

**Health, Housing and Adult Social Care Policy
and Scrutiny Committee**

11 September 2018

Report of the Assistant Director – Legal & Governance

Commissioned Substance Misuse Services Update Report

Summary

1. This report informs the Health, Housing and Adult Social Care Policy and Scrutiny Committee of the early work undertaken by the Task Group set up to examine commissioned substance misuse services in York and asks Members to agree the aims and objectives proposed by the Task Group.

Background

2. In the summer of 2016 City of York Council retendered for drug and alcohol services in York and the contract was secured by Changing Lives, a national charity specialising in services for vulnerable and socially excluded people with expertise in the field of addiction and recovery, and Spectrum Community Health CIC, a not-for-profit social enterprise delivering, among other things, substance misuse services. They took over the service in July 2017.
3. The contract was awarded for 3 years with an option to extend by 2 years plus consideration of a further 2 years extension, subject to performance, up to a maximum of 7 years. Extensions will be based on performance related quality measures and delivery of key outcomes.
4. As a consequence of Department of Health cuts to local authority Public Health Grant Allocations and projected further budget reductions, there was a need to make a budget reduction of £550,000 over the first 5 years of the contract, with the reductions over the first 3 years of the contract being end loaded.
5. A meeting of this Committee in June 2018 considered a scoping report on Commissioned Substance Misuse in York following a scrutiny topic registration submitted by then Committee Member Cllr Pavlovic. The

specific topic area was to look at the impact and outcomes of the substance misuse contracts and to consider the implications on service delivery of efficiency savings on the contract.

6. The Committee agreed the topic was suitable for scrutiny review and appointed a Task Group comprising Cllrs Cuthbertson and Richardson and Cllr Pavlovic as a co-opted member following his switch from the Health, Housing and Adult Social Care Policy and Scrutiny Committee to another scrutiny committee.
7. The Task Group met for the first time in mid June to consider a draft remit and in late June they met the Director of Public Health and Public health Specialist Practitioner Advanced to refine the remit and the Task Group's Terms of Reference.

Purpose of the scrutiny review

8. The purpose of this review is to ensure that the specialist drug and alcohol service, operating within a reduced budget, will continue to provide a safe service which meets the national safe governance standards within the new contract service design.
9. It will ensure that all elements of the wider substance misuse pathway, outside the specialist contracted service is delivered in a safe format within the national governance standards.
10. The review will enable members to establish the impact of the new service delivery model and how this will impact York residents and other services within the City. By analysing the expected changes to service delivery members will be able to understand how this will impact current and future service users and the wider population. Members will be also able to identify any emerging risks requiring further analysis/action.

Draft Remit

11. Aim

To identify the potential impact of:

- Planned budget reductions within the externally contracted specialist service commissioned by CYC.

- System wide investment/disinvestment by partner organisations across the City.
- Analysis of the potential short, medium and long term impacts of budget reductions, which drive proposed service reductions.

12. Objectives:

- To investigate the proposed changes to drug and alcohol service investment.
- To investigate the current use of public health grant to support mandated and prescribed functions of LAs including drug and alcohol services.
- Understand the whole system of care for drug and alcohol service users beyond the contracted specialist service and whole package of investment across the city.
- Analyse the potential impact of planned public health budget reductions and as a result specialist drug and alcohol service reductions on a range of areas such as:
 - existing service users
 - future referrals to use the service (new people)
 - on other service areas such as demand on GP's
 - crime and disorder rates
 - drug & alcohol related deaths
 - financial cost to other service areas (DTORs study)
 - perpetuating intergenerational use, children growing up in drug alcohol using households, demand on social care

Investigation areas

13. To progress the review the Task Group will need to understand:

- Current and future financial investment into specialist services
 - CYC Investment
 - Public Health Grant specific investment
 - Partners external to CYC investment

