

## **HEALTH OVERVIEW AND SCRUTINY COMMITTEE: 9 SEPTEMBER 2015**

### **REPORT OF THE DIRECTOR OF PUBLIC HEALTH**

#### **RE-PROCUREMENT OF COMMUNITY SUBSTANCE MISUSE TREATMENT SERVICES**

##### **Purpose of report**

1. The purpose of this report is to consult the Committee on the final model for the re-procurement of Community Substance Misuse Treatment Services across Leicestershire and Leicester City, with the potential to include Rutland in the future if deemed mutually beneficial.
2. For the purpose of this report, substance misuse refers to problematic drug use and alcohol dependency. Substance misuse treatment refers to specialised, structured intervention in criminal justice, and other community settings and early help in hospital settings.

##### **Policy Framework and Previous Decisions**

3. The Re-Procurement will support the County Council's Transformation Programme, particularly in relation to "working the Leicestershire pound", "managing demand through prevention" and, potentially, "integrating with partners". This direction of travel also supports the Joint Health and Wellbeing Strategy objectives of "managing the shift to early intervention and prevention" and "improving mental health and wellbeing".
4. A report was presented to the Cabinet on 16 March 2015 where it was agreed that the Director of Public Health, in consultation with the Director of Corporate Resources, be authorised to agree the preferred option for commissioning and delivering community substance misuse treatment services from 1 July 2016, following expiry of the current contracts. This option has now been the subject of engagement with stakeholders.

##### **Background**

5. A service review was undertaken in February/March 2015. This Review assessed local substance misuse treatment needs and service activity based on a survey of service users, families/carers and staff. It provided the background for an options appraisal, which subsequently identified the preferred option as an integrated single substance misuse treatment service across Leicestershire, Leicester City and Rutland.
6. The Office of the Police and Crime Commissioner (OPCC) contributes financially to the criminal justice elements of substance misuse services for both, adults and young people, and has been central to the decision on the preferred model. Leicester City

Council and the OPCC have also agreed to progress the integrated service model as the preferred option. Rutland County Council is not in a position to progress the model at this stage, but the procurement will include the potential to include Rutland in the future if deemed mutually beneficial.

7. The proposed service model will provide age appropriate services for adults and young people, including those involved in the criminal justice system. The model will have a “recovery” focused approach with the main components of engagement, treatment, on-going mutual aid support, and expert advice to the wider workforce.
8. The service will be accessible with a Single Point of Contact (SPOC) providing optimal geographical access across the County. There will be a hub and spoke model within the County, which will comprise of at least 2 hubs and a variety of additional “spokes” venues .The proposed model will have six days a week access, delivering proactive engagement with under-represented groups and those with diverse needs.
9. The single service model will allow for specialist expertise in mental illness/health, children’s safeguarding and criminal justice interventions.
10. The key objectives of the model will be to:-
  - (a) ensure safe and effective service;
  - (b) support vulnerability;
  - (c) reduce harm;
  - (d) support sustainable recovery;
  - (e) strengthen groups and communities.
11. The desired key outcomes of the model are:-
  - (a) freedom from dependence on drugs/alcohol;
  - (b) sustained recovery including meaningful activity (e.g employment/volunteering);
  - (c) prevention of drug related deaths;
  - (d) improvement in mental and physical wellbeing;
  - (e) reduction in crime and reoffending;
  - (f) capacity to be an effective and caring parent.

## **Consultation**

12. A soft market test was conducted in June/July 2015 by Leicestershire County Council covering Leicestershire County Council, Leicester City Council and Rutland County Council. The purpose of this test was to measure the scope for the market for the proposed model, and whether the model was feasible and deliverable. The results obtained were very promising with 18 responses by close of the market test, all of which indicated that the proposals were feasible and deliverable.
13. Drawing on various feedback, the varying needs among different age cohorts were highlighted. Discrete provision for young people separate from the adult provision was suggested. There were also responses in relation to mental health and dual diagnosis, including a recommendation that the service should encompass specific expertise and robust pathways.
14. Following the initial engagement survey, further consultation with those most directly impacted took place throughout July and August 2015 across Leicestershire,

Leicester City and Rutland. This included an electronic questionnaire (with paper versions and easy-read options available) and 12 focus groups including staff groups, service user groups, recovery groups, and other directly affected professional groups. Over 200 electronic responses were received during the consultation process.

