



Report of: Executive Member for Health and Social Care

Executive	Date: 19 October 2017	Ward(s): All
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## THE APPENDIX TO THIS REPORT IS NOT FOR PUBLICATION

### SUBJECT: CONTRACT AWARD FOR THE TRANSFORMATION OF SUBSTANCE MISUSE SERVICES - ISLINGTON INTEGRATED DRUG AND ALCOHOL RECOVERY SERVICE

#### 1. Synopsis

- 1.1 This report recommends the award of contract to Camden and Islington NHS Foundation Trust (C&I), as the lead provider in consortium with Blenheim CDP and Westminster Drug Project, for the provision of Islington Integrated Drug and Alcohol Recovery Service.

Substance misuse is one of the major issues in the lives of people who face complex and multiple disadvantage. As the successful provider, C&I have demonstrated that they are committed to working in partnership with the council, other health partners and other parts of the local system in Islington, including the local voluntary and community sector, to ensure we are taking a joined up, whole system approach to preventing and better meeting the needs of people with complex and multiple needs.

#### 2. Recommendations

- 2.1 To approve the award of the contract to Camden and Islington NHS Foundation Trust for a period of five (5) years with options to extend up to a further four (4) years in two (2) x two (2) year periods.
- 2.2 To note that the contract will commence on 1 April 2018. The proposed annual contract value for the new integrated adult substance misuse treatment service is £4,750,000.

#### 3. Background

- 3.1 Islington experiences some of the greatest levels of substance misuse (alcohol and drugs) related harm in London. Substance misuse has significant detrimental impacts on health services, crime and community safety and is an important contributor to adult and children’s social care needs, as well as

wider economic and employment impacts. Islington's corporate plan makes a commitment to tackling the deeper social challenges which prevent residents from fulfilling their potential, improving outcomes for themselves and their families. The provision of evidence-based, recovery focused substance misuse services as specified in this contract will firmly support delivery of this commitment. Public Health have and continue to play a key part in the council's work to explore new ways of addressing the needs of individuals and families with complex and multiple needs. The new integrated drug and alcohol recovery service in the successful delivery of ambitions in Islington to prevent and reduce the number of individuals and families experiencing complex and multiple disadvantage, as well as improving outcomes/responding better to those individuals and families who have complex needs. The new service specification has been substantially influenced and informed by the extensive development work and thinking being taken forward through the complex and multiple disadvantage work stream.

This procurement brings nine contracts together, in order to create an integrated, seamless treatment pathway, which is easier to access and navigate, offers consistent care and provides the right kind of expert support at the right time for drug and alcohol users in Islington.

The new service will be an integrated service incorporating brief interventions, structured treatment and recovery services for residents of Islington with substance misuse support needs and will be provided with the following aims at its core:

- Commitment to co-production
- Maximising the value offered by peer mentors
- Increasing the numbers of people who experience recovery
- Supporting families
- Accessibility of the service to all in need of support
- Working with partners across Islington to develop their awareness and understanding of drug and alcohol related issues
- Pursuing and evaluating innovative approaches to care and support

Under this new simplified system, service users, their families and professionals working with them will, for the first time, have a single point of entry into drug and alcohol services in the borough. All service user related treatment and recovery information will be held by one service on one system, which will enable information about progress, concerns and changes to goals to be more easily shared and consistently communicated to service users and to the appropriate people involved in their care networks.

A "Think Family" approach will be core to the way services are delivered so that those working with drug and alcohol misusers who are parents, systematically identify and maximise the opportunities for all family members to get the right support as early as possible.

Under this new contract, there is a renewed focus on how adult drug and alcohol services systematically consider and discuss children with their service users. This will ensure service providers are aware of and supporting families to address current and prevent future needs arising in all aspects of a child's life and experience (for example school attendance and the carer role of the child) when planning care for the parent and ensuring this information is also used to best support affected others (children, carers and other family members). This approach is focused on greater resilience within families affected by substance misuse and on the prevention of future familial patterns of substance misuse.

The new service will build on and strengthen existing relationships with local authority services, and draw on the expertise of drug and alcohol workers to develop an offer to parents and families, which aligns with and supports the work of Islington's Children's Services and key work programmes such as Stronger Families.

From feedback gathered during the consultation around the new service model, it was clear that treatment interventions are only one part of ensuring that people have the tools to maintain their recovery. As a result, the new service specification set out the need for strengthened links to other services and community assets to ensure a more comprehensive package of support (housing, employment, positive social networks) in order to help people recover.

