

Item No.	Classification: Open	Date: 6 December 2016	Meeting Name: Cabinet Member for Public Health, Parks & Leisure
Report title:		Extension of grant awards to adult substance misuse treatment providers	
Ward(s) or groups affected:		All	
From:		Jin Lim, Interim Director of Public Health	

RECOMMENDATIONS

1. That the Cabinet Member for Public Health, Parks & Leisure approves the extension of grant awards to the adult substance misuse treatment providers named in this report for the period between 1 January 2017 and 31 March 2017.
2. That the Cabinet Member for Public Health, Parks & Leisure notes the intention to re-commission a number of treatment services currently procured by grant agreement in 2016/17 and 2017/18 with the intention for new service provision to commence delivery in 2017 as part of the overall transformation of the drug and alcohol treatment system in Southwark.
3. That the Cabinet Member for Public Health, Parks & Leisure notes that the proposals within this report in conjunction with the commissioning activity outlined in paragraph 2 will deliver a programme of continuous and one off substance misuse efficiency savings against the Public Health grant between 1 April 2016 and 31 March 2019 which are anticipated to be in the region of £2 million.

BACKGROUND INFORMATION

4. The Health and Social Care Act 2012 set out the introduction of a statutory duty for all upper tier local authorities to take appropriate steps to improve and protect the health of people in their locality including individuals with drug and alcohol misuse.
5. On 1 April 2013, by virtue of two statutory transfer schemes signed by the Secretary of State for Health, a number of public health staff and services transferred from Southwark Primary Care Trust (PCT), which was then abolished, to Southwark Council.
6. A number of PCT contracts, inclusive of a range of drug and alcohol treatment services delivered by several providers, that transferred to the council were due to expire on 30 September 2013.

7. Between September 2013 and the present day, a number of IDM reports have sought and been granted approval to extend the provision by the existing providers of a number of drug and alcohol treatment services in Southwark as outlined in table 1 below:

Decision	Date of extension	Date of Decision	Approver
IDM - Provision of grant awards to drug & alcohol treatment providers	1 October 2013 – 30 September 2014	September 2013	Cabinet Member for Finance, Resources & Community Safety
IDM – Extension of grant awards to drug & alcohol treatment providers	1 October 2014 – 31 March 2015	September 2014	Cabinet Member for Environment, Recycling, Community Safety & Volunteering
IDM – Extension of grant awards to drug & alcohol treatment providers	1 April 2015 – 31 March 2016	March 2015	Cabinet Member for Public Health, Parks & Leisure
IDM – Extension of grant awards to drug & alcohol treatment providers	1 April 2016 – 31 December 2016	March 2016	Cabinet Member for Public Health, Parks & Leisure

Table 1: History of IDM reports for extension of grant award to substance misuse treatment providers 2013-2016

8. Approval for extensions to the existing grant arrangements was agreed in order to ensure no disruption in access to drug and / or alcohol treatment provision for some of the borough's most vulnerable residents by creating a 'steady-state' of delivery following transfer from the PCT enabling the Drug and Alcohol Action Team (DAAT) to undertake a borough-wide review of the local drug & alcohol treatment system to inform future commissioning intentions.
9. Following the commencement of the borough-wide review of the treatment system in 2014, a Gateway One (GW1) report dated February 2015 sought approval for the procurement of an Adult Integrated Drug and Alcohol Treatment System for Southwark with approval granted at the Cabinet meeting of 10 February 2015. The drug and alcohol treatment services detailed in this report were outside of the scope of this procurement.

10. A Gateway 2 (GW2) report dated September 2015 sought approval for the award of a three year contract for the Adult Integrated Drug and Alcohol Treatment System to Lifeline Project with approval granted at the Cabinet meeting of 11 September 2015. The new integrated service commenced delivery on 4 January 2016.

