

Decision Maker: Health and Wellbeing Board

Date: 21st September 2023

Decision Type: Non-Urgent

Title: Alcohol Needs Assessment

Contact Officer: Jonathan Walker, Head of Public Health Intelligence and Performance
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Chief Officer: Dr Nada Lemic, Director of Public Health

Ward: All

1. Reason for report

1.1 Alcohol treatment and recovery services for Bromley residents are commissioned by the London Borough of Bromley.

1.2 In 2023 the service is due to be reprocured.

1.3 As part of the re-procurement process, a needs assessment/analysis of needs is carried out to assess the needs of the local population to ensure the new service meets these needs adequately.

1.4 The paper will provide a summary of the needs assessment, with a full report also available upon request..

2. **RECOMMENDATION(S)**

The HWB is asked to note the report on the alcohol needs assessment.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Many consume alcohol in quantities which increase health risks including mental health, and cause social issues, both in their own families and in society. Alcohol use can also have a huge impact on a child's development and their ability to grow up in a safe home. This needs assessment considers vulnerable adults and children throughout, and the multiagency work required with alcohol services to keep these individuals safe.
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Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (*delete as appropriate*):
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: Not Applicable
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: N/A
 4. Total current budget for this head: N/A
 5. Source of funding: N/A
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Personnel

1. Number of staff (*current and additional*): N/A
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirement Provision of alcohol services is a statutory requirement, and this needs assessment is an essential part of the process to procure these services
 2. Call-in: Not Applicable
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Procurement

1. Summary of Procurement Implications: This needs assessment has contributed to the recent re-procurement of alcohol treatment and recovery services
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Property

1. Summary of Property Implications: N/A
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: There is a social impact of alcohol use toward which this needs assessment contributes an understanding.
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Impact on the Local Economy

1. Summary of Local Economy Implications: There is an economic impact of alcohol use toward which this needs assessment contributes an understanding.

Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: The prevalence of alcohol use and its consumption is considered together with the morbidity and mortality associated with it. The needs assessment aims to quantify where unmet need exists and how services can better work together to support people with varying vulnerabilities.
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Customer Impact

1. Estimated number of users or customers (*current and projected*): >1000 directly, but many more indirectly
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

Alcohol Needs Assessment Executive Summary

Alcohol is consumed widely, often in non-harmful quantities. However, many consume quantities which increase health risks, including mental health, and cause social issues, both in their own families and in society. Alcohol consumption patterns vary by age, gender, deprivation, and many other demographic variables. The Covid-19 pandemic has also changed alcohol consumption and alcohol-related morbidity trends nationally. Local authorities are responsible for the commissioning of alcohol treatment and recovery services, and this needs assessment aims to make recommendations to meet unmet alcohol need in Bromley. It should be consulted alongside the Substance Misuse Needs Assessment (SMNA) for commissioning purposes, as drug and alcohol services are commissioned together – the Bromley Drug and Alcohol Service (BDAS).

There is very little data about alcohol consumption at a local level, except AUDIT-C and AUDIT screening data from primary care for adults. However, there are limitations to this including selection bias and reliability of responses. In addition, AUDIT-C has shown an increase in non-drinkers and a decrease in the highest alcohol risk groups from 2019/20 to 2021/22, with AUDIT indicating an opposite trend. Therefore, this data should be taken with caution. It should also be noted that there are significant gaps in AUDIT screening. It has been estimated that there is an 86% unmet alcohol-treatment need in Bromley (82% nationally). Nationally, more men than women drink more heavily, and the proportion increases with age. There is also a higher proportion of people drinking in more deprived areas.

In young people, local intelligence comes from the School Health Education Unit (SHEU) survey. This shows alcohol consumption in Year 10 students has reduced from 2019 to 2021, but this data should be treated with caution due to the impact of the Covid-19 pandemic and the self-reporting nature of the survey. Nationally, alcohol consumption in young people has reduced since 2003. Similar to adults, in general, a higher proportion of boys drink earlier, more heavily, and more regularly. Alcohol consumption also increases with age, however a higher proportion of girls than boys drink in the 13-15-year-old group. In addition, young people who smoke, take other drugs, or play truant are more likely to drink alcohol. Where there is parental alcohol consumption in the home, young people are more likely to drink.

With regard to alcohol-specific morbidity in Bromley, there were 1434 admissions in 2021/22, 64.2% of who were men. The 55-64-year-old age group has the highest proportion of admissions, with the most common cause for admissions being mental and behavioural disorders due to use of alcohol and alcoholic liver disease, specifically alcoholic cirrhosis. Alcohol-specific morbidity increases with deprivation, at over 3-times the rate in the most deprived groups compared to the least. With alcohol-specific deaths, there has been a decrease since 2014-16. The majority are in men and in ages 55-64-years old, similar to morbidity. Alcoholic liver disease was the most common cause of death, contributing to 76% of alcohol-specific deaths in 2017-2021.

