

Cabinet 8 September 2021	 TOWER HAMLETS
Report of: Denise Radley – Corporate Director, Health, Adults & Community & Deputy Chief Executive	Classification: Unrestricted
Reset Adult substance Misuse Service Contract Direct Award	

Lead Member	Cllr Sirajul Islam, Cabinet Member for Community Safety
Originating Officer(s)	Keith Daley Interim Head of Service Substance Misuse
Wards affected	ALL
Key Decision?	No
Reason for Key Decision	N/a
Forward Plan Notice Published	N/a
Strategic Plan Priority / Outcome	1. A better deal for children and young people: aspiration, education and skills 2. Good jobs and employment 3. Strong, resilient, and safe communities Better health and wellbeing

Executive Summary

London Borough of Tower Hamlets' substance misuse service have recently been awarded Central Government Grant Funding to enhance pathways for 'rough sleepers' and those with substance misuse related offending.

The purpose of this report is to seek permission to allow the variation of the current contracts for Reset Adult Treatment Service following receipt of the grant funding.

Recommendations:

The Cabinet is recommended to:

1. Agree the variation of the: Reset Outreach and Referral Service delivered by Providence row (contract HAC5384 A) in line with the report.
2. Agree the variation of the: Reset Recovery Support Service delivered by Change, Grow, Live (CGL) (contract HAC5384 C) in line with the report.
3. Note that the Corporate Director will agree the variation of the Reset Treatment Service delivered by CGL (contract HAC5384 B) in line with the

report in accordance with the delegation under the constitution. This has been agreed at the Directorate Leadership Team on 26th July 2021

4. Note the contents of this report as an update on recent grants made to LB Tower Hamlets substance misuse service

1. REASONS FOR THE DECISIONS

- 1.1 The purpose of this report is to seek permission to allow the variation of the current contract for Reset Treatment Service following receipt of central government grant funding.

The increased funding from the grants for the Reset Treatment Service (contract HAC5384) amounts to £247,716 which is 7.75% of current contract value (£3,197,953) and therefore below the threshold for the need of Cabinet approval.

- 1.2 For Cabinet to agree a variation of contract of the Reset Recovery Support Service and Reset Outreach and Referral Service following receipt of central government grant funding.

The increased funding from the grants for the Reset Recovery Support Service (contract HAC5384) amounts to £253,000 (£113,000 + £140,901) which is 34% of the current contract value, and therefore needs Cabinet approval.

The increased funding from the grants for the Reset Outreach and Referral (contract HAC5384) Service amounts to £163,765 which is 100% of the contract value and therefore needs Cabinet Approval.

2. ALTERNATIVE OPTIONS

- 2.1 Option One - To implement a variation on each of the contracts as described within this document – Preferred option
- 2.2 Option Two - To implement a competitive tender process for single provider to deliver an ETE Support Service; Rough Sleeping Treatment Service; Rough Sleeper Outreach and Navigation Service
- 2.3 Option Three – To decline one or any of the central government grants.
- 2.4 See paragraph 5 for more details.

3. DETAILS OF THE REPORT

- 3.1 Since December 2020 London Borough of Tower Hamlets (LBTH) has received a number of central government grants focused on adult substance misuse treatment and recovery.

- **Rough Sleeping Drug and Alcohol Treatment Grant Scheme.** Total value £688,505 per annum funding for two years.

- **ADDER* Place-based Accelerator Funding.** Total Value £1,000,000 per annum funding for two years.

*Addiction, Diversion, Disruption, Enforcement and Recovery

- **Individual Placement and Support.** Total value circa £140,000 (to be confirmed) per annum funding for two years.

3.2 Rough Sleeping Drug and Alcohol Treatment Grant Scheme

In December 2020 LBTH successfully bid for funding from the Ministry of Housing, Communities and Local Government (MHCLG) and Department of Health and Social Care (DHSC) Rough Sleeping Drug and Alcohol Treatment Grant Scheme. The grant is administered by Public Health England. The purpose of the funding was to:

- ensure that the engagement that people have had with drug and alcohol treatment services whilst in emergency accommodation is maintained as they move into longer term accommodation (continuity of care).
- support people to access, and engage in, drug and alcohol treatment who have not yet done so (access and engagement).
- build resilience and capacity in local drug and alcohol treatment systems continue to meet the needs of this population in future years (resilient and sustainable models of care).