KEY ISSUES FOR CONSIDERATION

11. Whilst it is not mandatory under primary or secondary legislation for the council to provide the types of drug and alcohol treatment services detailed in this report, a new condition is attached to the Public Health grant for 2015/16 which states 'local authorities should seek to improve the take up of and outcomes from drug and alcohol treatment services'.
12. Commissioners consider it essential that existing services continue to be provided without a detrimental impact on vulnerable service users, their families and communities for whom there could be serious negative consequences if service provision was to cease on 31 December 2016.
13. The majority of individuals accessing drug and alcohol treatment services have complex needs and multiple vulnerabilities including physical and mental health issues, involvement with the Criminal Justice system, safeguarding, social exclusion and impaired social functioning. Continued engagement with drug and alcohol treatment service provision is essential to help reduce escalating costs being incurred by other council departments, health and social care and Criminal Justice services. Engagement with effective drug and alcohol treatment services helps prevent premature death, the transmission of blood borne viruses and overall deterioration of health and wellbeing. The emotional and financial costs associated with anti-social and criminal behaviour can be prevented by effective substance misuse treatment. Positive outcomes do not arise from the successful completion of treatment alone, but are evidenced from the improved health, stability, social functioning and reduction in crime that is observed on treatment commencement.
14. The benefits of investment in the provision of effective drug and alcohol treatment has been researched and demonstrated through clinical trials, government and private funded research. The publication 'Making the case for public health interventions' produced by the King's Fund and Local Government Association and Public Health England have identified the following level of return on investment although it should be noted that there are complexities in tracking savings due to the influence of multiple factors on individuals' behaviours:
 - every £1 invested in drug treatment in Southwark saves society £2.50 in reduced health and social care costs and reduced crime.
 - every £1 invested in motivational interviewing and developing supportive networks for people with drug and alcohol issues returns £5 to the public sector in reduced health, social care and criminal justice costs.
15. Effective substance misuse treatment also impacts on cross council priorities and the successful delivery of the Southwark Council Plan 2014 – 2018 in relation to the following Fairer Future promises:

- Best start in life – offering intensive specialist support for parental drug and alcohol users to address dependency improves the life chances of their children and reduces the likelihood of harm with decreased impact on Children’s Social Care services
 - Healthy active lives – tackling dependency and associated ill-health helps to reduce health inequalities and support people to improve their lives with contribution on a wide range of Public Health Outcomes Framework (PHOF) indicators.
 - Cleaner, greener, safer – engagement of drug and alcohol users in effective treatment reduces substance related crime and antisocial behaviour as well as reducing the discarding of drug related paraphernalia in public places
 - Strong local economy – achieving stability in treatment and sustained recovery enables drug and alcohol users to find work, access training and achieve their goals as well as contributing to the local economy
16. Annual joint strategic needs assessment support packs are provided by Public Health England (PHE) which demonstrates current and projected drug and alcohol treatment needs in Southwark focusing on adult drug and alcohol and young people’s treatment profiles. A specific Tier 4 needs assessment was completed in March 2015 which demonstrates the need for high-level intensive interventions within the Southwark treatment system and the borough’s population.
17. The scope of the relevant drug and alcohol treatment services is as follows with detailed information on scope of provision outlined in Appendix 1.

Adult Drug & Alcohol Treatment System (Tiers 3 & 4)	
Provider	Service Provision
Foundation 66	Southwark Service User Council for Substance Misuse & Peer Mentors Service
Cranstoun City Roads	Crisis and Planned Admissions - Inpatient Detoxification Service
Equinox Brook Drive	Planned Admissions Inpatient Detoxification Service (Complex Care)
Villa Street Medical Practice	Primary Care Prescribing Clinic & GP with Special Interest

Table 2: Scope of relevant services

18. The adult integrated drug and alcohol treatment system contract is not commissioned to deliver the service provision detailed in this report but all of these services are considered essential components of a balanced and effective treatment system as outlined in the National Treatment Agency’s (now PHE) Models of Care for the treatment of adult drug misusers: Update 2006 document. The council can best extend the current service provision by extension of grant awards which will allow the procurement of any new service contracts to comply with EU procurement regulation timescales and to ensure no disruption in continuity for vulnerable residents.
19. Whilst it is desirable to change the basis upon how these grant funded services are commissioned at the earliest opportunity, there is also a need to appropriately scope options and undertake procurement to ensure that future arrangements deliver cost efficiencies, best value for money and improve outcomes for service users. The proposal to extend grant awards for a further period of three months is intended as a short term interim arrangement.

20. A comprehensive contract and performance management framework is in place for drug and alcohol treatment service provision resourced by DAAT officers with all providers required to attend formal contract reviews on a quarterly basis. All providers are required to be registered with the National Drug Treatment Monitoring system (NDTMS) and to provide accurate treatment data to the Department of Health. All NDTMS data is collated and analysed with regular performance reports that are reviewed by the DAAT and presented to relevant boards.
21. Drug and alcohol treatment is monitored in accordance with activity and a range of nationally recognised outcomes linked to successful completion of treatment.
22. Core monitoring arrangements under grant will remain the same throughout the extension periods with a renewed focus on the use of innovation within service delivery in order to meet presenting need and evidencing positive outcomes for service users.

