



ADULT SOCIAL CARE AND PUBLIC HEALTH COMMITTEE

6th MARCH 2023

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

REPORT SUMMARY

This report updates the Adult Social Care and Public Health Committee on the progress in the delivery of three grant allocations from central Government to tackle drug-related harms as part of the National Drug Strategy (2021). These are:

- The ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery) Programme
- Inpatient Detox funding
- The Individual Placement Support (IPS) programme (an employment support programme).

The report briefs the committee on the continuation of the Inpatient Detox, and IPS programmes and confirmed funding allocations for 2023/24, and the replacement of the ADDER grant with the Supplementary Substance Misuse Treatment and Recovery grant (SSMTR) for 2023/24 and 2024/25.

In addition, under the National Drugs Strategy local areas have been mandated to establish Combatting Drugs Partnerships to oversee and co-ordinate local delivery of the national strategy. The report updates the committee on the successful establishment of the Wirral Combatting Drugs Partnership and provides an update on the work underway to produce a drug strategy for Wirral, which will shape future work to reduce drug-related harms.

This work will make important contributions to the following Wirral Plan aims:

- Brighter futures
- Inclusive economy
- Safe and Vibrant Communities
- Active and Healthy Lives

The work will support the delivery of Wirral's Health and Wellbeing Strategy.

This report is a key decision because it affects all wards and relates to financial decisions in excess of £500,000.

Appendix 3 of this report contains exempt information as defined in Schedule 12A of the Local Government Act 1972. It is in the public interest to exclude the press and public

during consideration of these items under Paragraph 3 'Information relating to the financial or business affairs of any particular person (including the authority holding the information).

RECOMMENDATION/S

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

1. Accept the Supplementary Substance Misuse Treatment and Recovery (SSMTR) grant funding of £2,267,750 for 2023/24 from the Office for Health Improvement and Disparities (OHID) and agree the proposed delivery plan for this funding.
2. Accept and approve the proposed utilisation of the 2023/24 Inpatient Detoxification (IPD) grant of £111,364.
3. Accept and approve the continuation of the Individual Placement Support Grant of £145,800 in 2023/24 and £151,632 in 2024/25.
4. Authorise the Director of Law and Governance to finalise the legal documentation arising from the acceptance of the grant funding referred to in recommendations 1 to 3.

SUPPORTING INFORMATION

1.0 REASON/S FOR RECOMMENDATION/S

- 1.1 Delivery of the three National Drug Strategy programmes (ADDER programme, inpatient detox, and Individual Placement Support programme) has strengthened local capacity to reduce drug-related harms for people who use drugs and our wider communities.
- 1.2 The Supplementary Substance Misuse Treatment and Recovery (SSMTR) programme will build on the work of the ADDER programme. The remit of the programme is expanded beyond that of ADDER, to include children and young people and acknowledge the interactions between alcohol and drug misuse.
- 1.3 Proposals for the SSMTR programme have been developed with support from partners on the Wirral Combatting Drugs Partnership and are subject to approval by the Office for Health Improvement and Disparities. Proposals include investment in the wider system, beyond direct drug treatment services, to deliver the aims and objectives of the 10 Year National Drug Strategy.
- 1.4 The annual grants for 2023/24 (SSMTR, Inpatient Detox, and Individual Placement and Support) are to be utilised within the financial year.
- 1.5 Local Combatting Drugs Partnerships have been mandated by Government to deliver the aims of the national drugs strategy. The Wirral Combatting Drugs Partnership (CDP) brings together a wide range of partners to reduce drug-related harms in Wirral. The Partnership is chaired by the Director of Public Health and reports locally to the Health and Wellbeing Board and Safer Wirral Partnership Board, and to the Merseyside Policing Partnership Board regionally.
- 1.6 The Wirral Drugs Strategy will be launched by the Combatting Drugs Partnership in Summer 2023. Creating a local plan to reduce drug-related harms is one of the first asks of all Combatting Drugs Partnerships.

2.0 OTHER OPTIONS CONSIDERED

- 2.1 A range of possible investment options were considered when developing the Wirral Council Supplementary Substance Misuse Treatment and Recovery Delivery Plan. The Plan has been designed to ensure that the Wirral system is best able to deliver the aims of the National Drugs Strategy and align with the developing Wirral Drugs Strategy. The Plan has been developed following review of progress of the ADDER programme, local data and consultation with a wide range of partners. The Delivery Plan is subject to review once final grant allocations are confirmed, and subject to approval by the Office for Health Improvement and Disparities.
- 2.2 The plans for the Inpatient Detox grant were developed collaboratively with the Cheshire and Merseyside Inpatient Detox Consortium. The decision to pursue block contracts with four providers was made to build stability, resilience and capacity in the inpatient detox system, taking advantage of the larger patient volumes when operating as a consortium. The alternative of continuing with individual placement

purchasing arrangements was rejected as this did not meet the goals of the consortium.