3.3 The successful LBTH bid focused on improving access and to, and retention in, treatment for the rough sleeping cohort. This will be achieved by allocating outreach 'Navigators' to work exclusively with this cohort supporting access into treatment, housing, and health/mental health services. The bid also included specific Navigator resource for Women rough sleeping and a Peer navigator.

In addition to the outreach to be delivered by our commissioned provider, additional resource will be in place to address the issues of Anti-Social behaviour (ASB) in the borough caused by those using drugs and/or alcohol. This activity will be undertaken by 2 x Assertive Engagement Workers Employed by the Council.

Treatment for this cohort will also be enhanced by the addition of 'ring fenced' clinical resource within Reset Treatment service including non-medical prescribing, clinical psychology, and recovery support.

3.4 Most of the roles identified will sit within our current commissioned providers
Posts/Activity Funded:

Provider	Posts	Value
LBTH	2 x Assertive Engagement	£95,502

	Workers	
	1 x Rough Sleeping Pathway Manager	£58,336
	0.5 Data Intelligence Lead	£53,126
Providence Row Reset outreach & Referral	2 x Rough Sleeper Navigators	£81,046
	1 x Women's Rough Sleeping Navigator	£40,523.00
	1 x Peer Navigator	£42,196.00
Change, Grow, Live (CGL) Reset Treatment Service	0.5 FTE Clinical Psychologist	£46,281
	0.5 FTE Assistant Psychologist	£21,725
	1 FTE Non-Medical prescriber	£73,220
	0.5 FTE Dual Diagnosis Recovery Worker	£22,098
	1 FTE Homeless Recovery worker	£42,196

3.5 **ADDER Place-based Accelerator Funding** in April 2021, LBTH was identified as a possible ADDER Place-based Accelerator site. This attracts additional Central Government funding to enhance drug treatment, focused on reducing drug-related crime and the rise in drug-related deaths. To be achieved by building on existing work and looking to expand multi-agency partnership working in our areas to drive sustained health and crime related outcomes.

Project Aims/Outcomes

To deliver reductions in:

- the rate of drug-related deaths.
- drug-related offending.
- prevalence of drug use.

The funding was linked to the Central East Police Basic Command Unit (BCU) which includes LB Hackney. Working in partnership with Police and LB Hackney, we produced a delivery plan that was accepted by both Public Health England and the Home Office.

3.6 The LBTH elements of the Delivery Plan focuses on:

Improved continuation of care from prison to community by commissioning 2 x Prison Substance Misuse Workers who will work exclusively with Tower Hamlets residents in HMP Thameside to facilitate a successful discharge to community services.

A project that offers ongoing intensive support to identified children 10-14 who have been offered and refused or been part of the Breaking the Cycle project. This provides additionality in the form of an ongoing intensive support worker to divert young people at risk of criminality including criminal exploitation and drug supply.

A Women's Criminal Justice Pathway Coordinator to develop and deliver a Women's Criminal Justice Pathway in line with the London Blueprint for Women in the Criminal Justice System. The aim is to deliver a gender informed approach and improve outcomes for women in the criminal justice service.

Additional specialist substance misuse resource for the Integrated Offender Management Team and within the existing 'Through Care' Team.

The development of an 18 – 24-year-old 'Navigator' Team to work assertively with the 18 – 24 cohort to reduce drug related offending particularly drug dealing and divert this cohort away from entrenched substance misuse.

The development of an Employment, Training or Education (ETE) support offer for 18 – 24-year-olds accessing substance misuse treatment.

LBTH Roles

Provider	Posts	Value
LBTH	18-24 Navigators Team leader	£54,456
	4 x 18-24 Navigators	£141,540.00
	Lead Hospital Navigator	£54,456
	Hospital Case Manager	£47,772.00
	2 x IOM Substance Misuse Workers	£94,060.00
	Probation Substance Misuse Worker	£54,432.00
	2x DIP Case Managers	£103,708.00
	2x 10-14 Intensive Support Workers	£103,708.00
	Women's Criminal justice Pathway Coordinator	£58,636.00
	0.5 FTE x Intelligence & Performance Analyst	£31,988.00
Total		£744,756

- 3.7 Whilst the majority of these funded roles will be employed by, and based within the Council, the Employment, Training or Education (ETE) support offer for 18 – 24-year-olds will sit within Reset Recovery Support.

The ETE offer will be focused on Tower Hamlet residents who are prison leavers or have been in contact with the criminal justice system and have a substance misuse problem or are at risk of developing a substance misuse problem. The aim of the project will be to increase employment or prospect of employment for this cohort. It will reduce re-offending by diverting offenders into ETE opportunities by delivering holistic care and joined up support, ensuring continuity of care, and giving offenders their best chance at making sustained change.

