

**Open Report Open Report on behalf of Tony McGinty,
Interim Director Of Public Health**

Report to:	Community & Public Safety Scrutiny Committee
Date:	25 January 2017
Subject:	Community Substance Misuse Treatment Services Re-commissioning Update

Summary:

In March 2015, Executive approved the re-commissioning of substance misuse treatment services, agreeing that the contracts should be reviewed at the end of the current contract period. Given the contribution that substance misuse treatment makes towards achieving key outcomes in the Public Health Outcomes Framework, Council Business plan and towards the objectives of the Joint Health and Wellbeing Strategy, it was the Committee's decision that re-commissioning was appropriate.

This paper provides an update on the re-commissioning work that has been undertaken and details what new services have been contracted and what they will deliver over the next five years.

Actions Required:

The Community & Public Safety Scrutiny Committee is asked to receive and note the content of this update report.

1. Background

Since the Health and Social Care Act 2012, Lincolnshire County Council has been responsible for the treatment of substance misuse issues across the county. This transfer of responsibility to the County Council has provided the opportunity to re-commission these services as contracts expire, and in March 2015 the Council's Executive gave agreement that these contracts could be re-commissioned owing to the contribution they make to the Public Health Outcome Framework and the wider Joint Health and Wellbeing Strategy.

Following significant engagement and consultation that ran between January and November 2015, Lincolnshire County Council used this partner input to develop two new specifications that included:

- Lot 1 - A comprehensive treatment system that includes alcohol and drug treatment for young people and adults, delivering both psychosocial and

clinical interventions across Lincolnshire. This specification also includes a comprehensive needle syringe programme that has both specialist and pharmacy based services.

- Lot 2 - A new recovery service that will help bridge the gap between treatment and full recovery and integration into local communities by improving social inclusion and employability of those in recovery. To help achieve this there is a heavy reliance upon mutual aid and peer support, as well as training and education.

The specifications used an outcome focussed approach, enabling the Council to detail what the service should achieve in preference to saying how it should be structured; thus allowing bidders more room for innovation and potentially more efficient ways of working. The specifications also required the service to be bespoke for Lincolnshire, meeting the demands of local clients now and into the future by taking into account all findings from the consultation events as well as the Health Needs Assessment (HNA), Joint Strategic Needs Assessment and Joint Health and Wellbeing Strategy.

In January 2016, the two specifications went to open tender which closed in February 2016. There were six providers who returned bids for Lot 1 and 6 providers for Lot 2. The evaluation panel comprised the Public Health substance misuse lead, Wellbeing commissioning leads, Specialty Registrar in Public Health and the project manager.

On 30 March 2016 Addaction were awarded both contracts for the Treatment and Recovery Services.

The implementation period for the new service was set at 6 months - 1 April 2016 to 30 September 2016 - with the new contract to commence 1 October 2016. A comprehensive implementation plan was developed in order to fully satisfy clinical governance, confidentiality and TUPE requirements, as well as any issues highlighted in the impact analysis. Exit strategies were also developed with the outgoing providers to ensure service transfer was smooth and service disruption kept to a minimum.

Treatment Services

During the implementation process for the treatment service, operational difficulties were highlighted for an outgoing provider. This led to a re-evaluation of the six month hand over period in order to transfer all clients and staff to Addaction in August 2016, two months earlier than planned. This additional period was used to slowly bring in the new treatment model so the final transfer to the new contracts on 1 October 2016 was less stressful for both clients and staff alike.

After the new contract commenced, the service entered a stabilisation period where new workflows and structures were being embedded. A number of engagement events took place in October where clients, families and key stake holders had an opportunity to discuss the new model and see how this would help them moving forward.

The new treatment structure incorporates a much more flexible service provision that allows access in more locations across the county. Appendix A shows the location of resource sites and local hubs, but many more venues such as community centres and GP surgeries are being used to enable local access across Lincolnshire. Workers have state of the art communications and I.T. equipment that make agile working easier and improves the efficiency of the service. Several resource sites are undergoing refurbishment which has been paid for, in part, by the Council, but also charitable funding direct from Addaction's central office.

The treatment service is monitored over 30 key targets across 8 domains which include:

- Freedom from dependence on drugs or alcohol
- Improvement in mental and physical well-being
- Prevention of substance misuse related deaths and blood borne viruses
- A reduction in crime and re-offending
- Sustained employment
- The ability to access and sustain suitable accommodation
- Improved relationships with family members, partners and friends
- Improved capacity to be an effective caring parent

The treatment contract will be paid on a service credit model with 80% block payment and 20% service credits which are spread across four targets that are:

- Increase number of successful completions for drug and alcohol
- Reduction in clients re-presenting to treatment
- Reduction in clients who have been in treatment for over six years
- Increase numbers in alcohol treatment

Each service credit carries 5% of the overall contract value.

