



ADULT SOCIAL CARE AND PUBLIC HEALTH COMMITTEE

TUESDAY 14 JUNE 2022

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| REPORT TITLE: | NATIONAL SUBSTANCE MISUSE GRANT FUNDING UPDATE |
| REPORT OF: | DIRECTOR OF PUBLIC HEALTH |

REPORT SUMMARY

Wirral Council has received three funding allocations from national Government to reduce the impact of substance misuse within the borough, these are: Wirral ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery) Accelerator programme; Inpatient detox funding and the Individual Placement Support (IPS) programme.

This report provides the Adult Social Care and Public Health Committee with an update on progress in delivery of these three grant funded programmes.

In addition, the report updates the Committee on the extension of the duration of funding to be received in order to achieve national drug strategy objectives. With funding to be received towards this aim now extended until the end of the 2024/25 financial year.

The report provides an overview of the Wirral ADDER programme plan for 2022/23 (including underspend) and requests the committee approve the planned use of funding.

The proposed actions affect all Wards within the borough.

The decisions requested are key decisions.

The expenditure of this funding and the delivery of these programmes of work will have an impact on all of the Wirral Council Wards, but it will have a stronger impact on those areas of Wirral that present the most significant social and health inequalities. Although this funding doesn't directly save Council expenditure, the outcomes achieved from this work will produce financial savings and social value benefits due to the positive impact on individual Wirral residents, and the communities they live in (in terms of improved health and lifestyles, and reduced crime, family disruption, and domestic abuse).

RECOMMENDATION/S

The Adult Social Care and Public Health Committee is recommended to:

1. Endorse the progress made to date in mobilising and delivering the 3 national grant funding programmes (Wirral ADDER Accelerator programme, Inpatient detox funding and Individual Placement Support funding).

2. Approve the proposal to utilise the predicted extension of the provision of additional funding to deliver the national drug strategy until the end of the 2024/25 financial year.
3. Approve the proposed utilisation of the ADDER programme grant for the 22/23 period (£1.4m) and proposed utilisation of the underspend carried forward from 2021/22 funded by Home Office and Office for Health Improvement and Disparities (OHID), formerly Public Health England.
4. Approve the payment of £106K of in-patient detox grant for 2021-22 to CGL/Wirral Ways to Recovery, as part of a contract variation, to re-imburse the additional expenditure on detox placements they have made this year to this amount. This is additional to their budgeted capacity and has been accrued as part of delivering the Inpatient Detox Grant Programme.
5. Approve the continuation of the Individual Placement Support Grant (£135,000) for 2022-23.

SUPPORTING INFORMATION

1.0 REASON/S FOR RECOMMENDATION/S

- 1.1 Delivery of the ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery) Accelerator, the increased Inpatient detox capacity, and Individual Placement Support (IPS – support into employment) programmes will strengthen local capacity to reduce drug related deaths, hospital admissions and drug related offending.
- 1.2 The components of the Wirral ADDER plan for 2022/23 are in line with the evidence-based interventions, put together by the National ADDER Programme team, that local authorities are required to adhere to when developing their local plans.
- 1.3 The grants for 2022/23 need to be utilised within the financial year.
- 1.4 The proposals included in the Wirral ADDER plan build back quality into the local drug (and alcohol) treatment and recovery system as well as capacity and have been approved by colleagues in the local multi-agency ADDER Steering Group and by the national ADDER Programme Team, within the Home Office and the Office for Health Improvement and Disparities (OHID), formerly Public Health England. This also includes investment in the wider system of services, beyond direct drug and alcohol treatment services, to strengthen the Wirral Partnerships' ability to deliver the overarching aims and objectives of the new 10 Year National Drug Strategy.

2.0 OTHER OPTIONS CONSIDERED

- 2.1 Other options were considered in relation to developing the Wirral ADDER Delivery Plan and determining the interventions to be delivered. The Wirral ADDER

Programme Delivery Plan for the period 22/23 has been developed with the multi-agency Wirral ADDER Steering Group following review of local intelligence, consultation with a wide range of partners, and analysis of service and system capacity, strengths and weaknesses. The Delivery Plan was reviewed and approved by Government colleagues in the Home Office and the Office for Health Improvement and Disparities (formerly Public Health England).