Non LBTH Roles funded

Provider	Posts	Value
CGL	1 x Intervention Coach - Youth	£44,166
	1 x Case Manager	£48,821
	Specialist Training Budget	£20,105
Total		£113,092

3.8 Individual Placement and Support (IPS).

Alongside the funding for ADDER Place-based Accelerator, boroughs identified as ADDER Accelerator boroughs also attracted funding for IPS. Therefore, in

April 2021 LBTH were invited to be involved in the IPS programme. IPS is a Public Health England administered programme funded by the Department for Works and Pensions. It is currently funded for two years.

IPS is an evidenced based approach that aims for sustained employment through mainstream, competitive jobs. The distinguishing feature of IPS is that employment support is provided alongside clinical treatment. It works by integrating an employment specialist within treatment as an equal member of the multi-disciplinary team. This makes employment a key aim of recovery and integral to the aims of treatment. Whilst this resource will be open to all who access substance misuse services, it has clear synergies with the 18 – 24-year-old ETE offer identified within the ADDER Accelerator funded posts.

3.9 The IPS funded posts will sit within Reset Recovery Support Service

IPS Funded Roles/Activities:

Provider	Posts	Value
CGL Reset Recovery Support	Senior Employment Specialist	£42,638
	Case Management Specialist	£34,888
	Case Management Specialist	£34,888
	Case Manager Bursary	£15,000
	Local venue rental costs	£10,000
Total		£137,414

4. VARIATION - RESET CONTRACTS

4.1 Reset is the branding for the commissioned Adult Substance Misuse Service in Tower Hamlets. The service is contracted and delivered in three lots:

- Reset Outreach and Referral delivered by Providence row (contract HAC5384 A)
- Reset Treatment service delivered by Change, Grow, Live (CGL). (contract HAC5384 B)
- Reset Recovery Support delivered by Change, Grow, Live (CGL) (contract HAC5384 C)

Reset current providers have been delivering the service since October 2021 following a procurement exercise.

4.2 **Reset Outreach and Referral Service (RORS) delivered by Providence row (contract HAC5384 A)**

The need to vary the contract of RORS is as a result of increased central government funding for Rough Sleepers stemming from emergency measures introduced to deal with the coronavirus pandemic and the government 'everyone in' initiative. During this period Tower Hamlets was identified as one of the Local Authority areas with the highest numbers of people sleeping rough who had been moved into emergency accommodation during the COVID-19 pandemic. This attracted funding, and that funding was used to enhance the outreach resource within this contract.

- 4.3 Whilst the added funding for these roles are of significant monetary value (100% of current contract value), the variations to the contract, do not materially change the nature of the contract. Whilst the cohort is focused i.e., Rough Sleepers, the provider will continue to offer an outreach and referral service to Tower Hamlets residents engaged in substance misuse. This role will be undertaken by the Providence Row staff identified in table 3.4 for the rough sleeping cohort. Rough sleepers are identified specifically within the contract specification as a 'hard to reach' cohort that Providence Row are contracted to engage with.
- 4.4 The council given a relatively short amount of time to produce a workable bid for this funding. The funding available for the Rough Sleeping Drug and Alcohol Treatment Grant Scheme is time limited and runs from 01/04/2021 – 31/03/2023. There is no facility to 'carry over' funds into the following year. If a procurement exercise was required, this could not be achieved within a time frame that would maximise use of this funding opportunity. This is in part due to the limited commissioning capacity currently within the Substance Misuse Service, due to both vacancies within the team and the current Enabling Functions transformation project.
- 4.5 Procurement of an additional service to deliver outreach services to this cohort would cause significant duplication of both cost and operational delivery as the current provider was very recently (October 2019) commissioned to delivery outreach services for all 'hard to reach' groups.
- 4.6 **Reset Treatment Service (RTS) delivered by CGL (contract HAC5384 B)**
- 4.7 As with Reset Outreach and Recovery, the need to vary the contract of RTS is due to increased central government funding for Rough Sleepers stemming from emergency measures introduced to deal with the coronavirus pandemic and the government. There was deemed a need to increase clinical capacity within the treatment provision for Local authorities in receipt of the Rough Sleeping Drug and Alcohol Treatment Grant Scheme.
- 4.8 The variation proposed for this contract amounts to 7.75% of current contract value. Variations or modifications to a contract are permitted with Corporate Director approval for variations below 10% of the contract value.
- 4.9 CGL is commissioned to deliver the treatment element of the Reset contract, this included medical, psychological, and psychosocial interventions. The additional staff resource identified within table 3.4 will be 'ring fenced' to deliver these interventions to the rough sleeping cohort. These additional staff do not materially change the nature of the contract as they will offer the same level of service as generic service users currently access.
- 4.10 CGL have in place a robust clinical governance structure for the delivery of clinical interventions in Tower Hamlets. This governance structure is overseen locally by a consultant psychiatrist and nationally by CGL's governance Board. Within the funding there is no allocation for management and/or corporate overheads. Therefore, for effective delivery of the service, the staff identified within table 3.4 will need to be collocated within the current treatment service.

