



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

TELEPHONE: 020 8464 3333

CONTACT: Graham Walton
graham.walton@bromley.gov.uk

DIRECT LINE: 020 8461 7743

FAX: 020 8290 0608

DATE: 20 May 2021

EXECUTIVE

Wednesday 26 May 2021

Please see the attached report marked “to follow” on the agenda.

- 7 SUBSTANCE MISUSE SERVICES - LOT 1: ADULT SERVICES CONTRACT VARIATION; LOT 2: YOUNG PEOPLE SERVICES - CONTRACT VARIATION**
(Pages 3 - 12)

Copies of the documents referred to above can be obtained from
<http://cde.bromley.gov.uk/>

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Report No.
CSD21062

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker: EXECUTIVE

With pre-decision scrutiny from Executive, Resources and Contracts Policy Development and Scrutiny Committee on 25th May 2021

Date: 26th May 2021

Decision Type: Non-Urgent Executive Key

Title: Substance Misuse Contracts: Extension and Variation

Contact Officer: Mimi Morris-Cotterill, Assistant Director Public Health
Tel: 020 8461 7779 E-mail: mimi.morris-cotterill@bromley.gov.uk

Chief Officer: Dr Nada Lemic, Director of Public Health

Ward: All Wards

1. REASON FOR REPORT

- 1.1 The Substance Misuse Service for Adults and Children is an integrated provision for drugs and alcohol services with the aim of moving an individual from the position of problematic drugs and/or alcohol misuse to a position of stability, improved health and positive engagement with employment or education and the community.
 - 1.2 On 21st May 2018, Executive approved the award of two contracts to Change Grow Live for the provision of Adults Substance Misuse Services and Young Peoples Substance Misuse Services. Both Contracts were awarded for a period 3 years commencing on 1 December 2018 to 30th November 2021, with an option to extend for a further period of up to 2 years. The Adult Service contact has an annual value of £1,349k and a whole life value (inclusive of extension option) of £6,745k. The Young People's contract has an annual value of £149k and a whole life value (inclusive of the extension option) of £745k.
 - 1.3 On 8th April 2021, Public Health received a Section 31 Local Authority grant of £207k for a one-year non-recurring funding for schemes to support improvements in interventions to reduce drug related offending and deaths in 2021/22. It is proposed to utilise this grant via a variation to the existing Adults Substance Misuse contract.
 - 1.4 This report seeks authorisation to draw down the Section 31 grant and the subsequent variation to the Adults Substance Misuse contract; and to extend both contracts in accordance with their terms.
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2. RECOMMENDATION(S)

2.1 Executive, Resources and Contracts PDS are asked to note and comment on the content of this report.

2.2 Executive is recommended to Approve:

- i) The draw down of the total grant amount of £207k to be used as set out in Paragraphs 3.1 – 3.3.
- ii) The variation of £177k to the Adults Substance Misuse Services Contract for a period of one year commencing 1st June 2021 and expiring on 31st May 2022
- iii) The extension of the Adults Substance Misuse Services Contract for a period of two years from 1st December 2021 to 30th November 2023 at an annual value of £1,349k as allowed for within the Contract; and
- iv) The extension of the Young People's Substance Misuse Services Contract for a period of two years from 1st December 2021 to 30 November 2023 at an annual value of £149k as allowed for within the Contract.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Public Health programmes benefit vulnerable adults and children & young people

Corporate Policy

1. Policy Status: Existing Policy.
 2. BBB Priority: Safer Bromley, Children & Young People, Excellent Council, Healthy Bromley
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Financial

1. Cost of proposal: Estimated Cost: £3,173k
 2. Ongoing costs: Recurring Cost. £1,498k p.a.
 3. Budget head/performance centre: Public Health – Substance Misuse
 4. Total current budget for this head: £1,769k
 5. Source of funding: Public Health Grant / Section 31 Local Authority Grant
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Staff

1. Number of staff (current and additional): Additional 0.5 FTE from the non-recurring Public Health Grant/Section 31 Local Authority Grant
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirements
 2. Call-in: Applicable
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Customer Impact

1. Estimated number of users/beneficiaries: Approx.5,600
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

Section 31 Local Authority Grant:

