

Fraser Health Consultations for Supervised Consumption Services In Surrey

February 23, 2017



fraserhealth

Better health. Best in health care.

Fraser Health engaged in consultations and discussions with stakeholders, staff and the public regarding supervised consumption services in five ways:

1. Stakeholder Meetings
2. Public Information Sessions
3. Campaign Website/Public Survey
4. Newsletter to Fraser Health staff
5. Consultations held with clients

The goals of the consultations were to:

- Capture and analyze input and commentary from the community on the supervised consumption services (SCS) being proposed for their local community;
- Provide a space for feedback and connections to be made;
- Document suggestions to address any concerns raised during the consultation process;
- Provide information to the community about supervised injection services to help inform their input on the issue;
- Encourage community involvement and ownership.

Stakeholder meetings

One-on-one meetings were conducted with key stakeholders, community leaders and organizations. This engagement process helped motivate participation in the SCS community consultation plan, and allowed an opportunity to gather and share collective knowledge, making it available to all potential stakeholders. This was also a chance to identify common goals, identify concerns and form/strengthen partnerships.

- *City of Surrey*
 - Date: Engagement with the City of Surrey was initiated in Spring of 2016 and since June 2016 regular meetings, now on a weekly basis take place
 - Attendance: Team members are brought in as needed, but meetings have included participation from: the Medical Health Officer with geographic responsibility for Surrey; the Chief Medical Health Officer for Fraser Health Authority; and the Clinical Directors for Population and Public Health (PPH) and Mental Health and Substance Use (MHSU)
- *Downtown Surrey Business Improvement Association & Whalley Community Association*
 - Date: January 5th 2017
 - Attendance: Medical Health Officer, Clinical Director PPH, a supervised consumption services consultant and 17 members of the BIA and local businesses.
- *Surrey Memorial Hospital Leadership Management Meeting*
 - Date: January 16th, 2017
 - Attendance: Medical Health Officer, Clinical Directors PPH & MHSU, a supervised consumption services consultant, a Mental Health and Substance Use Manager, as well as over 25 Surrey Memorial Hospital Managers
- *Phoenix Society*
 - Date: January 18th, 2017
 - Attendance: Medical Health Officer, Clinical Directors PPH & MHSU, a supervised consumption services consultant, a Mental Health and Substance Use Manager and 4 Phoenix Society Directors

- *Fraser Health Staff – Lunch and Learn*
 - Date: February 2nd, 2017
 - Attendance: Medical Health Officer, Clinical Directors PPH & MHSU, a supervised consumption services consultant, a Mental Health and Substance Use Manager and approximately 35 Fraser Health Staff

Public Information Sessions

Fraser Health hosted two information sessions for businesses and residents of the surrounding neighbourhoods.

The sessions were delivered in an open house format, with participants invited to explore several different booths on a variety of topics. Each booth was staffed by the appropriate subject matter expert from Fraser Health, Lookout Emergency Aid Society or the RCMP, as well as an infographic (see page 4) providing information on the subject. There were six booths, including: evidence supporting SCS; Fraser Health's overdose response plan and services; Opioid Agonist Treatment; information on each of the two locations, and a feedback and resources booth. At the feedback booth, participants were asked to share their input on the following three questions:

1. What do you like about the Fraser Health Supervised Consumption Services plan?
2. What are the concerns that you have about the Fraser Health Supervised Consumption Services plan?
3. How would you like to work with Fraser Health and other community stakeholders to ensure this initiative has the best impact for the whole community?

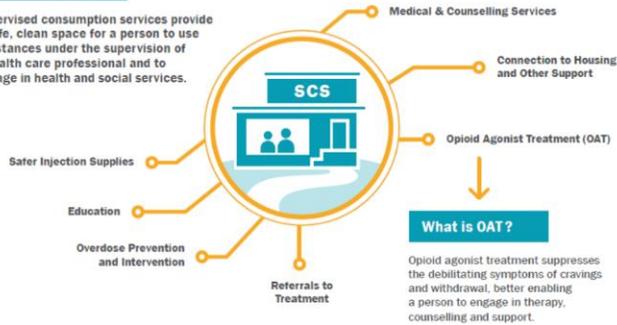
The sessions took place at the Simon Fraser University Surrey Campus on:
Friday February 3rd, 2017, 7-9pm; and
Saturday February 4th, 2017, 12-2pm

Invitations to the session were sent out by Canada Post to residences and businesses within a 500 meter radius of both sites, for a total of 384 businesses and 2,590 residences. The sessions were also announced in the Surrey Now newspaper and website. Nineteen people attended the sessions in total, with eight people attending on Friday February 3rd and 11 people attending on Saturday February 4th.