3.0 BACKGROUND INFORMATION

3.1 Wirral ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery) Programme

In January 2021, the Government announced an additional £148 million funding to reduce drug-related crime and health harm. All local authority areas received funding, but there was also an announcement of enhanced funding for Project ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery), a joint Home Office, Department for Health and Social Care and the Office for Health Improvement and Disparities (formerly Public Health England) programme. The ADDER programme and funding was targeted at those areas in the country where the impact of drug misuse was most significant.

- 3.2 Wirral was selected as one of eight additional sites that were brought into the programme as part of an expansion of Project ADDER from the original 5 sites. These additional sites, which are called Project ADDER Accelerators, have expanded and built on the original ADDER model. The ADDER programme has provided additional investment to participating areas with particular focused support from across Government for those leaving prison, people experiencing homelessness and recovery support around employment. Wirral was selected to be a Project ADDER Accelerator site based on consideration of a set of key indicators including high-levels of drug-related deaths and drug related offending. Clear aims and objectives for the ADDER Accelerator programme have been set out by the Home Office and Office for Health Improvement and Disparities (formerly Public Health England), along with key performance metrics.
- 3.3 Originally the ADDER programme was set to run for 2 years, with Wirral in line to receive £1.4m in each year. However, additional national funding has been allocated by the Government to support the delivery of the aims and objectives of the National Drug Strategy, and this has extended what was a 2-year funding programme, aligned with ADDER, to 4 years running until the end of 2024/25. Wirral has been provided with indicative figures for year 3 (2023/24) and year 4 (2024/25) but these have not yet been formally signed off by the Treasury. Once confirmed we will update the Committee and bring forward future spending proposals for their approval.
- 3.4 Although there will need to be investment in the core drug and alcohol treatment service to support the delivery of the key targets (relating to increasing the numbers

engaging with treatment while reducing the case load sizes to improve the quality of the engagement and support better outcomes, such as improved general health and reductions in crime), this extended funding programme will also be utilised to deliver improvements in the wider system e.g. developing supported housing opportunities, improving pathways into employment, increasing the awareness of harm and the offer of support available to younger people, developing community recovery projects. This wider investment will be supporting the recovery of communities at the same time as supporting the recovery of individuals.

- 3.5 A report was brought to Committee in September 2021 and approval was given to the planned proposals for spending the £2.8million ADDER/Accelerator Programme grant funding over the two-year period (2021-2023). This report provides the committee with an update on progress made to date on implementation of the agreed Delivery Plan. Good progress has been made in mobilising the year 1 Plan.

This progress is summarised below:

| Wirral ADDER Programme, Year 1 Progress Report | | | | |
|---|--|--------------------------|--|---|
| | Project | Funding allocated | Provider(s) | Progress |
| i) | Increased staff capacity, supporting case work, outreach work, and in-reach work | £255k p.a. | CGL/ WWtR | All posts recruited to and active |
| ii) | Improved Links and Engagement with Primary and Secondary Health Care Includes: - Specialist in-service GP clinics - Respiratory Care Clinics in Treatment hubs - Specialist RMN post | £260k p.a. | CCG/GPs/ WWtR CCG/WUTH/ WWtR CCG/CWP | Service Spec being finalised. Requesting Expression of Interest Service in place and functioning Finalising spec with CCG/CWP. CWP preparing to recruit |
| iii) | Enhanced partnership work with community pharmacies | £154k p.a. | CPCW/ WWtR | Service Spec being signed off by both partners |
| iv) | Enhanced Naloxone provision | £52k p.a. | WWtR | Mobilised, provision expanded. |
| v) | Housing support workers | £54k p.a. | WWtR & Torus | Posts recruited; |

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| | | | Housing | project being mobilised. |
| vi) | Criminal Justice linked work | £216k p.a. | WWtR and TWW | Posts recruited and Mobilised |
| vii) | Additional Residential Rehab capacity | £119 p.a. | Residential Rehab Providers | Increased capacity being used now. |
| viii) | Additional capacity to prescribe the Buvidal option | £40k p.a. | Camurus Pharmaceutical, and CGL | Increased capacity being used now. |
| ix) | Enhance links to Children and Young People's services and family services | £114k p.a. | WWtR & CYP team. | Staff recruited and work mobilised |
| x) | Increased system commissioning, project management and data analysis capacity | £136k p.a. | WWtR & Wirral Council | Staff recruited and delivering |

3.6 In-patient Detox (IPD) Funding Update

The Department of Health and Social Care (DHSC) are providing additional funding across the country for in-patient detox and are doing this through collective consortia, rather than funding to individual local authorities. This funding has 2 main purposes:

1. To increase the resource in drug and alcohol treatment systems to utilise this treatment modality and improve treatment outcomes
2. To support the in-patient detox estate, prevent further closures of services and to drive some new growth

Wirral is part of the Cheshire and Merseyside consortia and is fulfilling the central co-ordinating role. The Cheshire and Merseyside Consortia has been allocated £651,991 in 2021-22, and in 2022-23. As part of the delivery of this programme the Council needs to transfer £106K to CGL/Wirral Ways to Recovery for the additional detox placements they have made this year. In 2022-23 this funding will be utilised through the establishment of Block contracts with identified local IPD providers, to be accessed by all 9 Cheshire and Merseyside L.A. areas.

3.7 Individual Placement Support funding

The Office for Health Improvement and Disparities (OHID) has rolled out a national scheme to implement Individual Placement Support programmes across the country. This is a structured approach that has been developed to support people with drug and alcohol dependency needs into employment. This funding is coming through OHID from DWP (Department for Work and Pensions). There is a national formula to

determine an allocation for any area and in line with this Wirral has been provided with £207,500. This is calculated to cover the cost of a team of 3 trained IPS advisors and is split between £72,500 in 2021-22 and £135,000 in 2022-23. This project is being delivered by Recovery Works as one of the delivery partners in Wirral's Adult Drug and Alcohol Treatment and Recovery contract. Posts have all been recruited to, staff have received the required training, and the project has been mobilised and is delivering.

3.8 Joint work with Merseyside Police

As part of the ADDER programme Merseyside Police has received £1.6million. This is to support their operations across the three ADDER areas in Merseyside: Wirral, Liverpool, and Knowsley. The ADDER programme is strengthening joint working between Merseyside Police, Wirral Ways to Recovery and local programme partners. This has included the development of joint training, strengthening of referral pathways between agencies and outreach work. Partnership activity and referrals to treatment have both increased substantially since the mobilisation of this programme.

3.9 Underspend and re- profiling of the Delivery Plan.

An underspend was accrued in 2021-22 (year 1) as a consequence of the delay in mobilising the programme in this first year while the necessary formal approvals and sign offs were secured from the OHID/Home Office Central team, and internally from Wirral Council. At this point the mobilisation of the programme was able to commence.

This delay has occurred in all of the ADDER areas, for the same reasons. It has been acknowledged by the Home Office/DHSC who have worked closely with the areas involved in the programme to support them in developing additional plans to reprofile the underspend. With this support, and with input from the local Steering Group, Wirral has developed an underspend plan for delivery in 2022-23, This plan is now being mobilised alongside the original plan for year 2 of the ADDER programme. For more detail of this Plan see **Appendix 1**.

4.0 FINANCIAL IMPLICATIONS

- 4.1 The delivery of the ADDER/Accelerator programme is funded via a ring-fenced two-year grant from the Home Office/Office for Health Improvement and Disparities (formerly Public Health England). This funding can only be used to deliver those activities outlined within the Menu of Interventions that comes with the programme. The expenditure will be monitored monthly to ensure that it stays within plan and does not overspend or underspend. The Council will be required to return any unused funding to the Home Office/Office for Health Improvement and Disparities.

4.2 There is a strong case for investment in this field and the whole-system approach that Project ADDER promotes. The Government estimates a £4 social return on every £1 invested in drug treatment with this increasing to a total of a total of £21 over 10 years.¹

5.0 LEGAL IMPLICATIONS

5.1 For the Project ADDER funding, Regulation 72 of the Public Contracts Regulations has been used, which allows contracts to be varied by up to 10% of the current contract value. The reasoning for utilising this was based on the immediate timeframe for establishing delivery, the prescriptive set of interventions that are required to be delivered, and the specific nature of the funding's objectives - reducing drug related deaths, hospital admissions and offending.

5.2 Legal and procurement advice has been sought and continued legal support will be provided in relation to these matters. Monthly returns and quarterly financial reconciliations will also enable us to gain assurances that the funding is being effectively used.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

6.1 Details of interventions to be funded utilising these Wirral grants are outlined above. With the indication that the funding has now been extended to four years, posts are now mostly being recruited on permanent contracts.