Performance targets have been set based on treatment services' performance between 2014 and 2016. The new targets are aiming to maintain that level of performance which, in effect, will be a significant performance increase in view of a 25% reduction in budget as part of the re-commissioning.

The performance targets can only be achieved if clients enter the services knowing where and how to reach recovery. To achieve this, they enter a recovery pathway (Appendix B) and the service works in partnership with other agencies such as the Police, Probation, Courts, housing providers, NHS and Department of Work and Pensions, as well as Children's Services and Adult Care.

Capacity could be a potential concerns over the lifetime of the new contract. To avoid this, targets have been set to reduce those in treatment over six years. This will free capacity in order to accommodate the predicted increase in alcohol clients moving forward. Both these areas have associated service credits that are considered a high priority for the service. The new recovery service will also impact on the success of the treatment service by improving sustained recovery and

reducing representations. These areas combined will allow the contract to evolve over its lifetime to adapt to the ever changing substance misuse agenda.

Leaflets detailing the work the treatment service will provide are included in Appendix C and D.

Recovery Service

The recovery service is a new concept to Lincolnshire. It is recognised that treatment services are very good at getting people into recovery; however keeping them there is far more difficult. This new recovery service bridges the gap between treatment and long term recovery. Following extensive research and consultation a very open specification was developed to encourage different models of delivery to be considered. There were six tender responses and the preferred model was Addaction's in partnership with Double Impact, a local drug and alcohol recovery charity based in Nottingham.

Double Impact's Lincolnshire Academy's primary aim is to enable people recovering from substance misuse to make their first steps into education, vocational training, volunteering and employment.

The recovery model provides a progression pathway, where clients (known as students) are offered, through a personal development plan, a range of training and education, both accredited and non-accredited, covering volunteering, motivation, behaviour in conflict, developing personal confidence, family relationships, career planning and mentoring skills, as well as generic training days on safeguarding and specific work placement introduction programmes. Educational courses are accredited by CERTA, a National Awarding Organisation and Access Validating Agency.

The service runs an Academy which will also provide opportunities for people to get involved in mutual aid activity and signpost and connect people to opportunities and activities taking place in their local community.

Key areas the service offers are:

- Something for the Weekend - A practical peer support group focussing on the here and now
- Connect Event - An introduction to the Academy
- Service User Involvement Forums
- Personal Development Planning
- Key functional skills - Competency around English, Maths and IT
- Peer Volunteering
- Recovery Support Volunteer
- Employability skills
- Access Mutual Aid (Self-Help)
- Recovery Portal App

The recovery service will initially be based in Lincoln, although there are two connect workers undertaking engagement work across the county. Students from outside of Lincoln will be offered transportation costs until a pool of volunteers is established. It is then planned to expand the service out to Grantham and Boston before considering other venues across the county. This service is starting from the ground up with no current pool of volunteers to work from. It is anticipated it will take 2-3 years to develop a fully functional recovery community across the county.

The impact of the recovery service will be evaluated over the next three years by a research team from Sheffield Hallam University led by Professor David Best, the country's leading authority on the relationship between substance misuse and crime. This research is at no cost to the Council and once complete is anticipated to be hailed as best practice for other commissioners across the country. Early feedback from service users is very positive and a case study has been included at Appendix E.

Performance monitoring will ensure the contract develops by monitoring how the service aids engagement with the community, education, employment and volunteering, as well as monitoring those who engage with peer support and mutual aid services.

A leaflet detailing the work the recovery service provides is included at Appendix F.

2. Conclusion

The re-commissioning process for substance misuse services is now complete. There are two new contracts in place that provide Lincolnshire with a modern, efficient and forward thinking substance misuse treatment service and a new and innovative recovery service that is recognised as best practice. Capacity is a risk following the downsizing of the service, but service credits and recovery infrastructure will ensure capacity can be maintained over the lifespan of the contracts.

The services welcome Members from the Community and Public Safety Scrutiny Committee to visit the Newland building following the Committee meeting to view the work being undertaken and meet staff and service users.

3. Consultation

a) Have Risks and Impact Analysis been carried out?

Yes - all commissioning risks and impacts have now been completed, any operational risks have now been transferred to contract management meetings.

b) Risks and Impact Analysis

Not Applicable

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Map of Resource Sites and Hubs
Appendix B	Recovery Pathway
Appendix C	Leaflet, Adult Treatment Services
Appendix D	Leaflet, Young Persons Treatment Services
Appendix E	Case Study
Appendix F	Leaflet, Recovery Service

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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