Supervised Consumption Services (SCS)

What are SCS?

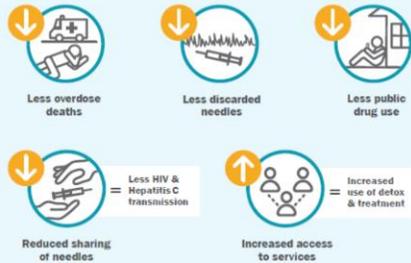
Supervised consumption services provide a safe, clean space for a person to use substances under the supervision of a health care professional and to engage in health and social services.



What is OAT?

Opioid agonist treatment suppresses the debilitating symptoms of cravings and withdrawal, better enabling a person to engage in therapy, counselling and support.

Benefits



Supervised consumption services save lives and improve community well-being.



Opioid Agonist Treatment (OAT)

What is opioid agonist treatment?

Opioid agonist treatment provides people who are addicted to opioids with a prescribed medicine such as methadone or buprenorphine (suboxone) in a supervised clinical setting.

What is an opioid?

Opioids are drugs that act on the nervous system to relieve pain.

They come in prescription and non-prescription forms, including:

- morphine
- Tylenol with codeine (T45, T35)
- Percocet
- oxycodone (Oxycontin)
- heroin
- fentanyl
- Vicodin

How does the treatment work?

Opioid agonists suppress the debilitating symptoms of cravings and withdrawal, better enabling a person to engage in therapy, counselling and support.



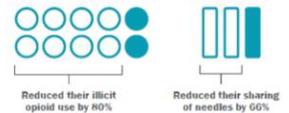
Evidence suggests that opioid agonist treatment will:



People who engage with services tend to get better.

- Engaging in treatment is the single most powerful predictor of positive outcomes among people addicted to opioids.
- Opioid agonist treatment is the first in this line of treatment.

After five years most people on opioid agonist treatment have:



Proposed Supervised Consumption Services Location: Quibble Creek Sobering & Assessment Centre

13670 94a Avenue
Surrey, B.C. V3V 1N1

Adjacent to Surrey Memorial Hospital.



Floor Plan

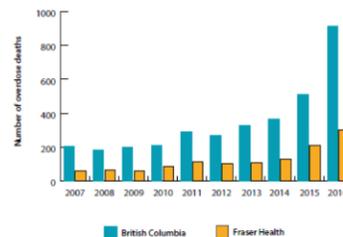


Opening Date Targeted for spring 2017



Why Do We Need Supervised Consumption Services (SCS)?

Illicit Drug Overdose Deaths by Year



Public Health Emergency

On April 14th, 2016 a public health emergency was declared in B.C. and all health authorities are being supported to make supervised consumption services (SCS) available in response.

5,728
Suspected Overdose Events Attended by BC Ambulance

Across Fraser Health, January 1 - December 31, 2016

4,503
Suspected Overdose Visits to Emergency Departments

Across Fraser Health, January 1 - December 31, 2016

All populations are experiencing overdoses & death.

All people who use drugs are at risk of an overdose, regardless of age, sex, social and economic status, physical and psychological functioning.

SCS takes a non-judgemental approach.

Supervised consumption services meet people where they are at with their drug use and provide safe and respectful connections to health and community services.

Referrals to Services

Supervised consumption services have health care professionals available that can provide referrals to services including:



Addiction is a chronic disease

It impacts a person:

- biologically
- psychologically
- socially

Contributing factors include:

- social isolation
- poverty
- homelessness



Campaign Website/Public Survey

A campaign website has been created to provide a one stop location for information on SCS and the plan, service locations, events and links to other resources. The website also linked individuals to a consultation survey, which asks for feedback and concerns related to the SCS plan. This asked individuals the same three questions that were asked in the public information sessions.

Newsletter to Fraser Health Staff

Fraser Health Authority employs over 25,000 individuals, most of whom also live in the region and are ambassadors for Fraser Health in their communities. As stakeholder consultation began, it became clear that Fraser Health staff were an important group to engage in the planning and delivery of these services. In addition to a “Lunch and Learn” for staff, a newsletter was created for anyone unable to attend this event. The newsletter provided information on the proposed locations and services, as well as background on the need for, and benefits of, supervised consumption services. Staff were invited to share any feedback or input via the supervised consumption services email address (scs@fraserhealth.ca).

