

Meeting	SPA Policing Performance Committee
Date	17 November 2020
Location	Video Conference
Title of Paper	Naloxone Delivery Steering Group Update
Presented By	ACC Gary Ritchie, Partnership, Prevention and Community Wellbeing
Recommendation to Members	For Discussion
Appendix Attached	No

PURPOSE

The purpose of this report is to provide the SPA Policing Performance Committee with an update in respect of the Naloxone Delivery Steering Group and the development of proposals for a Test of Change for the carriage/administration of Naloxone, by Police Scotland officers.

Members are invited to discuss the content of this paper.

1. BACKGROUND

- 1.1 Police Scotland need to consider, in partnership, innovative solutions to help to address the continued and significant level of Drug Related Deaths (DRDs) in Scotland and to ensure it is delivering the best possible service for individuals and wider communities.
- 1.2 The carriage and use of Naloxone (the emergency antidote for opiate-related overdose) by Police Scotland officers/staff has been discussed extensively, most recently at the Strategic Leadership Board meeting in February 2020. At this time, the Chief Constable approved the development of proposals for a Test of Change, which would require to be submitted to the Strategic Leadership Board for future consideration/approval.

2. FURTHER DETAIL ON THE REPORT TOPIC

2.1 PROPOSAL

It is proposed that Police Scotland undertake a Test of Change exercise which will provide an increased evidence base regarding the carriage/use of Naloxone (intra-nasal) by police officers. This will involve a suitable evaluation process to assess the benefits in reducing drug related harm and to consider any associated learning points. Officers will receive appropriate training to prepare them effectively for identifying an overdose, as well as administering Naloxone and thereafter participate in the Test of Change, on a voluntary basis.

It is proposed that the Test of Change will be delivered within suitable test-bed areas, for a period of 6 months.

2.2 TEST OF CHANGE PRINCIPLES

The Test of Change aims to:

- Support efforts to reduce drug related harm and keep people safe;
- Support a public health approach to policing and better equip our officers to respond to incidents involving drug overdose;
- Improve officer understanding and awareness of drug overdose incidents and Naloxone as a first aid intervention;
- Improve public confidence and positively influence organisational cultural change, addressing stigma about people who use drugs; and

- Establish an evidence base to inform future decisions on the carriage/use of Naloxone by Police Scotland officers.

2.3 LEGAL POSITION

With regard to persons in need of emergency first aid, Police Scotland recognises the public expectation and duty to save life. The legal duty is also detailed within the Police and Fire Reform (Scotland) Act 2012:

Section 32 (policing principles) – The main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland.

Section 20 (general duties) – It is the duty of a constable to prevent and detect crime; to maintain order; and to protect life and property.

In 2005, Naloxone was added to the list of medicines that anyone can legally administer, in an emergency, to save a life. The relevant provisions are now included in the Human Medicine Regulations 2012.

The administration of intra-nasal Naloxone by police officers as part of the Test of Change, is intended as a first aid response to preserve life, in accordance with the Right to Life in terms of Article 2 of the European Convention on Human Rights and the Human Rights Act 1998.

2.4 STAKEHOLDER CONSULTATION

2.4.1 NALOXONE DELIVERY STEERING GROUP

To ensure appropriate consultation and to inform the development of the proposals, a multi-agency Naloxone Delivery Steering Group (NDSG) was established from the outset, chaired by Assistant Chief Constable Ritchie. The NDSG has representation from relevant, key stakeholders and a variety of internal Police Scotland departments.

All aspects of the proposal have been discussed and progressed through regular meetings of the NDSG, with members given opportunity to contribute and provide relevant feedback.

2.4.2 GOVERNANCE

Early engagement has taken place with Her Majesty's Inspectorate of Constabulary in Scotland (HMICS); Police Investigations and Review Commissioner (PIRC); and Crown Office and Procurator Fiscal Service (COPFS) in respect of the proposed Test of Change:

further updates will be provided as appropriate, and pending Force Executive approval.

2.4.3 SCOTTISH GOVERNMENT/DRUG DEATHS TASKFORCE

The Scottish Government is represented on the NDSG, with relevant updates duly provided to the Scottish Drug Deaths Taskforce (DDTF). Both are fully supportive of the proposed Test of Change, with the DDTF providing financial support towards associated resource and equipment costs (detailed in section 3.3 and 4.1 below). The DDTF consider the Test of Change would be supportive of their strategic aim of targeted distribution of Naloxone.

2.4.4 SCOTTISH AMBULANCE SERVICE

The Scottish Ambulance Service (SAS) is represented on the NDSG. Assurances have been provided by the SAS representative, within NDSG discussions, that the proposed Test of Change will have no impact upon their service delivery model. Formal support and clarification to this effect has been sought from the Chief Executive of the SAS.

The SAS have also undertaken a pilot Naloxone programme funded by the DDTF, whereby paramedics are able to issue 'Take-Home Naloxone' kits to individuals who have suffered a near fatal drug overdose however decline to attend hospital. Kits have similarly been issued to others present at the scene, such as family members and friends.

