

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

14 SEPTEMBER 2021

REPORT OF THE CORPORATE DIRECTOR SOCIAL SERVICES AND WELLBEING

SUBSTANCE MISUSE SERVICE PROVISION IN BRIDGEND COUNTY BOROUGH

1. Purpose of report

1.1 The purpose of this report is to:

- provide an update of the work to transition substance misuse services from the former Western Bay Area Planning Board into Cwm Taf Morgannwg Area Planning Board;
- seek approval for Rhondda Cynon Taf County Borough Council, (RCTCBC) to undertake the procurement exercise on behalf of Bridgend County Borough Council (BCBC) to commission an integrated service provider for Tier 1 and 2 substance misuse service provision in Bridgend County Borough. This will be undertaken in accordance with rule 3.1.5 of the Council's Contract Procedure Rules. Approval to award the service contract will be sought via delegated powers (under the Council's Scheme of Delegation) once the procurement and evaluation process has been undertaken;
- seek approval to enter into a regional collaboration agreement with RCTCBC to set out the responsibilities of each Authority for the initial procurement process and subsequent management of the service contract; and
- delegate authority for the Corporate Director Social Services and Wellbeing, in consultation with the Interim Head of Finance and Section 151 Officer and Chief Officer - Legal, HR and Regulatory Services, to agree the terms of and enter into the regional collaboration agreement.

2. Connection to corporate well-being objectives/other corporate priorities

2.1 This report assists in the achievement of the following corporate well-being objectives under the **Well-being of Future Generations (Wales) Act 2015**:

- **Helping people and communities to be more healthy and resilient** - taking steps to reduce or prevent people from becoming vulnerable or dependent on the Council and its services. Supporting individuals and communities to build resilience, and enable them to develop solutions to have active, healthy and independent lives.
- **Smarter use of resources** – ensure that all resources (financial, physical, ecological, human and technological) are used as effectively and efficiently as possible and support the creation of resources throughout the community that can help to deliver the Council's well-being objectives.

3. Background

3.1 Area Planning Boards (APB) were set up by Welsh Government in 2010 to provide a regional framework to:

- Strengthen partnership working and strategic leadership in the delivery of the substance misuse strategy;
- Enhance and improve the key functions of planning, commissioning and performance management.

3.2 The Cwm Taf Morgannwg APB is a multi-agency Board which includes representation from:

- Bridgend, Merthyr and Rhondda Cynon Taf Local Authorities
- Cwm Taf Morgannwg University Health Board (CTMUHB)
- Cwm Taf Morgannwg UHB Public Health Team
- Police and Crime Commissioners Office
- South Wales Police
- Welsh Government
- Her Majesty's Prison and Probation Service (HMPPS)

The APB is accountable to the Public Services Board in respect of all its activities.

3.3 In Cwm Taf Morgannwg (CTM) most substance misuse services are funded through two Welsh Government funding streams:

- The Substance Misuse Action Fund (SMAF): £4M;
- The Local Health Board ring-fenced substance misuse allocation: £3.5M.

3.4 RCTCBC is the nominated banker and grant recipient for the Substance Misuse Action Fund (SMAF) allocation on behalf of the APB area and administers the grant in accordance with the terms and conditions of the funding and the agreement of the responsible authorities within the APB membership. RCTCBC employs a small commissioning team to engage with partners to coordinate the required functions of the APB. The team is managed by a Substance Misuse Lead Officer.

3.5 It is important to note the work of the role of RCTCBC as the banker of the grant; however, any work undertaken across CTM will be in collaboration with respective partners. It is imperative that all functions in the Bridgend area, including recommissioning, will be carried out with the full cooperation and representation of key partners and stakeholders in Bridgend.

3.6 All services currently commissioned for substance misuse within CTM fall within a 4-tier conceptual framework, which refers to the level of intervention provided:

- **Tier 1:** Consists of a range of drug-related interventions that can be provided by generic providers, depending on their competence and partnership arrangements with specialised substance misuse services;

- **Tier 2:** Interventions are provided by specialist substance misuse providers and include a range of harm reduction interventions, and interventions that engage, retain, and support people in treatment. Support for families and concerned others are also considered to be tier 2 interventions;
- **Tier 3:** Specialist provisions including all clinical functions, substitute prescribing programmes and community detoxification.
- **Tier 4:** Services provide substance misuse inpatient detoxification and residential rehabilitation programmes.