- 2.3 No other options were considered for the Individual Placement and Support grant, as this is a continuation of existing commissioning agreements.

3.0 BACKGROUND INFORMATION

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

- 3.2 The ADDER programme has provided additional investment to participating areas with focused support from government to reduce drug-related crime, improve the adult treatment and recovery system and reduce drug-related deaths. Wirral was selected to be a Project ADDER site based on key indicators including high-levels of drug use, drug-related deaths and drug related offending.
- 3.2 The ADDER programme has run for 2 years (2021/22 – 2022/23). The ADDER grant will be replaced by the Supplementary Substance Misuse Treatment and Recovery grant (SSMTR) for 2023/24 and 2024/25 to continue the delivery of the national drug strategy.
- 3.3 ADDER funding enabled investment in the core drug treatment service to improve the quality and capacity of the service. Funding has delivered improvements in the wider system; for example, improving connections between hostels, probation and the treatment system, enhancing our community recovery services, and strengthening efforts to reduce drug-related deaths.
- 3.4 A report was brought to Committee in September 2021 and approval was given to the planned proposals for spending the ADDER Programme grant funding over the two-year period (2021-2023). The report provided the committee with an update on progress made to date on implementation of the agreed delivery plan.
- 3.5 The implementation of the agreed ADDER delivery plan has seen:
- Improved caseload and assessment capacity through the drug treatment provider - increasing treatment quality, numbers in treatment and reducing waiting times into treatment.
 - Specialist key worker teams to provide enhanced the support to those referred from the criminal justice system or with a long-term health condition.
 - 1224 extra outreach contacts to date in 2022/23 - increased street outreach capacity to reach more vulnerable people and strengthen links with rough sleepers' team linking into hostels and supporting them to a place of safety.
 - Substance misuse liaison workers recruited to Wirral Multicultural Organisation and Wirral Change – ensuring services are able to reach Wirral's diverse communities and deliver culturally appropriate services.
 - Strengthened links with local community policing teams, developing fast track referral routes into treatment by the Police – reducing drug-related crime and ensuring people in contact with the criminal justice system with a drug need

get the support they need. Appropriately diverting people from the criminal justice system.

- Increased integration in treatment within community sentencing provision through partnership with the Probation Service.
- 330 specialist respiratory appointments delivered within drug treatment service (in first 11 months of service) – reducing health inequalities and drug-related deaths.
- 867 Naloxone kits distributed (the antidote to opiate overdose), 97 used to date – preventing drug related deaths.
- 40 people started on pioneering new long-acting treatments for opiate use (Buvidal), freeing them from the constraints of regular pharmacy visits.
- 18 extra residential rehab placements in 2022/23, supporting those with highest needs to move into recovery.
- Enhanced support for people with housing needs, through citizens advice and specialist hostel drug workers.

3.6 Appendix 1 shows Wirral’s performance against the national ADDER programme, up to September 2022. This shows strong performance in the wider support provided to people in treatment, an increase in people entering treatment, and a reduction in deaths in treatment. There is still work to be done to increase numbers of treatment. More broadly, despite progress, Wirral still has a large cohort of people who use drugs, many of whom have complex health and social needs. Continuing work is needed to ensure that all those who need treatment are able to access it, that treatment quality continues to improve, and that connections between the treatment system and wider systems are closely integrated.

3.7 Appendix 2 gives three case studies of the impact of work associated with substance misuse grants. These show how partnership work, increase caseworker support, increased inpatient rehabilitation capacity and employment support help people make positive changes in their lives.

3.8 Supplementary Substance Misuse Treatment and Recovery (SSMTR) Grant Update

Wirral Council will receive £2,267,750 for 2023/24 and £4,376,408 for 2024/25. The SSMTR grant will enable the sustainability of the successes of the ADDER programme. The SSMTR programme is currently signalled to run for two years, with funding levels for 2024/25 subject to activity-based review. Further proposals that will support the delivery of SSMTR and the developing Wirral Drug Strategy will be developed through the Wirral Combatting Drugs Partnership.

3.9 Programme development enabled through the SSMTR grant will reflect extended scope of the grant, including more opportunities and integration for children and young people, and reflect the further expectation of a preventative approach.

3.10 A draft delivery and spending plan is attached in Appendix 3. This is subject to approval by the Office for Health Improvement and Disparities. The plan has been developed with partners to ensure we continue to meet the goals of the programme, and the developing Wirral Drugs Strategy. The spending plan for 2023/24 is based on the SSMTR grant and of £2,267,750 a funding balance of circa £500,000 carried forward from the ADDER programme grant.