2.45 SCOPING OF OTHER UK FORCES

Appropriate benchmarking has been undertaken with other UK forces in respect of Naloxone carriage/use by police officers. Where this exists within other forces, either routinely or as a Test of Change, available evidence and/or associated learning has been considered and incorporated into this proposal, as appropriate.

2.5 EVALUATION

A full and thorough evaluation will be undertaken in respect of the Test of Change, with the primary aim of assessing the process and implementation. This will involve an element of baseline work in advance of the Test of Change, with subsequent follow-up at appropriate intervals, as the programme progresses.

The Public Health Surveillance Sub-Group of the DDTF and the Scottish Institute of Policing Research have agreed to provide support for the evaluation process, which will provide appropriate, independent rigour and scrutiny.

Focusing on the implementation and process within the evaluation, will allow elements of learning and best practice to be identified and inform any future policy decision around wider delivery of Naloxone carriage/administration within Police Scotland.

It is anticipated that the evaluation framework will consider:

- Police officer attitude towards drug use and people who have a drug dependency;
- Police officer understanding and awareness of drug overdose incidents and Naloxone as a first aid intervention;
- Effectiveness of Naloxone training (considering knowledge/skills of officers both before and after training);
- Experience of Naloxone carriage/use by officers;
- Barriers/facilitators (actual or perceived) impacting on police carriage/use of Naloxone;
- Feedback from local communities (including recovery communities, people who use drugs, their families and/or relevant support services. It is anticipated that the approach taken during the Test of Change will be supported by the general public and that it will have a positive impact upon community relations between police and people who use drugs).

2.6 NEXT STEPS

The proposal for the Naloxone Test of Change will be presented to the Strategic Leadership Board on 11 November 2020, for consideration. Any decision to progress thereafter, remains with the Chief Constable.

3. FINANCIAL IMPLICATIONS

- 3.1 Should the Test of Change proposals be approved, there will be financial implications in respect of purchasing the appropriate number of Naloxone kits and storage pouches.
- 3.2 The exact number of officers participating in the Test of Change will have to be confirmed, however early enquiries indicate that the current unit cost for intranasal Naloxone is £26.00 per pack (each

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pack contains 2 devices) and the storage pouch (which will attach to the officer's utility belt) will be approximately £7.00.

- 3.3 The Scottish Drug Deaths Taskforce have agreed to financially support the purchase of the Naloxone kits.

4. PERSONNEL IMPLICATIONS

- 4.1 The Scottish Drug Deaths Taskforce have agreed to fund 2 additional posts (1xPS and 1xPC) within the Substance Harm Prevention team of Safer Communities. The post holders will be responsible for the daily overview of the Test of Change and associated reporting.
- 4.2 Officers within identified test-bed areas will be required to attend the associated training input however participation in the Test of Change will, thereafter, be on a voluntary basis.
- 4.3 The Scottish Police Federation and UNISON are represented on the NDSG and they have been fully engaged throughout the development of the proposal.
- 4.4 Police Scotland Health and Safety Advisors have been represented on the NDSG. A Risk Assessment specific to the Test of Change has been compiled, which highlights potential associated risks and mitigating actions.

5. LEGAL IMPLICATIONS

- 5.1 Police Scotland Legal Services Department has been represented on the NDSG throughout development of the proposal.
- 5.2 The administration of intra-nasal Naloxone by police officers as part of the Test of Change, is intended as an immediate first aid response for the purposes of preserving life, in accordance with the Right to Life in terms of Article 2 of the European Convention on Human Rights and the Human Rights Act 1998.

6. REPUTATIONAL IMPLICATIONS

- 6.1 The level of DRDs in Scotland have increasingly become the subject of significant public and media attention, with associated scrutiny often involving criticism of all agencies, for a perceived lack of action. This Test of Change offers Police Scotland the opportunity to

address such criticism and show positive, proactive commitment, delivered through an innovative approach.

- 6.2 There continues to be significant interest and high expectation from relevant partners, around the progress of the proposals and any subsequent initiation of a Test of Change.

7. SOCIAL IMPLICATIONS

- 7.1 There are no social implications associated with this report.

8. COMMUNITY IMPACT

- 8.1 The level of community impact associated with the Test of Change will be monitored throughout and incorporated into the evaluation framework.

- 8.2 It is anticipated however that the Test of Change will positively influence community relations between the police and people who use drugs, their families and relevant support services. Furthermore, the associated mandatory training will increase officer understanding and awareness of drug overdose incidents, whilst positively influencing their attitudes towards drug use and people who have a drug dependency.

9. EQUALITIES IMPLICATIONS

- 9.1 Engagement has been undertaken with Police Scotland Equality and Diversity Advisors, in respect of the proposed Test of Change and any potential impact on equality and human rights.

- 9.2 A corresponding EqHRIA has been compiled, which indicates a positive impact on equality, diversity and human rights.

10. ENVIRONMENT IMPLICATIONS

- 10.1 No implications.

RECOMMENDATIONS

Members are invited to discuss the content of this paper.