- Time line of investment changes
- Comparative investment with statistical neighbours
- Evaluation of public health grants investment on mandated v none mandated functions.
- Understanding the fixed costs of service delivery for specialist drug and alcohol service to meet current client group
- Current and future investment into drug and alcohol service (non specialist)
 - CCG – prevention and early intervention, GP's
 - Office of the Police and Crime Commissioner (OPCC) – crime and disorder, prisons
 - CYC general funding – schools, social care, alcohol prevention
 - PH funding – prevention and early intervention
- Prevalence of people with drug and alcohol issues in York
- Current service offer and budget
- New service offer and budget
 - Proposed areas of service reduction
- Procurement process undertaken for the new contract
- From research evidence: how effective support for people using drugs and alcohol is provided, taking account of the diverse needs of service users, how good outcomes are achieved
- How performance is measured within contracts
- How performance is measured nationally

14. Young People

- Identify investment into school based education

- Identify the governance and responsibility for school based service delivery
 - Individual schools funding
 - Young peoples directorate responsibility
 - Commissioned services responsibility

- Establish what work is carried out in schools to educate young people on the dangers of drug and alcohol addiction
 - Partners responsible for this delivery
 - Type of delivery research suggests works
 - What is delivered

Considering the impact of reduced funding:

15. Drug and alcohol misuse has a significant cost; in human terms with the impact on the individual, their family and friends and the wider community, and also in financial terms for service providers such as the police and health. Ensuring an effective treatment and recovery service is in place helps to prevent a wide range of issues that result from misuse of drugs and alcohol, such as:
- direct impact on service offer, reduction in treatment places, service areas to be cut, waiting times, thresholds for service
 - harm to self and potentially to others, for example during pregnancy, discarded sharps or cross infection
 - drug and alcohol use may impact on other family members including children, through financial problems or domestic abuse as well as safeguarding concerns
 - impact on the person's employment opportunities and economic activity
 - impact on individual life expectancy and healthy life expectancy
 - mental ill health impacts on physical health and vice versa
 - risks to maintaining accommodation and potential homelessness
 - risk of engaging in criminal activity

- risk of contracting or transmitting infectious disease
- drug related death
- financial impact on other service delivery areas

Consultation

16. It is expected that during the course of the scrutiny review the Task Group will meet with representatives from Changing Lives; Vale of York Clinical Commissioning Group; Probation Service; Public Health; Office of the Police and Crime Commissioner and Public Health, among others.

Options

17. The Committee can:
- i. Endorse the scrutiny review remit as proposed by the Task Group;
 - ii. Identify any other areas worthy of investigation;
 - iii. Reject the proposed remit and invite the Task Group to identify new aims and objectives

Analysis

18. There is no analysis in this report. A full analysis will be provided after all the relevant information has been considered by the Task Group.

Council Plan

19. This review directly relates to A Focus on Frontline Services priority in the Council Plan 2015-19 in that it will help ensure all residents, particularly the least advantaged, can access reliable services and community facilities.

Implications

20. There are no implications arising from the recommendations in this report. Implications arising from the recommendations in the draft final report will be addressed accordingly.

Risk Management

21. There are no risks arising from the recommendations in this report. However, if the commissioned substance abuse service in York proves to be ineffective and not responsive to local needs this could potentially bring risks to long term conditions, death rates, levels of crime and disorder and anti-social behaviour, adult social care and wider costs to society.

Conclusions

22. Conclusions will be made once all the evidence has been gathered by the task Group.

Recommendation

23. That the Committee endorse the draft remit proposed by the Task Group to enable the Task Group to progress this scrutiny review.

Reason: To comply with scrutiny protocols and procedures.

Contact Details

Author:

Steve Entwistle

Scrutiny Officer

Tel: 01904 554279

steven.entwistle@york.gov.uk

Chief Officer Responsible for the report:

Andrew Docherty

Assistant Director – Legal & Governance

Tel: 01904 551004

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Wards Affected:

All

For further information please contact the author of the report