

<b>Committee(s)</b>	<b>Dated:</b>
Health and Wellbeing Board – For decision Community and Children’s Services – For decision	<b>14 June 2019</b> <b>12 July 2019</b>
<b>Subject:</b> Recommissioning of the Integrated Drug and Alcohol Service	<b>Public</b>
<b>Report of:</b> Director of Public Health Director of Community and Children’s Services	<b>For Decision</b>
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### Summary

The current drug and alcohol services in the London Borough of Hackney (LBH) and the City of London (CoL) were separately commissioned in 2015; however, both tenders were won by the same provider (Westminster Drugs Partnership), and City residents benefit from having access to the wider service offering in Hackney. These contracts are due to end in October 2020.

Following consultation and review events, commissioners in both local authorities feel it would be better to re-commission these services together into one integrated service managed as a unified system. It will also realise cost-savings for the City of London.

### Recommendation(s)

Members are asked to:

- Approve the decision to allow the London Borough of Hackney to commission an integrated adult drug and alcohol treatment system across the London Borough of Hackney and the City of London, replacing the current separate commissioning arrangements.

### Main Report

#### Background

1. Drug and alcohol use and its associated issues have a disproportionate impact on individuals, families and communities. This imposes significant economic and social costs on society reflected in the cost of crime, healthcare and provision of public services.

2. Under the Health and Social Care Act 2012, local authorities have the duty to reduce health inequalities and improve the health of their local population by ensuring that there are public health services aimed at reducing drug and alcohol misuse. The 2015/16 public health grant included a new condition (that has remained in the most recent grant condition) that requires: A local authority must, in using the grant, *“...have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services...”*<sup>1</sup>
3. The current drug and alcohol services in the London Borough of Hackney (LBH) and the City of London (CoL) were separately commissioned; however, both tenders were won by the same provider (Westminster Drugs Partnership), which has been operating across both areas since October 2015. These contracts are due to end in October 2020.

## **Current Position**

4. Under current arrangements, City residents receiving treatment from Westminster Drugs Project receive treatment support from within the Square Mile; however, they also benefit from groupwork recovery sessions that are held in Hackney and are also required to travel to Hackney for opiate substitute prescribing services. Nevertheless, both the London Borough of Hackney and the City of London Corporation pay for these services as separate contracts, with associated management fees and overheads.
5. Individuals who engage or require engagement with specialist drug and alcohol services have changed over recent years. This includes, but not limited to, the following:
  - An ageing treatment population whose complex and/or multiple health and social needs requires additional and wrap-around support
  - individuals with co-occurring substance misuse and mental health needs
  - An increase in alcohol only service users engaging with the treatment service in the City of London
6. The needs of the LBH and CoL in regards to specialist drug and alcohol treatment has been reviewed extensively including the publication of a Joint Strategic Needs Assessment (JSNA) Substance Misuse Chapter<sup>2</sup>, and a significant consultation exercise which sought the views of service users (including current and potential), professional drug and alcohol practitioners, direct partners (such as local GPs, police etc.) and a number of other stakeholders has been conducted. This will directly inform the design of the new service specification.

## **Options**

7. Following several consultation and review events, commissioners in both local authorities feel it would be better to commission these services together. This

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<sup>1</sup> Public Health ring-fenced grant 2019/20 circular allocations and conditions, Grant Conditions, point 7

<sup>2</sup> Health and wellbeing profile – Hackney and City of London. Available on [www.hackneyjsna.org.uk](http://www.hackneyjsna.org.uk)

would replace the current separate arrangements within the local authorities (Hackney Recovery Service and the Square Mile Health Service) into one integrated service managed as a unified system. It will also realise cost-savings for the City of London, as we will not be paying management fees for the whole service, but instead will take on a proportional share of these with the London Borough of Hackney.

