKGROUND

- 3.1. In 2019, 38 opioid overdose related deaths were recorded in Aberdeen City. (source: National Records of Scotland Drug Related Deaths in Scotland in 2019, published December 2020)
- 3.2. Two thousand six hundred people in Aberdeen City are currently estimated to use opioid drugs problematically and in the first 3 months of 2021 there has been a significant increase in suspected drug related deaths with upwards of 10 in the month of March alone.
- 3.3. Naloxone is a safe and easily administered medication which can temporarily reverse the effects of an opioid overdose. It is not a controlled substance and has no effect on anyone who has not taken opioid drugs.

- 3.4. For the purposes of administration, Article 7 of the Medicines Act states that anyone can administer naloxone for the purpose of saving a life.
- 3.5. Aberdeen City Council has been able to administer Naloxone since 2014 through supporting homeless people. Naloxone has been made available in homeless accommodation from this time for administration in emergencies, with stocks available in units and staff trained to administer it to those in need.
- 3.6. Until 2020, only specialised drug treatment services were able to distribute naloxone kits to people concerned about overdose. However, in May 2020, the Lord Advocate issued a statement of policy stating that, for the period of disruption caused by COVID-19, any individual working for a service registered with the Scottish Government is able, without prosecution, to supply naloxone to another person for use in an emergency to save a life. This allows non-drug treatment services to distribute naloxone. This policy only applies to services registered with the Scottish Government Population Health Directorate through the local naloxone lead and is subject to the condition that appropriate instruction on the use of naloxone and basic life support training will be provided to persons receiving the medication for such use.
- 3.7. Therefore, any registered organisation, with the provision of appropriate instruction and training, may currently distribute naloxone kits to people. Kits can be distributed by any trained person to people who are at risk of overdose themselves or to family and friends who are likely to encounter an overdose situation.
- 3.8. Increasing the distribution of naloxone, with the aim of reducing the number of fatal drug related overdoses, is one of the main priorities of the national [Drug Death Task Force](#). This is also recognised through the priorities of Community Planning Aberdeen and the City's Alcohol and Drugs Partnership.
- 3.9. Further to the existing practice of particular staff being trained to administer Naloxone, during the COVID-19 pandemic and with the statement made by the Lord Advocate, the Incident Management Team (IMT) also approved the following actions:-
 - To register an interest in supplying Naloxone
 - To work with the Care Inspectorate with regard to registration alteration requirements
 - To participate in required training
 - To work with the Aberdeen Drugs Partnership, NHS Grampian and Aberdeen Health and Social Care Partnership to supply Naloxone and provide appropriate harm reduction advice to people potentially affected by fatal overdoses
- 3.10. In line with the decision taken at the Urgent Business Committee in March 2020, when agreeing additional delegations to officers, the above decision of the IMT was reported to City Growth and Resources Committee in February 2021 as part

of a report on the governance arrangements and decisions taken during the pandemic.

- 3.11. In addition to staff in our homeless service being trained, so far we have now also trained Housing staff to distribute Naloxone and raise their awareness, although none have yet been trained to administer the drug. 14 staff within the Housing Access and Support service have been trained through 'train the trainer' and are now cascading this training further.
- 3.12. Locally provided, publicly facing council services are well placed to support vulnerable individuals and communities. The proposal detailed in this report, therefore, seeks to introduce greater availability, distribution and training from these Council services, in order to increase the supply and use of naloxone and increase the likelihood of preventing drug related deaths.
- 3.13. The charter is therefore presented to Committee for noting and the Chief Officer – People and Organisational Development will report back to Staff Governance Committee following the test of change / pilot, on lessons learned and any plans for further work to be undertaken.
- 3.14. In adopting this improvement, and potential roll out beyond the test of change, Aberdeen City Council would be the first Council in Scotland to adopt the provision of naloxone at a corporate organisational level.