15. A report on the feedback from the questionnaires and groups is currently being written. Throughout the consultation process regular feedback was monitored and common emerging themes have been observed and noted, which that can be highlighted at this stage.
16. There is emerging support for the proposed model. Comments include that the approach reflects 'common sense' and it would allow service users to access services in the best location for them, rather than based on area of residence. There is a concern however about the loss of specialist expertise particularly in relation to criminal justice interventions, and work with young people.
17. The points raised within the consultation can be addressed by writing the detailed specifications for the model, ensuring that an integrated model does not lose the specialist expertise required to work with particularly vulnerable groups.

### **Resource Implications**

18. For 2015/16, the Leicestershire County Council Public Health budget allocations for the three services under review are approximately:-
  - (i) Treatment for adults in criminal justice settings (excluding prisons) across Leicester, Leicestershire and Rutland – £0.9 million;
  - (ii) Treatment for adults and young people in other community settings across Leicestershire and Rutland (including GP shared care) – £3.3 million;
  - (iii) Early help for people attending hospital for reasons relating to alcohol across Leicester, Leicestershire and Rutland – £50,000.

The above components of the service equate to the total of £4.3 million.

19. Combined, these investments account for around one sixth of the total value of the 2015/16 Public Health Grant for Leicestershire. The scale of this investment largely reflects the nature of these specialist clinical services.
20. The Medium Term Financial Strategy (MTFS) includes a requirement to create headroom within the Public Health Grant to maximise the effectiveness of the Grant. This headroom will be achieved by reviewing existing services and commissioning best value. The next stage would be to identify prevention initiatives elsewhere in the Authority that contribute to public health and could be funded from the Grant.
21. The Re-Procurement of an Integrated Community Substance Misuse Treatment Services has the potential to contribute to the County Council's MTFS savings as well as improve quality and outcomes for service users. For example, the integration of services that are currently commissioned separately could contribute to savings on the

costs of operational and contract management infrastructure. Wider benefits would be realised through the inclusion of the project in the County Council's Transformation Programme.

### **Timetable for Decisions**

22. Following the consideration of this report by Health Overview and Scrutiny Committee the final model of the service will be presented to the Cabinet on 11 September 2015. This will ensure that the timetable for procurement is met and the new contract can be in place as required by 1 July 2016.

### **Conclusions**

23. In March 2015 Cabinet approved the recommendation that the Director of Public Health in consultation with the Director of Corporate Resources agree the preferred option for commissioning and delivering community based substance misuse services from 1 July 2016. Further consultation has taken place since then. The Committee is asked as part of that consultation process to agree the proposed model to enable the re-procurement to take place.

### **Background papers**

16<sup>th</sup> March 2015 Report to the Cabinet on the Re-Procurement of Community Substance Misuse Treatment Services.

### **Circulation under the Local Issues Alert Procedure**

None.

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### **List of Appendices**

Appendix 1 - Consultation Questionnaire.

### **Relevant Impact Assessments**

#### **Equality and Human Rights Implications**

24. People who misuse alcohol and drugs often experience social discrimination and

encounter barriers in accessing care services, broader advice and support (including housing, work opportunities etc).

25. As the development of the specifications progresses, these will be formally assessed to ensure that the model does not discriminate against any of the protected characteristics. Age and proximity to the geographical location of services, will be particularly relevant to the integration of the adult and young people's services.

### Crime and Disorder Implications

26. As well as improving individual health and wellbeing, an effective substance misuse treatment system is expected to benefit crime and disorder. For example, people who are treated for and supported to recover from substance misuse are less likely to re-offend or behave anti-socially.

### Partnership Working and associated issues

27. The re-procurement of Community Substance Misuse Treatment Services is a partnership between Leicestershire County Council, Leicester City Council and the Office of the Police and Crime Commissioner, with the potential to include Rutland County Council in the future if deemed mutually beneficial. Other partners, including current providers, have been consulted on this re-procurement.

### Risk Assessment

28. The re-procurement of Substance Misuse Treatment Services is included in the County Council Transformation Programme. As such, risks are managed through the Transformation Programme, with project management support from the Transformation Unit.
28. A Substance Misuse Redesign Project Board has been established to include each of the three authorities and the OPCC. The Board has a risk management and governance role and is accountable through member organisations. For Leicestershire County Council this is the Public Health Departmental Management Team (DMT).