3.11 Inpatient Detox (IPD) Funding Update

The Department of Health and Social Care (DHSC) are providing additional funding across the country for inpatient 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 inpatient detox estate, prevent further closures of services and to drive growth in the sector.

3.12 Wirral Council is part of the Cheshire and Merseyside consortium and is fulfilling the central coordinating role. The Cheshire and Merseyside consortium has been allocated £651,991 in both 2021/22, and in 2022/23.

3.13 In 2021/22 funding was distributed to each of the 9 areas to support their increased IPD placement activity. This arrangement has been followed for 2022/23 while the Consortium develops block contracting arrangements for 2023/24.

3.14 Wirral Council's share of this funding in 2022/23 is £111,364. The funding is to be transferred to the adult drug treatment provider (Change Grow Live/Wirral Ways to Recovery) to meet the cost of the additional inpatient detox placements they have made in the year, less project support costs. In addition, each member of the consortium is utilising 10% of their allocation as capital investment to support the redevelopment of the Dee House facility in Wirral as a residential detox facility.

3.15 National inpatient detox data shows there has been a substantial increase in the number of placements made by the 9 consortium members in the first 2 quarters of this financial year (404, compared to 273 in the same period last year). The Wirral system in particular has significantly increased the number of placements (91 in Q1 and Q2 compared to 78 in the whole of 2021/22).

3.16 In 2023/24 it is proposed that the Cheshire and Merseyside consortium establish block contract arrangements commencing at the start of the financial year, with an identified group of inpatient detox providers. These providers are located either within the Cheshire and Merseyside footprint, or are in close proximity, and are those providers that are used most frequently by the 9 Authorities.

3.17 Individual Placement Support funding

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

3.18 Wirral Council 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 the

existing provider of education, training and support within the Adult Drug and Alcohol Treatment and Recovery contract.

3.19 The provider has recruited to all posts, and is working with local employers, and Jobcentre Plus to help improve employment outcomes for this cohort. To date 39 clients have made job starts.

3.20 Continued Funding for this programme for 2023-25 has been confirmed, with a proposed budget of £145,800 in 2023/24 and £151,632 in 2024/25, with a total of £297,432. The proposed budget is subject to agreement from the provider, with a memorandum of understanding pending.

3.21 Wirral Combatting Drugs Partnership

The Wirral Combatting Drugs Partnership (CDP) is a nationally mandated forum, bringing together a wide range of key stakeholders. Representatives include leaders from Police, Probation, NHS, drug use treatment and recovery services, the Voluntary and Community Sector and local authority teams. An early priority for the Partnership is to develop lived experience membership.

3.22 The Partnership is chaired by the Director of Public Health and reports locally to the Health and Wellbeing Board and Safer Wirral Partnership Board, and to the Merseyside Policing Partnership Board regionally. This builds on the previous ADDER Steering Group. The CDP leads and co-ordinates work to reduce drug-related harms in Wirral and consists of a Strategic and a Delivery group. The CDP will produce an annual report.

3.23 Wirral Drugs Strategy

The Wirral Drugs Strategy will be delivered by the Combatting Drugs Partnership (CDP) in Summer 2023. It will serve as the framework for future work tackling drug-related harms in Wirral, against which progress will be reported annually. Future investments reducing drug-related harm in Wirral will be shaped by the Wirral Drugs Strategy. Currently in draft form, headline themes for the strategy will be:

- Challenging stigmatisation and promoting the voice of people with lived experience.
- Crime: Police, Probation and Prevention.
- Supporting children, young people and families.
- Maintaining excellence in treatment and recovery.
- Challenging health inequalities faced by people who use drugs.
- Building a system wide response to drug use.

A wide range of stakeholders have been involved in the production of the strategy, with an initial workshop setting the core priorities.

3.24 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. The boost to joint working that the ADDER programme has facilitated is greatly valued by both the Police and Treatment services and there is a commitment on both sides to sustain the increased liaison between the two, and the improvements in service effectiveness this has delivered, beyond the formal end of the ADDER programme.

4.0 FINANCIAL IMPLICATIONS

- 4.1 The delivery of the SSMTR programme is funded via a ring-fenced annual grant from the Office for Health Improvement and Disparities. 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 central Government.
- 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.