- 3.1 Condition of the non-reoccurring one-year funding is that the grant is spent in accordance with PHE's guidance in achieving the following outcomes:
- I. Reducing the rate of drug-related deaths;
 - II. Reducing drug-related offending;
 - III. Reducing the prevalence of drug use.
- 3.2 Locally, the funding will enable an expansion of treatment capacity employing additional staff who specialise in delivering evidence-based psychosocial and pharmacological interventions to residents that are known to the criminal justice system. The approved schemes will be provided by the current Substance Misuse Provider and total £177k. The residual amount of £30k will be retained by Public Health for the recruitment of a temporary Programme Lead to co-ordinate these schemes and to ensure collaboration with key stakeholders including Community Safety.
- 3.3 To facilitate the allocation of the grant to the Substance Misuse Provider as described in 1.3, a variation to the Adults Substance Misuse contract will be required from 1st June 2021 until 31st May 2022.

Contract Extensions:

- 3.4 Adults' Substance Misuse Services is often referred to locally as BDAS (Bromley Drug and Alcohol Service). BDAS performance is in the top quartile nationally and indicate that there has been significant progress in delivering the service. Missed appointment rates are low & safeguarding contacts are good.
- 3.5 The Young People's Service is called Bromley Changes. Their provision includes treatment for young drug and alcohol users and offer of support around resilience and recovery as well as identifying and supporting children and young people living with, and affected by, parental and/or other household members' substance use. Training and support are also available to partners to help front line practitioners to better understand substances being used. The training on behaviour change strategies helps building resilience in young people with an overall aim of promoting healthy behaviours and reducing risk behaviours.
- 3.6 During the initial phase of the Covid-19 pandemic, there was a reduction in the number of referrals in both the adults' and young people's services but from quarter 2 of 2020-21 referrals in both services have increased substantially. Balancing the need to minimise face-to-face contact and to manage demand, both services have quickly moved to virtual provisions with numbers starting treatment significantly increased.
- 3.7 Despite this and the challenges of complying with Covid secure measures, the adults' service has kept one of its premises open and continue to engage and treat service users, especially those 'hard to reach' drug users, who may not have the knowledge and wherewithal to access service digitally. Action has also been taken to secure dispensing and delivery of medication.

- 3.8 Both BDAS and Bromley Changes continue to adjust their delivery methods to ensure their service is operating safely from both user and staff perspectives. The technology-enabled approaches have been successful in keeping service users engaged with many reported positive experience. The use of distance but fast communication has enabled remote working and enhanced partnership working with other agencies.
- 3.9 The service has a clear plan to return to business as usual as restrictions ease with the intention to continue to innovate through the use of digital technologies beyond the pandemic.
- 3.10 Given its performance and commitment to continuous improvements coupled with positive experience reported by service users, permission is therefore sought to extend both the Young People and Adults Contracts for two years from 1 December 2021 to 30 November 2023. Change Grow Live has confirmed a willingness to accept a 2 year extension for both contracts.

4. SUMMARY OF THE BUSINESS CASE

- i) The draw down of the funds from the Section 31 Local Authority grant will allow the variation to the Adults contract to implement the schemes as set out in 3.1 to 3.3.
- ii) The organisation has evidenced service improvements and positively embraced the challenge of meeting stretch goals. There is strong and dynamic leadership of the service demonstrated in the effective plan that was put in place to make the service sustainably COVID-19 secure over the course of the pandemic.
- iii) The extension to the Adult and Young People Contracts will allow commissioners to consolidate the learning from COVID-19 in terms of the development of efficient and effective service delivery and the exploration of innovations in service delivery.

4.1 SERVICE PROFILE/DATA ANALYSIS

- 4.1.1 The data in Table 1 compares the number of Bromley residents starting treatment from Q1 to Q3 in 2019-20 and 2020-21. Despite the challenges posed by the current pandemic, the service has managed to start more treatments this year (279) than last year (256), an increase of 9%.