This needs assessment also evaluated the current alcohol treatment and recovery service. In the last five years, there has been an increase in new alcohol-related presentations in BDAS. Referrals often come from the person themselves or their family/friends, with very few referrals from statutory services even though many service users have significant vulnerabilities. Of note, the percentage of referrals from primary care has reduced since 2018/19, perhaps as a consequence of the Covid-19 pandemic. The majority of service users are men, with the highest proportion of service users being 40-49-years-old. The proportion of service users in the Criminal Justice System has reduced over the last few years, as has the proportion of those employed. 60.5% of service users had a co-occurring mental health issue in 2021/22.

In the young person service, Bromley Changes, alcohol contributes to the second largest proportion of service user presentations, after cannabis. The majority of referrals come from the Youth Justice System and health settings. Unlike adult services, there are very few referrals from “family, friends & self”. In 2021/22 these made up 2% of the referrals. Most service users are male. Many had significant vulnerabilities, with 70% having more than one vulnerability listed.

An important part of this needs assessment was to engage with stakeholders and partners about their perception of unmet need in Bromley. Many stakeholders were also consulted in the SMNA, particularly charitable and voluntary organisations. In speaking to these stakeholders, many themes emerged. These included the vulnerabilities these organisations serve, including mental illness, abuse, isolation, crime, unemployment, veterans, safeguarding issues, and learning difficulties.

The alcohol-related harms were also explored which included significant physical and mental health issues, and social issues such as family breakdown, children going into care, losing housing, neglect, abuse, educational issues, and employment loss. The stakeholders also gave methods to increase BDAS engagement, including outreach work, geographical location, times the service is accessible, and closer work with statutory services. Finally, the relationships between the stakeholders and BDAS was explored and how these could be improved, which included training, partnership working, and reciprocal agreements.

In analysing all the data and information presented in this needs assessment, unmet needs were identified and 21 recommendations were formed, some with significant overlap with the SMNA. The recommendations were categorised into 6 areas and the table below presents the progress already achieved in implementing the recommendations and their use in the re-procurement process.

Table 1. Alcohol Needs Assessment Recommendations

Categories of Recommendations	Commissioning Response
Improving data collection	A Data and Intelligence Sub-Group is set up to support the Combatting Drugs and Alcohol Partnership and as a direct response to this recommendation. This is a multi-agency group, led by Chloe Todd, Consultant in Public Health, with the aim of improving data recording and sharing for the purpose of developing a local performance and outcomes framework.
Improved partnerships	Established the Combatting Drugs and Alcohol Partnership (CDAP). This is a strategic group tasked to oversee local implementation of the national drug strategy, From Harm to Hope. It is led by Nada Lemic, Director of Public Health with representation from key partners. Key priorities aligned with the national strategy have been agreed and supported by 5 delivery sub-groups: <ul style="list-style-type: none"> • Substance Misuse & Criminal Justice System • Drug and Alcohol Related Deaths • Local Drug Information System (LDIS) • Data and Intelligence • Prevention
Improved outreach	These include Youth Justice Service, Probation, Mental Health Services (Community and Acute locations) with

	MoUs in place with YJS and Oxleas. Further outreach will be considered and agreed during mobilisation of the new re-commissioned service.
Justice system	A Substance-Misuse & Criminal Justice System Sub-Group, led by Amanda Munford, Public Health Programme Manager, has been set up with representation from key partners including CGL, police, probation, public protection. The multi-agency approach is focusing on improving continuity of care and treatment of those individuals involved in the criminal justice system.
Children	Further transformation will be considered and discussed with the new provider of BDAS. A Prevention Sub-Group focusing on children and families will be set up.
BDAS (access and transition)	A programme of work will be considered and agreed with the new provider during mobilisation once the contract award is finalised in October 2023.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

This needs assessment considers vulnerable adults and children throughout.

5. TRANSFORMATION/POLICY IMPLICATIONS

Making Bromley Even Better ambitions 1, 2, 5

6. FINANCIAL IMPLICATIONS

Not applicable

7. PERSONNEL IMPLICATIONS

Not applicable

8. LEGAL IMPLICATIONS

Provision of alcohol treatment and recovery services is a statutory requirement of local authorities. This needs assessment is an essential part of the process to procure these services.

9. PROCUREMENT IMPLICATIONS

This needs assessment has contributed to the recent re-procurement of alcohol treatment and recovery services.

10. PROPERTY IMPLICATIONS

Not applicable

11. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

There is a social impact of alcohol use toward which this needs assessment contributes an understanding.

12. IMPACT ON THE LOCAL ECONOMY

There is an economic impact of alcohol use toward which this needs assessment contributes an understanding.

13. IMPACT ON HEALTH AND WELLBEING

The prevalence of alcohol use and its consumption is considered together with the morbidity and mortality associated with it and subsequent health inequalities that might exist.

14. CUSTOMER IMPACT

Vulnerable adults and children. Likely to impact thousands in the consideration of needs and service provision, both directly and indirectly

15. WARD COUNCILLOR VIEWS

Not applicable

Non-Applicable Headings:	FINANCIAL IMPLICATIONS; PERSONNEL IMPLICATIONS; PROPERTY IMPLICATIONS; WARD COUNCILLOR VIEWS
Background Documents: (Access via Contact Officer)	Alcohol Needs Assessment (August 2022)