5.0 LEGAL IMPLICATIONS

- 4.1 Prior to receipt of funding for each of the grants covered by this paper (ADDER, Inpatient Detox, Individual Placement and Support) approval of detailed spending plans by the Office for Health Improvement and Disparities (OHID) and/or the Home Office was required. All grants were covered by memoranda of understanding co-signed by council officers and the awarding government bodies. Regular financial and performance reporting to OHID is required as a condition of the grants.
- 4.2 Grants for 2023/24 and beyond will be subject to the same process as laid out in paragraph 5.1.
- 4.3 All commissions established as a result of funding have been, or will be, undertaken in accordance with the Public Contract Regulations and Wirral Contract Procedure Rules.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

- 6.1 Details of interventions to be funded utilising these Wirral grants are outlined above. Retention / recruitment is planned to a number of posts pending confirmation of funding. Posts will enable the delivery of the Wirral Drug Strategy.

7.0 RELEVANT RISKS

- 7.1 Risks to the delivery of the project include:
 - Time taken to implement new proposals and projects, and recruit to council posts while meeting procurement, commissioning, and legal requirements.

- Uncertain funding schedules risk destabilising existing programmes and workforces.
- Further expansion of programmes will require further recruitment of specialist and non-specialist drug workers. There are difficulties 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 2 remaining years of the current predictive funding proposals if this central funding is not extended beyond this time frame.

7.2 These risks will be managed and mitigated by the Wirral Combatting Drugs Partnership (CDP) and monthly Programme review meetings with national programme co-ordinators from OHID. Conversations are already planned with partners to identify how we can ensure an efficient and sustainable programme expansion and mobilisation beyond the 2023/24 financial year, and on into 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 2023/24 and to ensure successful delivery and reporting, the Plan was developed with support from partners on the Wirral Combatting Drugs Partnership (CDP) which is led by the Wirral Council Public Health team and includes a strong representation of a wide range of key stakeholders.

8.2 Future investment plans will be shaped by the Combatting Drugs Partnership and stronger input from people with lived experience of drug use. The Wirral Drug Strategy will guide the direction of all future investments and is being developed in close consultation with people with lived experience, and an extensive range of stakeholders.

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 regularly 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.

9.2 Equality impact assessments (EIA) were undertaken in June 2022 for the ADDER Programme, Inpatient Detox grant and Individual Placement and Support, and have

been updated to reflect the developments outlined in this paper. Further EIAs will be completed following confirmation of funding and finalised delivery plans for the Supplementary Substance Misuse Treatment and Recovery grant.

- 9.3 Previous EIAs are available here: <https://www.wirral.gov.uk/communities-and-neighbourhoods/equality-impact-assessments/equality-impact-assessments-january-202-6>

10.0 ENVIRONMENT AND CLIMATE IMPLICATIONS

- 10.1 The global drugs trade damages 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 delivery 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.
- 10.3 As part of the Naloxone distribution programme, reclaimed bicycles donated by Merseyside Police are being used to transport naloxone around the community. This will contribute towards reducing carbon emissions.

11.0 COMMUNITY WEALTH IMPLICATIONS

- 11.1 Delivery of the Wirral Council SSMTR 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.
 - The creation of a significant number of local employment and training opportunities.
 - 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: Wirral ADDER Accelerator Performance Scorecard

Appendix 2: Service User Case Studies

Appendix 3: Supplementary Substance Misuse Treatment and Recovery (SSMTR) grant delivery plan 2023/24.

BACKGROUND PAPERS

Action to tackle misery of drug misuse - GOV.UK (www.gov.uk)

From harm to hope: A 10-year drugs plan to cut crime and save lives

<https://www.gov.uk/government/publications/from-harm-to-hope-a-10-year-drugs-plan-to-cut-crime-and-save-lives>

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>

Public Health England: Alcohol and Drug Treatment and Recovery: Why invest?

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

TERMS OF REFERENCE

This report is being considered by the Adult Social Care and Public Health Committee
Terms of Reference

c) all Public Health functions (in co-ordination with those functions reserved to the Health and Wellbeing Board and the Overview and Scrutiny Committee's statutory health functions).

e) undertaking the development and implementation of policy in relation to the Committee's functions, incorporating the assessment of outcomes, review of effectiveness and formulation of recommendations to the Council, partners and other bodies, which shall include any decision relating to:

(i) furthering public health objectives through the development of partnerships with other public bodies, community, voluntary and charitable groups and through the improvement and integration of health and social care services.

g) in respect of the Health and Social Care Act 2006, the functions to:

(iii) investigate major health issues identified by, or of concern to, the local population.

(v) scrutinise the impact of interventions on the health of local inhabitants, particularly socially excluded and other minority groups, with the aim of reducing health inequalities.

(vi) maintain an overview of health service delivery against national and local targets, particularly those that improve the public's health.

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Adult Social Care and Public Health Committee Adult Social Care and Public Health Committee Adult Social Care and Public Health Committee Health and Wellbeing Board	14 th June 2022 7 th June 2021 8 th September 2021 15 th December 2021