8. As the City of London already enjoys a good level of service with regards to drug and alcohol treatment, with very low waiting times for referrals into the service, we would intend to retain this under the new arrangements, by requiring that a number of staff be specifically allocated to the City of London, and that premises remain accessible to City populations in need of treatment.
9. As well as achieving economics of scale from commissioning together, having an integrated service will provide advantages for service users, as the treatment population will be larger, meaning that more specialist services can be provided to residents who are, for example, parents, or who need treatment for alcohol-only problems.
10. The procurement of a new contract will also provide opportunities for innovation in the service delivery and design through a flexible drug and alcohol service framework designed to enable greater responsiveness to the changing needs of the treatment population.
11. The service to be procured will provide specialist and community-based drug and/or alcohol treatment for adults (over 18 years) that reside or stay (with a local connection) in the LBH or the CoL. The service will be provided by one provider or by a small number of providers that work together/in consortia with a lead organisation accountable to Hackney Council for the delivery of the overall contract.
12. The service model will be:
  - Recovery focussed
  - Outcome based
  - Inclusive
  - Shaped by the needs, views and voices of service users, carers, families and communities in the boroughs
  - Accessible and offer focussed support that will be available at any point during a service user's recovery journey
  - Evidence based
13. The following key outcomes will be monitored for those actively engaged in the service as a minimum to assure an effective treatment service:
  - Freedom from dependence on drugs and/or alcohol
  - A reduction in crime and offending
  - Prevention of drug related deaths and blood borne viruses
  - Sustained employment, training and/or education
  - Ability to access suitable accommodation
  - Improvement in mental and physical health and wellbeing

- Improved relationships with family members, partners and friends
  - The capacity to be an effective and caring parent and the safeguarding and support of vulnerable children
14. The City's current contract with Westminster Drugs Partnership contains additional elements related to smoking cessation, and health promotion (including support to City businesses). The recommissioning of these elements is set out separately in another paper to the Health and Wellbeing Board – Public Health Contracts (to be considered on the same date).
15. The City of London Police currently has access to WDP's substance misuse services, as part of an arrest referral suite and wider criminal justice service, which is funded through a financial contribution from the City of London Police. The decision on whether to continue this element of the service rests with the City of London Police and has not yet been confirmed.

## **Proposals**

16. It is proposed that Hackney Council leads on the procurement of an integrated drug and alcohol treatment system which supports adults living or with a local connection in either the City of London or London Borough of Hackney. Hackney Council will issue a jointly designed service specification and procurement tender that will assure a high-quality service that meets the needs of the local populations and offers value for money for the local authorities. The ratio of the tender grading for quality to price will be set at 70:30.
17. The intention would be to publish a competitive tender under LBH Council's terms and conditions. The contract would be held by LBH, with the City of London able to access services through the existing Public Health SLA with LBH. The procurement process would be completed by March 2020, with the new service starting treatment delivery in October 2020.

## **Corporate & Strategic Implications**

18. The new drug and alcohol service will directly support the achievement of the following outcomes set out in the City Corporation's Corporate Plan 2018-23:
1. People are safe and feel safe
  2. People enjoy good health and wellbeing.
19. This service also links to the following City Corporation strategies and policies that support the Corporate Plan:
- Joint Health and Wellbeing Strategy, 2017-20
  - Safer City Partnership Plan, 2019-21.
  - Anti-Social Behaviour, 2019-23

## **Implications**

20. It is intended that this recommissioning will help to make savings to management costs, whilst retaining a high standard of service within the City of London. The service will provide value for money as specialist drug and alcohol treatment is evidenced to have a good return on investment by reducing A&E attendances and/or criminal behaviour, for example.

21. An Equality Impact Assessment has been conducted for this piece of work and found to have only positive or neutral impacts.

### **Health Implications**

22. The proposed recommissioning is intended to positively impact upon the health of City populations.

### **Conclusion**

23. The procurement of an integrated adult drug and alcohol treatment system across the London Borough of Hackney and the City of London will support the two authorities to deliver on their shared visions of improving positive outcomes for some of our most vulnerable residents, as well as improving the life chances of many of the individuals who choose to live, work and visit here.

### **Appendices**

- None

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