Changing the focus of drug and alcohol services to supporting people to recover not just their drug and / or alcohol free life but also to recover their personal strengths, their connections to their families and friends and their connection to the wider community will enable them to sustain their recovery.

The service will be available in wider range of locations than under previous provision to reduce the stigma individuals may feel in attending a specific drug and alcohol service site. Work was undertaken with the voluntary and community sector in preparation for the procurement to discuss options for locating sessions in the community (eg: through the Octopus network of community centres).

The intention is that by offering a more complete package of care and support and providing these interventions from a range of local, community based settings, people in need of support from drug and alcohol services will be encouraged to access services, and in particular certain groups who have traditionally sought support when problems have reached an acute level to seek help earlier (eg: women with children).

A range of key performance indicators are included in the contract to provide evidence of the increasing positive impact of the service on the lives of individuals and their families. It is expected, and set out in the service specification, that there will be an increase in the numbers of people attending the service, as well as improving outcomes (for example: successful completion of treatment; reduction in repeat hospital admissions/accident and emergency attendances; reduction in those re-presenting to drug and alcohol services). Service measures of success will also include incorporation of the Making It Real "I" statements to provide the service user and family view of the effectiveness of the service.

- 3.2 A market engagement exercise took place between December 2016 and February 2017. This used a range of formats: large stakeholder events; focus groups in targeted areas such as young carers and residents; individual service meetings; service user specific events; interviews with key colleagues across health, social care, children's services. Service users were invited to attend any session which suited them to ensure maximum levels of engagement from our local experts by experience.

The feedback from this extensive engagement informed the development of the new service specification which was co-produced alongside members of the substance misuse service user forum, ICDAS (Islington Clients of Drug and Alcohol Services). A more detailed summary of feedback gathered through this engagement work is available.

- 3.3 The budget is funded primarily from Public Health Grant, but also includes a contribution from Adult Social Services to support the costs of residential rehabilitation placements. The proposed annual contract value for the new integrated adult substance misuse treatment service is £4,750,000.

- 3.4 The procurement was conducted in accordance with the Public Contracts Regulations 2015. The procurement was subject to the light-touch regime under Section 7 Social and Other Specific Services. Under Regulation 76 the council is free to establish a procedure, provided that procedure is sufficient to ensure compliance with the principles of transparency and equal treatment of economic operators (service providers). The approach used a one stage tender with the option for negotiation applying the award criteria specified. The Tender Evaluation Method was based on an assessment of the Most Economically Advantageous Tender (MEAT) on the basis of quality (70%) and cost (30%).

The process allowed for negotiation if it was felt that tenderers could improve the content of their submission. The procurement panel was however satisfied with the quality of the original tenders and subsequent clarifications received from bidders, so did not pursue negotiation.

The contract was advertised in the Official Journal of European Union (OJEU) on 3 May 2017. It was also published on the London Tenders Portal, and Contracts Finder. Bidders were given 51 days to complete tender submissions. There were 44 expressions of interest and seven tenders returned, of which six passed the selection criteria.

An evaluation panel was formed to inform the commissioning process and consisted of:

- Consultant in Public Health - Camden and Islington Public Health

- Senior Commissioning Manager - Islington
- Public Health Officer - Camden and Islington Public Health
- Commissioning Officer Substance Misuse - Islington
- VCS Grants & Funding Programmes Officer - Islington
- General Practitioner - Islington
- Five Service Users - Islington

#### 4. Implications

##### Financial implications:

4.1 Islington Council receives a ring-fenced Public Health grant from the Department of Health to fund the cost of its Public Health service. The total funding for 2017/18 is £26.6m. While the 2018/19 grant determination is not available yet should there be any cut to the amount allocated to the council it will have to be managed within the service.

4.2 The current 2017-18 budget earmarked for this service is £6.08m p.a. with a 2018-19 savings target of £1.13m included in this figure.

	£000
Current Budget	6,080
Contract value	4,750
Reinvestment in young people's services	200
Saving achieved from 1 <sup>st</sup> April 2018	1,130

The Council's Public Health expenditure must be contained entirely within the grant funded cash limit indicated above. If any additional pressures are incurred management actions will be needed to cover this.

Payment of London Living Wage is a requirement of the contract and should not result in any additional costs.

Any TUPE cost implications that may arise from this tender will have to be met by existing resources outlined above.