Governance arrangements for a second organisation will be complex and given the finite time available for delivery may prove arduous and not cost effective.

4.11 If a procurement exercise was required, this could not be achieved within a time frame that would maximise use of this funding opportunity. This is partly due to the limited commissioning capacity currently within the Substance Misuse Service, due to both vacancies within the team and the current Enabling Functions restructure.

4.12 Reset Recovery Support Service (RRSS) delivered by CGL (contract HAC5384)

4.13 The variation of contract for the RRSS is due to increase in staffing due to the funding from both ADDER Place-based Accelerator funding (table 3.7) and IPS funding (table 3.9).

4.14 The Reset Recovery Support Service is commissioned to deliver Recovery support to those within the adult treatment system. Recovery support includes, but is not limited to, ETE, Housing and Relapse Prevention. Recovery support is key service user achieving and maintaining their continued recovery from drugs and/or alcohol. This fact was recognised by central government who allocated extra funds to ADDER accelerator sites to focus on recovery support particularly employment.

4.15 The additional staff identified within tables 3.7 and 3.9 will offer practical employment support to both the 18 – 24-year-old cohort (ADDER), and to the general adult substance misuse caseload (IPS). Whilst this a significant increase in contract value (34%) the nature of the contract will remain unchanged. ETE support is specified with the current contract and is currently being delivered. The added resource (ADDER/IPS) would be in addition to the support currently available.

4.16 As stated, both the ADDER and IPS funding are time limited 01/04/2021 – 31/03/2023. There is currently no scope to extend the funding or to carry monies over to the following year. A timely implementation of both projects is needed to maximise the benefits for both service users and the Local Authority. Due to the current capacity issues within our commissioning resource, A procurement exercise would not be completed in a timely manner.

5. OPTIONS

5.1 Option One

To implement a variation on each of the contracts as described within this document – Preferred option

5.2 Option Two - To implement a competitive tender process for single provider to deliver an:

- ETE Support Service
- Rough Sleeping Treatment Service

- Rough Sleeper Outreach and Navigation Service

5.3 Option Three – To decline one or any of the central government grants.

6. COMMENTS OF THE CHIEF FINANCE OFFICER

6.1 The current contract with CGL to deliver the Treatment and Recovery service is for 5 years with a total cumulative value of £19.887m. The contract for Outreach is also for 5 years with a cumulative value of £820k. All three contract can be extended for further 2 years and is in Year 3 of the delivery. The contract is funded through Public Health grant.

Service break-down	Total Contract value £	Variation £	PerCentage
Treatment Services (CGL)	15,962,944	£247,716	2%
Recovery Services (CGL)	3,924,115	£253,000	6%
Outreach (Providence row)	820,000	£163,765	20%
Total	19,887,059	£664,481	

6.2 The variation to the contract will be funded from the additional grant and therefore will not affect existing funding arrangement or create additional pressure in the general fund.

6.3 The recommendation sought within the report and the financial implication is contained within the report. Should there be further financial implication, relevant approval will need to be obtained as part of the MTFs process.

7. COMMENTS OF LEGAL SERVICES

7.1 Under the Public Contracts Regulations 2015 the Council may increase the value of spend under a procured contract provided that the overall increase is not greater than 50% of the original contract value, the services need to connect with each other and that a new contractor cannot be used due to the excessive duplication of costs and inconvenience to the Council. The report shows compliance with this law and therefore the modification to the original procured contracts is lawful.

7.2 The Council will also alter the contracts to ensure that the requirements that the contractual requirements that relate to the extra spend are included in the contract. This will allow contract monitoring to ensure the increased expenditure achieves the aims for which it is intended and help demonstrate the Council's compliance with its Best Value Duty.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

- LBTH Reset Outreach and Referral Service – Service Specification
- LBTH Drug and Alcohol Recovery Support Service – Service Specification

Officer contact details for documents:

N/A