Policy implications

23. The Health and Social Care Act 2012 set out the introduction of a statutory duty for all upper tier local authorities to take appropriate steps to improve and protect the health of people in their locality. A new condition attached to the Public Health grant was included from 2015/16 which outlines a specific requirement for local authorities to 'have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services.'
24. Local authorities are guided by their local joint strategic needs assessment and joint health and wellbeing strategy, and the objectives within the national Public Health Outcomes Framework (PHOF). The extension of grant awards requested in this report is in accordance with the council's public health commissioning responsibilities and Southwark Council's Joint Health and Wellbeing Strategy.
25. Proposals within this report are aligned with key national policy drivers and legislation for drug and alcohol treatment in England including the National Drug Strategy 2010 and the HM Government 'Every Child Matters' framework for England and Wales which was launched in 2003 and which underpins the Children's Act 2004.

Community & equality impact statement

26. The joint strategic needs assessment identified the current and projected needs for substance misuse treatment in Southwark. Due to referral processes and the specialist nature of service provision there is currently no detrimental impact to any of the protected characteristics identified within the Equality Act 2010 as considered within the Public Sector Equality Duty.
27. Based on the most recent unrestricted PHE Joint Strategic Needs Assessments data for substance misuse (2014/15) and other available data sources, it is evident that there is a significant need to provide services to adults resident in Southwark that address drug and alcohol misuse issues. The proposals within this report will ensure that individuals, families and communities affected by substance misuse in the borough have access to and receive the appropriate level of support at the time that it is needed. Changing the basis upon which

services are commissioned during the period of grant extension will ensure that the overall treatment system is able to successfully deliver in this regard.

Financial implications

28. The extension of grant awards for the named substance misuse treatment providers is to be funded from a combination of resources – Public Health Grant and LBS Adults. All funding contributions are confirmed for 2016/17. All other financial implications are covered in the closed report.

Legal implications

29. Please refer to supplementary advice from the Director of Law & Democracy.

Consultation

30. The involvement of communities is a key part of service development of all parts of the health system including drug and alcohol treatment. The value of considering the wider views of individuals and communities is critical to facilitating understanding and tackling health and wellbeing issues in the borough. Engagement with the community and with individuals accessing commissioned services is a core principle of the DAAT's commissioning strategy. The impact of services on the community, and the views of the local community about these services, continues to be a core element of the review work of the services described within this report and will continue to be an integral element of service development and monitoring arrangements.
31. The Service User Council for Substance Misuse is integral to the consultation process and has supported the DAAT to identify appropriate channels for eliciting information from service users, families, partners and stakeholders in relation to the treatment system and to have their voices heard as part of the service design and development process. An example in practice includes service user council representatives taking ownership of consultation processes as part of the borough wide treatment system review which took place in 2014 and facilitating workshop sessions with a variety of individuals with a vested interest in Southwark's drug and alcohol treatment system to ensure that their views were captured and reflected in the design of the new treatment system model.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

32. This report seeks approval of the award of further grant funding to the providers of specialist substance misuse treatment services summarised within paragraph 16, for a period of three months from 1 January 2017. Paragraph 28 confirms the sources of funding.
33. The decision to approve the recommendation for grant funding is one which is expressly reserved to the Cabinet Member under Part 3D of the council Constitution. The proposed grant awards are consistent with the council's statutory duties and powers (notably the Public Sector Equality Duty imposed by the Equality Act 2010) and with corporate policy, in particular, the Fairer Future Promises.

34. Officers consider that these services should be regulated by way of conditions of grant funding rather than by more formal commercial contractual conditions. The terms of the funding agreements with the existing service providers will continue to apply for the period of extension and allow the council to withhold or “claw back” funding if necessary in the event that the required services and service delivery outcomes are not achieved.
35. The report notes that future service provision is likely to be subject to formal procurement processes underpinned by the requirements of EU and domestic legislation and the council’s Contract Standing Orders and officers should seek advice from the Director of Law and Democracy at the appropriate time.

BACKGROUND PAPERS

Background Papers	Held At	Contact
Approval and Award of Grants to Substance Misuse Treatment Service Providers	160 Tooley Street London SE1 2QH	Donna Timms 020 7525 7497
Link: (http://moderngov.southwark.gov.uk/mgIssueHistoryHome.aspx?IId=22349&Opt=0)		
Extension of grant awards to substance misuse treatment providers	160 Tooley Street London SE1 2QH	Donna Timms 020 7525 7497
Link: http://moderngov.southwark.gov.uk/mgDecisionDetails.aspx?IId=50004713&Opt=1		

APPENDICES

No	Title
Appendix 1	Challenges of measuring the impact of substance misuse services

AUDIT TRAIL

Lead Officer	Jin Lim, Interim Director of Public Health	
Report Author	Donna Timms, DAAT Unit Manager. Community Safety & Partnerships	
Version	Final	
Dated	1 December 2016	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes – closed report
Cabinet Member	Yes	No
Date final report sent to Constitutional Team		2 December 2016