##### Legal Implications:

4.3 The council has a duty to improve public health under the Health and Social Care Act 2012, section 12. The council must take such steps as it considers appropriate for improving the health of the people in its area including providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way) as well as providing services or facilities for the prevention, diagnosis or treatment of illness (National Health Service Act 2006, section 2B, as amended by Health and Social Care Act 2012, section 12 and Regulation 2013/351 made under the National Health Service Act 2006, section 6C). Therefore the council may provide integrated drug and alcohol recovery services as proposed in this report. The council may enter into contracts with providers of such services under section 1 of the Local Government (Contracts) Act 1997.

The services that have been procured are subject to the light touch regime set out in Regulations 74 to 77 of the Public Contracts Regulations 2015 (the Regulations). The threshold for application of this light touch regime is currently £589,148.00. The value of this contract is above this threshold. The council's Procurement Rules require contracts over the value of £500,000.00 to be subject to competitive tender. In accordance with the requirements of the Regulations and the Council's Procurement Rules the contract has been procured with advertisement in the Official Journal of the European Union.

Bids were evaluated in accordance with the evaluation model. The highest scoring tender was received from Camden and Islington NHS Foundation Trust. Therefore the contract may be awarded to Camden and Islington NHS Foundation Trust as recommended in the report. In deciding whether to award the

contract as recommended the Executive should be satisfied as to the competence of the supplier to provide the services and that the tender price represents value for money for the Council. Regard must also be made to the information set out in the attached appendix.

### **Environmental Implications**

- 4.4 The environmental implications of Islington Integrated Drug and Alcohol Recovery Service are related to energy, water usage, purchasing of goods and waste generation (potentially including clinical waste). The contract is for an integrated substance misuse service for clients with drug and alcohol needs, bringing together nine existing contracts. The amalgamation of services will be more environmentally positive as duplication of services, goods and energy will be removed.

### **Resident Impact Assessment:**

- 4.5 The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment was completed on 4 November 2016. This RIA was reviewed again following the procurement exercise and remains unchanged. The summary is included below.

- All residents who are, or may be potential future, service users will be impacted by the transformation because all services will be re- procured.
- There are no anticipated negative impacts on discrimination, harassment and victimisation anticipated. There will be no negative impacts for individuals in the nine protected characteristic categories.
- The provider will be closely monitored by the Commissioning Team at LBI to ensure that there are no negative equality impacts. All bidders made commitments to recording and reporting on information against the nine protected characteristics.
- Islington has a higher number of women in drug and alcohol services than nationally (nationally 25% of the population in drug and alcohol services are women, Islington exceed this at 32.4%).
- The provision for clients with disabilities has been included in the procurement process to ensure that there is availability for all clients.
- Analysis of ethnicity data for individuals in drug and alcohol treatment in the borough shows that there are higher levels of white clients in treatment compared to the borough population profile. Historically this has been evidenced in drug and alcohol treatment across the country.
- The service will be expected to provide additional support to people who would otherwise find it difficult to access services due to, for example, stigma within their community, language barriers, cultural or religious beliefs.

## **5. Reasons for the recommendation / decision:**

- 5.1 C&I have chosen Blenheim CDP and Westminster Drug Project to complement and support them in the work they will deliver for families and peers respectively.

Further, the award of contract to C&I provide a unique opportunity to ensure that the strong focus on and links across to mental health within Islington's integrated drug and alcohol recovery service, as another substantial contributor to needs of residents facing complex and multiple disadvantage, continue to develop.

- 5.2 The Integrated Drug and Alcohol Recovery Service will enable individuals to achieve abstinence and long term recovery from the negative impacts of substance misuse, the benefits of this will be felt by the individual, their families and friends and the wider society. The successful tenderer demonstrated:
- The role of the service user and their family in treatment with a strong emphasis on “Think Family” throughout the service user’s recovery.
  - A more holistic approach to recovery taking account of the multiple and often complex needs of individuals and their families, by acting as a navigator to support people in accessing the help that they need to achieve and sustain their recovery.
  - The importance of collaborative working.
  - Work with third sector organisations to maximise the use of voluntary sector and community assets.

**Signed by:**

*Janet Burgess*

10/10/2017

Executive Member for Health and Social Care

Date

**Appendices:**

Exempt appendix - Financial and quality scoring for Islington Integrated Drug and Alcohol Recovery Service

**Background papers:**

None

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