Consultations held with Clients

Fraser Health has already conducted interviews with clients of current services at Lookout Emergency Aid Society to determine the feasibility of a site at 135a Street. The information gleaned from these interviews was used to help inform the service delivery model described in this application. All interviewees stated they would use a supervised consumption site if available.

Themes arising from Consultations

Concerns and feedback from all sessions were compiled and grouped in to themes, along with Fraser Health’s response to these items.

Theme 1: Community Safety

Question: *Will these services result in an increase drug trafficking and crime in the vicinity of the sites?*

Fraser Health Response:

- Evidence from Insite in Vancouver indicates that supervised consumption services do not contribute to increased crime. As part of the evaluation of SCS, Fraser Health will analyze reports of drug related crime to assess any trends that might be associated with these services.
- These neighbourhoods were chosen for SCS because there is a demonstrated need - drug use is already happening and having an impact on the community (we can see that from overdoses in the vicinity).
- Most people who will use supervised consumption services will be clients who are already accessing harm reduction services in the neighbourhood (in the case of Quibble Creek, ALL will be clients).

Question: *Will these services result in additional people who use drugs and other experiencing homelessness and/or mental health issues coming to the neighbourhood?*

Fraser Health Response:

- Research indicates that people who consume drugs will only travel short distances (i.e. a few city blocks) to use health services, including supervised consumption services. People will not come

from other areas to use supervised consumption services. This was further validated by interviews done with current service users on 135a Street.

Question: Where will people get the drugs?

Fraser Health Response: Drugs will not be offered at the site, individuals will come with their own drugs. Individuals will receive their drugs in the same way they currently do.

Question: Fentanyl is a big problem, what is being done to stop the manufacturing and increasing the policing of the substance?

Fraser Health Response: As part of our integrated approach to healthcare, FH is committed to ensuring that SCS are embedded within a continuum of care that offers low-barrier, timely access to all forms of treatment, including Opioid Agonist Treatment and coordinated access to detox and recovery programs. Fraser Health is not responsible for the policing of substances, but continues to work closely with the RCMP and provide any assistance that is in the best interests of our patients and clients.

Question: Local businesses often deal with excrement around their establishments on 135a Street. Will accessible bathrooms be provided alongside these services?

Fraser Health Response: Fraser Health is currently working closely with the City and Lookout Emergency Aid Society to explore options including the provision of toilet facilities on 135a Street.

Question: Will there be additional security?

Fraser Health Response:

- At Quibble Creek Sobering and Assessment Centre, security staff and personnel are not located on site in order to create a low barrier, non-intimidating environment. In a crisis or emergency situation:
 - SMH campus security will be called to assist.
 - If security is unable to assist, 911 is called to request police support.
 - There will be CCTV cameras inside all entrances and exits to the facility.
 - There will be a panic button available to staff viewing the CCTV footage.
 - Commercial grade doors and security window film will be utilized throughout the facility
 - Electronic access control will be used for staff-only areas
- At 135a Street, the services will be located adjacent to RCMP Community Outreach trailer. No additional security staff will be onsite, however:
 - There will be CCTV cameras covering entrances and exits to the facility
 - There will be a panic button for staff
 - Commercial grade doors, full length door astragals (anti-pry plates) and security window film will be utilized throughout the facility.
 - Electronic access control will be used to allow remote release of doors and access to staff-only areas via health authority PhotoID cards
 - An intrusion alarm system will be installed

Theme 2: Supporting clients

Question: Is there immediate access to treatment?

Fraser Health Response: Both sites are co-located with low-barrier Opioid Agonist Treatment. Co-location of OAT with SCS is an integral part of the Fraser Health approach to delivering these services

and the overdose emergency response. Anyone who is interested in pursuing treatment will be immediately referred to this and other treatment options (e.g. withdrawal management).

Question: *Isn't this just enabling drug use?*

Fraser Health Response: Fraser Health will be operating these services using a harm reduction model. By integrating SCS into existing health care services, such as Opioid Agonist Treatment, we ensure that the option is always available to individuals to pursue treatment.

