

City of London Corporation Committee Report

Committee: Policy & Resources Committee	Dated: 03/07/2025
Subject: Pan London Substance Misuse Programme	Public report: For Decision
This proposal: delivers Corporate Plan 2024-29 outcomes	Providing Excellent Services Diverse Engaged Communities
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	Not applicable
What is the source of Funding?	Department of Health and Social Care Drug and alcohol treatment and recovery improvement grant (DATRIG)
Has this Funding Source been agreed with the Chamberlain's Department?	Not applicable
Report of:	Judith Finlay Director for Community & Children's Services
Report author:	Bridget O'Dwyer Lead Commissioner Pan London Substance Misuse Programme, Community and Children's Services.

Summary

1. This report seeks approval for City of London Corporation to continue to deliver (subject to government grant or alternative funding, if found) a lead commissioning (commissioning and co-ordination) role to the Pan London Substance Misuse Programme.

2. Since approval by members in 2021, the City of London Corporation has hosted the Pan-London Substance Misuse Programme on behalf of London local authorities. Results from a recent Association of Directors of Public Health - London (ADPHL) survey for future Inpatient Detoxification and Stabilisation (IPD) delivery models in London, showed strong support from London local authorities (91% of 27 responses) for the City of London Corporation to continue its role as lead commissioner of the Pan London substance Misuse Programme.
3. London services and partners have also proposed a different IPD delivery model to support to a wider cohort of those needing help with substance misuse.

Recommendation(s)

Members are asked to:

4. Note the report and approve the City of London Corporation to continue a lead commissioner role of the Pan London Substance Misuse Programme which will include commissioning of an Inpatient Detoxification and Stabilisation (IPD) Framework (via one lead provider) to support a wider cohort of those needing help with substance misuse post 2025/26.

Main Report

Background

5. The Pan London Substance Misuse Programme is governed by the London Inpatient Detoxification and Stabilisation (IPD) Steering Group chaired by the Drug and Alcohol co-Lead of Associated Directors of Public Health - London (ADPHL) and membership of City of London Corporation, Office for Health Improvement and Development (OHID) - national/London and Greater London Authority (GLA).
6. The Associated Directors of Public Health - London (ADPHL) assurance process drives actions with regional strategic partners to develop a long-term approach to IPD delivery in London. Senior level strategic support supports embedding of findings and recommendations from regional and local strategies, leading to increased system capacity and sustainability.
7. In 2021 the City of London Corporation members agreed to act as lead commissioner (funded by government grants) of the Pan London Substance Misuse Programme on behalf of London's local authorities. The lead

commissioner role was supported by the Association of Directors of Public Health - London (ADPHL) and Office for Health Improvement (OHID) - London.

8. The lead commissioner role has led the development of service specifications, gained approval of the London IPD Steering Group (governance and oversight), engage market providers and procure/contract manage the services on behalf of London local authorities.
9. The lead commissioning role is ending on 31.3.2026 and the City of London Corporation is being asked to continue its role (subject to government grant funding or alternative funding if found) of the Pan London Substance Misuse Programme including commissioning of an IPD Framework (via one lead provider) to support a wider cohort of those needing help with substance misuse.

Current Position

10. The lead commissioning role is currently funded by a government Drug and Alcohol Treatment Grant (DATRIG) and funding for 2026/27 onwards is subject to the outcome of the Spring Spending Review in June 2025.
11. The City of London Corporation acts as receiving authority of government grant funding and contributions from London local authorities to support the delivery of the Pan London substance Misuse Programme.
12. In line with the Procurement Code and governance requirements, the City of London Corporation currently provides lead commissioning of the following services on behalf of London local authorities:
 - 11 bed In Patient Detoxification and Stabilisation (IPD) unit
 - 7 bed (post IPD) Intermediate Rehabilitation Unit
 - Homeless Substance Misuse Engagement Team
13. The direction of the London IPD Steering Group is to move towards an IPD Framework delivery model whereby a lead provider is commissioned to broker access to a wider range of provision. There is no confirmed commitment by the London IPD Steering Group to a continued commission of direct IPD beds a provision.
14. The current commissioned provision ends on 31.3.2026 and therefore new approval is sought by the Policy and Resources Committee for the City of London Corporation to continue its lead commissioner role including commissioning of a proposed new IPD service model post 2025/26.

Options

- 15. Option 1:** City of London Corporation continues to undertake the lead commissioning role (subject to government grant funding or alternative funding if found) to secure future services for the Pan London Substance Misuse Programme. Allows the City of London Corporation to fulfil its commissioning responsibilities and the wishes of strategic partners, including London local authorities to continue to deliver the Pan London Substance Misuse Programme effectively.(subject to continuing government grant funding or alternative funding if found)
- 16. Option 2:** City of London Corporation to cease its role as lead commissioner of the Pan London Substance Misuse Programme at end of 2025/26. Would involve the City of London Corporation transferring responsibility to another organisation and is not recommended as does not fulfil the wish of strategic partners including London local authorities.