4. PROPOSAL

- 4.1. ACC is seeking through partnership with the NHS and through the Alcohol and Drugs Partnership, to support joint action to tackle the issue of drug related deaths in Aberdeen.
- 4.2. It is proposed that one way this will be taken forward is by means of a "test of change", using the Quality Improvement Methodology applied across all Community Planning Aberdeen projects. Accordingly, an Improvement Project Charter has been completed and is attached as Appendix A to this report. The charter includes data relating to the overall prevalence and location of drug related deaths; further information on the use of naloxone; and the specific "change ideas" to be tested through this project, including targeting in specific areas of the city. The effectiveness of the project will be monitored and this will inform further decisions on improvement and potential spread.
- 4.3. During the test of change, volunteers will be sought from relevant staff groups to undertake training in the distribution and/or administration of Naloxone. Appropriate training will be provided with instruction from NHS partners.
- 4.4. Trade Union colleagues will be involved in the implementation of the test of change outlined in the charter moving forwards, so that any questions, suggestions or concerns can be readily addressed.
- 4.5. Potential frontline workers who could be offered the opportunity to voluntarily undertake the training, working within the geographical areas highlighted in the charter, could include colleagues working particularly within Early Intervention

and Community empowerment such as Libraries or Housing staff and Operations such as Waste or Facilities Management staff. Identification of appropriate staff groups will be undertaken at the start of the test of change with service managers, and volunteers then sought.

- 4.6. Following the test of change, a report will be submitted to Committee on the outcomes, learning and next steps.

5. FINANCIAL IMPLICATIONS

- 5.1 No identified financial implications as funding for materials will be provided by Aberdeen Drugs Partnership.

6. LEGAL IMPLICATIONS

- 6.1 There are no direct legal implications arising from the recommendations of this report. However, as mentioned above, the Lord Advocate's statement is subject to a condition around appropriate instruction and training and so this condition will require to be adhered to. The Lord Advocate may withdraw this policy at any time but the Scottish Government's Population Health Directorate will ensure that relevant organisations are notified if and when it ceases to apply. This Lord Advocate's statement/policy applies only to the supply aspect and not to administration in case of emergency. The legislation which currently permits anyone to administer naloxone for the purpose of saving life in an emergency is the Human Medicines Regulations 2012.

7. MANAGEMENT OF RISK

- 7.1 The Council approved a [Risk Appetite Statement](#) (RAS) on 9 December 2020. The RAS sets out how the Council will balance its risks and opportunities in pursuit of delivering the outcomes set out within the Local Outcome Improvement Plan and associated strategies. The content of the plan and the risk assessment below is considered to be consistent with the RAS.

Category	Risk	Low (L) Medium (M) High (H)	Mitigation
Strategic	None identified. The project is proposed to support agreed strategic priorities.	NA	NA
Compliance	Non-compliance with the condition around appropriate instruction and training could give rise to a risk of prosecution	M	Appropriate training of staff and the provision of appropriate instruction and training to recipients of naloxone

Operational	Impact of staff time to undertake training	L	Agreement from service managers to support the programme; identification of appropriate times for training to be undertaken
Financial	Costs being met by NHS and ADP	NA	NA
Reputational	Potential positive in ACC being first Scottish LA to take this focussed approach	NA	NA
Environment / Climate	None identified.	NA	NA

8. OUTCOMES

Council Delivery Plan	
	Impact of Report
Aberdeen City Council Policy Statement	Supports “Safe and Resilient Communities – Aberdeen is a place where people are and feel safe”
Local Outcome Improvement Plan Themes	
	Impact of Report
Prosperous Economy	<p>The proposed project directly supports the LOIP Stretch Outcome:</p> <p>“Rate of harmful levels of alcohol consumption reduced by 4% and drug related deaths lower than Scotland by 2026”</p> <p>It is also complementary to the LOIP Improvement Projects:</p> <p>“Reduce the incidence of fatal drug overdose through innovative developments and by increasing the distribution of naloxone by 10% year on year by 2021.” and</p> <p>“Increase uptake of drug treatment and specifically within Locality Areas by 10% each year by 2021.”</p>
Prosperous People	
Prosperous Place	
Regional and City Strategies	The project supports the Strategic Plan of the Aberdeen City Integrated Joint Board.

UK and Scottish Legislative and Policy Programmes	The project directly supports the use of naloxone to prevent drug related overdoses as prioritised by the national Drug Death Task Force .
--	--

9. IMPACT ASSESSMENTS

Assessment	Outcome
Impact Assessment	
Data Protection Impact Assessment	Not required. Existing processes are in place for handling data relating to drug related incidents. Evaluation of this project will be anonymised.

10. BACKGROUND PAPERS

[Scottish Drugs Death Taskforce](#)
[Local Outcome Improvement Plan](#)
[Prevalence of Problem Drug Use in Scotland](#)
[Aberdeen Outcomes Framework](#)
[Aberdeen Data Observatory](#)

11. APPENDICES

Appendix A - Improvement Project Charter

12. REPORT AUTHOR CONTACT DETAILS

Isla Newcombe
 Chief Officer – People and Organisational Development
newcombe@aberdeencity.gov.uk
 07725809338