7.0 RELEVANT RISKS

7.1 Risks to the delivery of the project include:

- Delay in implementing partnership work due to continuing pressures presented by COVID-19.
- Difficulties in recruiting staff quickly enough to get the programme up to an optimal level of performance within the necessary time frame.
- Time taken to implement new proposals and projects while meeting procurement, commissioning, and legal requirements.
- Shortage of suitably skilled and experienced people to recruit to the high number of new posts being created by a greatly expanded national programme.
- Difficulty in recruiting appropriately qualified specialist health professionals and other staff from an available national workforce that is already insufficient to meet the needs of NHS, Criminal Justice and Social care systems.
- Continuation of service developments and enhancements now being put in place, including additional posts, beyond the 4 years of the current predictive funding proposals if this central funding is not extended beyond this time frame.

¹ <https://www.gov.uk/government/publications/alcohol-and-drug-prevention-treatment-and-recovery-why-invest/alcohol-and-drug-prevention-treatment-and-recovery-why-invest>

7.2 These risks will be managed and mitigated by the Wirral Steering Group and monthly Programme review meetings with national programme co-ordinators from the Home Office and DHSC. Conversations are already planned with partners to identify how we can ensure an efficient and sustainable programme expansion and mobilisation beyond the 2022/23 financial year, and on into 2023/24 and 2024/25.

7.3 There is no risk to the Council in accepting this grant funding. The funding can only be used to deliver these specific activities as outlined within the Menu of Interventions in the Planning and Commissioning Guidance provided by the Home Office. The grant cannot be overspent. If there is any unused funding the Council will be required to return this to national Government.

8.0 ENGAGEMENT/CONSULTATION

8.1 In order to co-ordinate and develop the Delivery Plan for spend 22/23 and to ensure successful delivery and reporting, the Plan was shared with and approved by the ADDER Steering Group which is led by the Wirral Council Public Health team and includes a strong representation of a wide range of key partners.

9.0 EQUALITY IMPLICATIONS

9.1 Wirral Council has a legal requirement to make sure its policies, and the way it carries out its work, do not discriminate against anyone. An Equality Impact Assessment is a tool to help council services identify steps they can take to ensure equality for anyone who might be affected by a particular policy, decision, or activity. Work is underway to ensure equality implications are reviewed as part of the project delivery. Equality Impact assessments are being undertaken to ensure all interventions are delivered in a way that does not discriminate.

10.0 ENVIRONMENT AND CLIMATE IMPLICATIONS

10.1 Illicit substance misuse is a global trade that can damage the environment in a number of ways:

- The cultivation of cocaine is a significant contributor to deforestation in Latin America.
- Opium production contributes to water shortages in Afghanistan
- Environmental harm from dumping of chemical waste from MDMA and ecstasy production

It is hoped by reducing demand for illicit substances, the interventions outlined in this report will minimise environmental harm.

10.2 Climate implications are being considered as part of the delivery of the interventions outlined above. For example, one aim of this Wirral plan is to increase the capability of the system to take the services closer to where the people live. This is primarily to facilitate increased accessibility, but it will also reduce the distance people need to

travel to appointments, and therefore reduce the environmental impact of this travelling.

Another element of this programme that will contribute towards reducing carbon emissions comes with the naloxone distribution. Much of this will be undertaken by the dedicated team utilising bicycles (reclaimed bicycles donated by Merseyside Police colleagues).

11.0 COMMUNITY WEALTH IMPLICATIONS

Delivery of the Wirral ADDER Accelerator programme will support community wealth building and provide significant local social value by working to improve the lives of some of our most vulnerable residents. Interventions delivered as part of the programme will:

- Support community development through building resilient local communities and community support organisations. This activity will be focused in areas and communities with the greatest need.
- Support the creation of a significant number of local employment and training opportunities.
- Support increasing the number of people with jobs from areas of Wirral with the higher levels of social deprivation and health inequalities.

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APPENDICES

Appendix 1: ADDER Underspend Re-profiling Plan 22/23

BACKGROUND PAPERS

[Action to tackle misery of drug misuse - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/action-to-tackle-misery-of-drug-misuse)

Extra funding for drug and alcohol treatment: 2022 to 2023:

<https://www.gov.uk/government/publications/extra-funding-for-drug-and-alcohol-treatment-2022-to-2023>

SUBJECT HISTORY (last 3 years)

| Council Meeting | Date |
|---|--------------------------------|
| Adult Social Care and Public Health Committee | 7 TH June 2021 |
| Adult Social Care and Public Health Committee | 8 th September 2021 |
| Health and Wellbeing Board | 15 th December 2021 |