Table 1: Comparison of Adults treatment start by substance in Quarter 3 2019-20 & Quarter 3 2020-21

Comparisons of treatment start by Substance	Quarter 3 YTD 2019-20	Quarter 3 YTD 2020-21
Opiates	80	77
Alcohol	119	104
Non-opiates	20	45
Non-opiates & alcohol	37	53

Total starting structured treatment	256	279
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4.1.2 The data in Table 2 compares the performance of Bromley Changes in 2019-20 and 2020-21. All areas, except the number in effective Tier 3 treatment, have seen a significant increase especially in support to concerned families and friends.

Table 2: Bromley Changes Performance: Comparison between 2019-20 and 2020-21:

KPIs	Description	Annual Target	Performance 2020-21 (Yr 3)	Performance 2019-20 (Yr 2)
KPI1	No. of training sessions delivered for partners	6 per year	33	8
KPI9	No. in effective Tier 3 treatment (rolling 12 months)	Yr 1: 66 Yr 2: 73 Yr 3: 80	56	76
KPI11	% with recorded Young People's Outcomes Record at the start of treatment	95%	100%	100%
KPI12	% receiving psychosocial interventions	90%	100%	100%
KPI13	% receiving harm reduction interventions	100%	100%	100%
KPI14	% receiving multi agency interventions	60%	98%	64%
KPI23	No. family/friends supported via telephone/on-line	30	124	39

At the beginning of COVID-19 lockdown period referrals reduced, however there was an increase in both referrals and activity since then, especially during Q2 and Q3. The numbers that are starting treatment has also increased with significant rise in safeguarding conference attendance (25 compared to 15 in 2019/20). This is illustrated below in Table 3.

Table 3: Bromley Changes performance comparison of Q1 and Q4 2020-21

Area	Q1	Q2	Q3	Q4	Total
Referrals	20	25	39	22	106
Young People new to treatment	6	11	20	9	46
Training sessions facilitated for front-line practitioners	0	14	15	4	33
No. of safeguarding conferences attended in Q4	7	10	1	7	25

4.2 OPTIONS APPRAISAL

4.2.1 **Option 1: Vary the Adults Service and extend the Contracts for both the Adults and Young Peoples Services for two years in accordance with the terms of the Contracts from 1st December 2021 to 30th November 2023.**

This will provide continuity of service during and following on from the Covid-19 pandemic; a very challenging time for all services. This option will also allow Change, Grow Live to continue to adapt the service making greater use of technology and implementing the learning from alternative methods of engagement throughout the pandemic, such as postal needle exchange and will ensure value for money and sustainability of the Services.

4.2.2 Option 2: Decommission the Service

This is not an option as the Service is required to ensure the Council meets its statutory responsibility to provide substance misuse support services.

4.2.3 Option 3: Retender the service

The service is performing well and the added value they offer, such as the organisation's investment in Hidden Harm, is significantly beneficial to Bromley. The current provider can provide an integrated drug and alcohol service to adults and young people in Bromley. Bromley is a high performing borough and it is important not to disrupt this in the post-pandemic period.

Based on the above performance, it was anticipated that the approved option to extend for a further 2 years would be used. To re-tender the Service now will not allow the sufficient time to adapt the service and increase the use of technology and implement the learning from alternative methods of engaging with this client group.

4.3 PREFERRED OPTION

- 4.3.1 In consideration of the issues above, Option 1 to extend the contracts with Change, Grow Live for the provision of Substance Misuse Services (Adults and Young People) is recommended to facilitate improvements in the service as set out in 4.2.1 above, for a period of two years from 1st December 2021 to 30th November 2023.

1.4 MARKET CONSIDERATION

- 4.1 Responding to the Covid-19 pandemic and the ongoing related uncertainties has impacted the market and the ability of providers and commissioners to engage in a procurement process.
- 4.2 The extensions to the Contracts will enable Change, Grow, Live to embed and sustain new innovative ways of providing the services gained during the pandemic into the delivery of the Service.

5. STAKEHOLDER ENGAGEMENT

- 5.1 The potential variation to the Adults Service and extension to both the Adult Substance Misuse Service and the Young People Substance Misuse Service Contracts to 30th November 2023 has been discussed with the Provider and Change, Grow, Live welcomes the proposal and is clear that the Service will be re-tendered at the end of the extension period.

6. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

6.1 **Proposed Procurement Action** – Authorisation is sought to approve the variation to the Adults service as set out in this paper and extend both the Contracts for Adult Substance Misuse Services and Young Peoples Substance Misuse Services for a period of two years in accordance with the terms of the Contracts.

6.2 **Estimated Value of Proposal** – Adults Service: £1,349,000 per annum. £2,698,000 for the two year extension period. £177,00, for the variation from 1st June 2021 to 31st May 2022 with the residual £30,000 to be retained by PH as set out in paragraph 3.2.

Young People Services - £149,000 per annum. £298,000 for the two year extension period.

6.3 **Other Associated Costs** – None

6.4 **Proposed Contract Period** – Variation to the Adults Contract: 1st June 2021 to 31st May 2022

Extension to both Contracts: 1st December 2021 to 30th November 2023

7. SUSTAINABILITY AND IMPACT ASSESSMENTS

7.1 This option provides an adequate timeframe for the review of the service to embed new innovations and good practice introduced during the pandemic into the delivery of the Service. It also acknowledges the need to manage the procurement process due to the ongoing impact of COVID-19.

7.2 This option also enables further innovations that will bring about a more sustainable financial position that will support the Council in meeting the requirements of delivering statutory services in a financially challenging environment.

8. POLICY CONSIDERATIONS

8.1 The Services meet the Council's obligations within 'Building a Better Bromley'.

9. IT AND GDPR CONSIDERATIONS

9.1 The proposed option does not have any IT and/or GPDR implications as these have already been considered and scrutinised for the existing contract.

10. PROCUREMENT RULES

10.1 This report seeks a two year extension to the Contracts with Change, Grow, Live, utilising the formal extension options built into both Contracts. The estimated value of the proposed extensions are: Adult Services - £2,698,000 and Young People Services - £298,000.

10.2 In addition, the report seeks a variation to the Contract with Change, Grow, Live for the Adults Service for a period of one year commencing on 1st June 2021 to 31st May 2022. The proposed value of the variation is £177,000 and will be met from the PHE grant detailed in Paragraphs 3.1 to 3.3.

10.3 The Council's requirements for authorising an extension are covered in CPR 23.7 and 13.1 In line with the delegated authority agreed by the Executive on 21st May 2018, the Approval of the Portfolio Holder following Agreement of the Chief Officer,

Assistant Director of Governance and Contracts, Director of Corporate Services and Director of Finance must be sought.

- 10.4 Following Approval, the extension must be applied via a suitable Change Control Notice, or similar, as specified.
- 10.5 The actions identified in this report are provided for within the Council’s Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

11. FINANCIAL CONSIDERATIONS

- 11.1 The total cost of the proposed contract extensions is £1,498k per annum which is in line with the existing Public Health budget for these services, and will take the total whole life value to £7,490k.
- 11.2 The £177k cost of the proposed contract variation will be fully met from the ringfenced grant allocation for additional drug treatment, crime and harm reduction activity.
- 11.3 It is proposed that the remaining £30k of the grant allocation is used to recruit a temporary programme lead to co-ordinate the additional schemes covered by the contract variation.

13. LEGAL CONSIDERATIONS

- 13.1 The Council has the legal duty to provide the substance misuse services and has the power to receive the Government Grant and to enter into the service contracts identified in this report.
- 13.2 Contracts for the provision of substance misuse services is a public services contract within the meaning of the Public Contracts Regulations 2015 (Regulations) under the light-touch regime. Regulation 72 would permit both the extension and variation to the Adults Substance Misuse Services contract and the extension to the Young Peoples Substance Misuse Services without the need to carry out a procurement exercise because the extensions have been clearly explained at the outset and the variation would not have been reasonably known and is within the monetary tolerances. In relation to the variation it will be necessary to publish a notice.
- 13.3 The Procurement comments to this report explain compliance with Contract Procedure Rules decision-making which for convenience, decisions for the extensions and the variation can be taken together by the Executive.
- 13.4 Officers should ensure the extensions and the variation to the contracts are properly recorded in writing and may wish to seek legal assistance.

Non-Applicable Sections:	Personnel Considerations
Background Documents: (Access via Contact Officer)	Report for the Contract Award for Substance Misuse Services: Lot 1 Adults Lot 2 Young People

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