Recommended Option:

- 17. Option 1:** Allows the City of London Corporation to fulfil the wishes of partners and seamlessly continue to deliver the Pan London substance Misuse Programme.

Key Data

- 18.** Since commencement of the Pan London Substance Misuse Programme in mid-2021 until May 2025, the IPD unit has received 1,032 admissions with an excellent treatment success rate (1,032 discharges) of just over 90%.
- 19.** The above data includes 419 admissions to dedicated beds for people who sleep rough/at risk of sleeping rough in the capital.
- 20.** Dedicated intermediate rehabilitation beds for people who sleep rough/at risk of sleeping rough in the capital has seen 103 admissions with treatment success rate (101 discharges) of 85%.

Corporate & Strategic Implications

- 21.** The City of London Corporation's role as lead commissioner of the Pan London Substance Misuse Programme delivers the Corporation's objective to contribute to a flourishing society and strengthens the capacity and connections within

London to deliver to a very marginalised group. It also contributes to the reputation and relevance of the City of London Corporation.

- 22.** Commercial contract management ensures the City of London Corporation's responsibilities and processes are clearly defined and managed effectively.
- 23.** The proposed role of City of London Corporation as a lead commissioner by transferring direct IPD commissioning to a lead provider may reduce its currently notable position in designing and leading a bespoke IPD service for London on behalf of all London LAs.
- 24.** The lead commissioner will comply with national monitoring, reporting and evaluation requirements, and it will ensure its own contracting arrangements with external parties are fully compliant.

Financial implications

- 25.** Government funding is confirmed for 2025/26 however, future grant funding is not known and the London IPD Steering Group is awaiting the outcome of the Spring Statement in June 2025. The City of London Corporation will continue to review to ensure its role remains funded.

Resource implications

- 26.** The City of London Corporation currently provides capacity of the Assistant Director - Commissioning and Partnerships (DCCS) who represents the City of London Corporation at the London IPD Steering Group in addition to the lead commissioner. Wider commissioning and coordination support i.e. legal and procurement is also provided by the City of London Corporation.

Legal implications

- 27.** The City exercises a number of health service functions as specified in the Health and Social Care Act 2012, and those health-related functions identified in section 2B of the National Health Act 2006. These functions also include the provision of assessment, treatment and recovery services for those residents who have issues with drug or alcohol misuse.
- 28.** The City of London Corporation acts as the lead authority for contracting organisation to the services within the Pan London Substance Misuse Programme, and has, as lead authority, awarded contracts via direct award under the Health Care Services [Provider Selection Regime] Regulations 2023.

- 29.** Option 1 is supported noting the concerns expressed as to late notification of funding.
- 30.** Any legal implications as to the proposal for the City to be part of a wider IPD Framework will need to be considered once the Steering Group have established how the IPD Framework will be procured. If the intention is for the City, as the lead authority, to procure an IPD Framework for London, then any new framework must be procured under the competitive process in accordance with the PSR. This is made also very clear in NHS's England's PSR Statutory Guidance which is to be read alongside the PSR. Any framework awarded under the PSR must not exceed 4 years unless in exceptional circumstances. A mandatory 8 working day standstill period would apply. There are still no useful precedents with the PSR. It is a novel procedure.

Risk implications

- 31.** Risks of acting as a lead commissioner is inherent in procurement and commissioning in terms of market interest/availability, provider failure, reputational risk by association with service closure and government funding that can be subject to change.
- 32.** These risks will be mitigated through the City of London Corporation's processes, contract management and Commercial Services and legal input which is also funded by the Pan London substance Misuse Programme.
- 33.** Programme governance and decision-making is led by partners including the government and the ADPHL via the London IPD Steering Group.

Equalities implications

- 34.** These services deliver to a group who experience the greatest health inequalities in the capital. Commissioning processes will require providers to address the equalities implications in their bid and demonstrate. An Equalities Impact Assessment (EIA) is currently in place. Once a post 2025/26 service delivery has been decided by the London IPD Steering Group, a new EQIA will be led by and subject to the London IPD Steering Group.

Climate implications

- 35.** None.

Security implications

- 36.** None.

Conclusion

37. The City of London Corporation is recognised as having a history in the successful delivery of pan-London services. The role proposed will continue to provide an opportunity to demonstrate and make a vital difference to the lives of a vulnerable group of people.

Appendices

None

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