- The evaluation of Insite found no evidence that Insite led to increased rates of relapse among former people who used drugs, and nor has Insite deterred current people who use drugs from seeking addiction treatment –indeed the development of the co-located services strengthened pathways for individuals seeking treatment options.

Question: *What is being done to test drugs to make sure they are safe?*

Fraser Health Response: The technology to quickly and accurately test drugs for purity at point of use does not currently exist. A pilot fentanyl testing project conducted in Vancouver at Insite found that despite fentanyl being detected in the majority of tests conducted, almost everyone chose to consume the drugs with confirmed fentanyl content. As such, the benefit of drug testing is not clear. Fraser Health continues to assess the availability and benefit of drug testing options.

Question: *Will these expanded services displace existing services?*

Fraser Health Response: The supervised consumption services offered at these sites will be in addition to all services currently offered there. There will be no reduction in current service levels.

Question: *Who will be accessing these sites? What is the difference between the two locations?*

Fraser Health Response:

- The sites will be accessed by individuals who inject/consume legal or illegal drugs.
- The site on 135a street will be open to any eligible drug user over the age of 16. Careful consideration will be given to young people between the ages of 16-18. Any youth requesting supervised consumption support will be referred for substance use assessment and counselling to youth serving agencies/youth outreach staff.
- The site at Quibble Creek Sobering and Assessment Centre will be open only to individuals who are already registered for the Sobering and Assessment Centre. If they would like to use drugs before leaving, they will be invited to use the supervised consumption services. This will prevent those leaving the sobering centre from using on the street, as currently happens.

Question: *What does consumption look like? Will there be other ways to consume other than injection?*

Fraser Health Response: The site will be open to independent users of injection, oral or intranasal drugs.

Question: *Will the function of the Sobering Centre change with the addition of this service?*

Fraser Health Response: The function and services at the Sobering Centre will not change. The services will be completely separate, and only those individuals that inform staff that they would like to use the consumption room will enter that area.

Question: *If staff at Surrey Memorial Hospital see someone using and want to direct them to the SCS,*

how should they direct the individual?

Fraser Health Response: Initially, this site will only be open to individuals already registered in the Sobering and Assessment Centre at Quibble Creek. After piloting this service with those clients, we will explore the possibility of opening up the service to patients registered at Surrey Memorial Hospital who use substances. Exploring this potential expansion will involve continued consultation with staff, residents and the community.

Question: *Will working with the RCMP and placing these services next to an RCMP trailer create barriers to accessing these services?*

Fraser Health Response: Fraser Health has been in close discussions with the Surrey RCMP throughout this process, and the RCMP is committed to addressing drug use in a collaborative way. The RCMP can refer individuals to this site, and by referring them to a health facility, RCMP officers can assist in reducing health-related harms and promote public order objectives (i.e. a decrease in public injection). Fraser Health has conducted initial interviews with potential service users on 135a, and these interviewees have indicated that this will not be a barrier to them accessing the service. However, this will be part of an ongoing evaluation, and if the RCMP presence is expressed as a barrier to services, steps will be taken to address this in collaboration with the RCMP.

Theme 3: Evaluation

Question: *What on-going feedback will be provided? What pre and post impact stats will be provided?*

Fraser Health Response: Fraser Health is working with an evaluation specialist to develop a robust evaluation plan for the services. This will involve a baseline (before the services are implemented) and follow up examination of impacts on public order, access to treatment services and client satisfaction.

Question: *Will there be evaluations of phase one <at Quibble Creek>? And will other stakeholders near these sites be provided information and further consultation?*

Fraser Health Response: There will be a robust evaluation of both sites. The results of the initial evaluation will be shared with stakeholders and community members prior to any potential expansion of the services. This will be shared through a Good Neighbour committee, where local businesses, residents and community members will be invited to participate in an ongoing discussion to address any issues that may arise.

Theme 4: Opportunities and Recommendations

- “The drug problem is a political problem, we should be dealing with it as they do in Europe and legalize it and put addicts under doctor’s care.”
- This site should be integrated in a more permanent way (i.e. not a portable)
- There are additional sites that these services should be expanded to in Surrey (i.e. Newton)
- Peers and individuals with lived experience should be involved in all stages of planning and evaluation

Next Steps

- Fraser Health will carefully consider community’s expressed concerns in the planning and implementation of the sites, and work proactively with the community to mitigate any potential negative impacts

- Fraser Health will develop mechanisms to receive and address feedback and input on the services (i.e. Good Neighbour Committee).