- 3.7 In 2016 as part of a process of modernisation to respond to changes in legislation and service user need, the Cwm Taf APB commissioned consultants, Health and Social Research (HSR), to carry out a review of substance misuse service provision in RCTCBC and Merthyr Tydfil, and to develop a model of service. The aim was ensuring a cohesive whole system approach with equitable and accessible services across the area. Following a procurement process, the new integrated service commenced in RCT and Merthyr Tydfil on 1st April 2019.
- 3.8 In April 2019 as part of the Health Board boundary change, BCBC moved from the former Abertawe Bro Morgannwg University Health Board and Western Bay area into Cwm Taf to form part of the new Cwm Taf Morgannwg area with Merthyr and RCT CBC's, and with that move BCBC became a member of the CTM APB.
- 3.9 CTM APB convened a multi-agency Bridgend Development subgroup to manage the transition of services from Western Bay to Cwm Taf Morgannwg and to develop Substance Misuse services in Bridgend that align with the current integrated service in RCT and Merthyr Tydfil CBC'S.
- 3.10 Prior to the boundary change, the former Western Bay APB had already embarked on a process for reviewing service provision and had also appointed consultants; HSR, to carry out this review. Upon notification of the boundary change, HSR were asked to carry out a needs assessment specifically for the Bridgend area to:
- Review substance use services in Bridgend;
 - Undertake a needs assessment to identify:
 - What works well in Bridgend substance use treatment services;
 - Unmet need;
 - Gaps in service provision;
 - Enablers and blocks to treatment pathways.
- 3.11 A number of sources were used to gather information for the assessment of needs including from, service users and concerned others, local authority staff, representatives of the APB, staff from substance misuse treatment and support provision as key partners.
- 3.12 The findings and recommendations from this review, together with information from quarterly contract monitoring exercises and recent consultation exercises with providers and service users, will be used to inform the requirements for future service provision in Bridgend.
- 3.13 The Bridgend Development Group has now commenced the process for the recommissioning of Tiers 1 and 2 substance misuse Service Provision in Bridgend. Services.

4. Current situation/proposal

- 4.1 Since 2015, service provision in the Bridgend area has been provided through an integrated service called “Newid”, which is a collaboration between the Health Board, Adferiad and Plattform. It has become evident from the transition work undertaken to date and the quarterly monitoring exercises that, as well as areas of good practice, there are some areas that require improvement. These include access into services and harm reduction initiatives. Interim measures have been agreed to improve in the short term; including the development of a new family and concerned others support and outreach service, and a single point of access service.
- 4.2 In line with the recommendations of the HSR review in Bridgend, the Cwm Taf integrated service model (as implemented in Merthyr and RCT) will be utilised in Bridgend to provide a suite of essential services which will:
- Be aligned to current service provision in the Region;
 - Provide consistent services across the Cwm Taf Morgannwg area.
 - Improve access into services promoting the “right time right service” approach
 - Address areas of current unmet need.
 - Allow for flexibility within the contract to enable the moving of resources to address changes in service need and demand.
 - Strengthen service user involvement and participation
- 4.3 Tier 3 services will be commissioned and provided by Cwm Taf Morgannwg University Health Board. Tier 1 and 2 treatment and support services currently provided by Adferiad and Plattform will be recommissioned and a new integrated service with one provider appointed.
- 4.4 The development of the procurement process commenced in March 2021. It is anticipated that the tender will be ready to be published on 1st October 2021 with the new service scheduled to commence on 1st April 2022. It is proposed that a contract be awarded for two years with an option to extend for a further one plus one year to coincide with the Cwm Taf contract.
- 4.5 To ensure that the service is procured in line with the existing Cwm Taf integrated service model it is proposed that RCTCBC, as nominated banker and grant recipient for the SMAF, and employer of the regional commissioning team for the APB, will undertake the procurement process through the regional commissioning team. BCBC Procurement colleagues will be included in discussions to ensure compliance with BCBC requirements. The Bridgend Development Group has overseen all development work and quarterly updates will be provided to the APB who are also cited on key decisions. The new service will be fully compliant with the Welsh Government Service Delivery Plan 2019-22 and the requirements of the Substance Misuse Action Fund Grant.
- 4.6 The Bridgend CBC Youth Forum is assisting with the procurement process to develop specific tender questions relating to Children and Young People. The group will also be part of the evaluation and scoring of these questions.

- 4.7 It is proposed that a collaboration agreement be negotiated and agreed between BCBC and RCTCBC to govern their respective roles and responsibilities during the procurement process and setting out how the parties will collaborate to oversee the delivery of the service.
- 4.8 BCBC, CTMUHB and the new provider will work in partnership with the APB to contribute towards the following overarching outcomes:
- Reduce problematic substance misuse and dependency in our population;
 - Enable early detection and support of individuals who are misusing substances;
 - Provide high quality, evidence-based treatment and support according to service user need;
 - Support service users to sustain long term recovery.
- 4.9 The new service will comprise of the following interconnecting components:
- A prevention and early identification/intervention service;
 - A single Point of Entry;
 - A children and young people's service including transition services for vulnerable individuals between the ages of 18-25;
 - Low intensity intervention/treatment and support;
 - Sustained recovery;
 - Specialist service pathway;
 - Shared care services.
- 4.10 Providers will work to the following principles:
- Evidence based practice including psychologically informed treatments and interventions.
 - Collection and collation of data to understand demand and manage trends.
 - A process of continuous improvement based on research and best practice to improve outcomes for service users and staff.
 - A prudent healthcare approach including prioritising treatment for those with greatest need helping to make the most effective use of skills and resources;
 - Person centred care recovery, building on people's strengths combined with a holistic approach based on an effective working relationship between service user and therapist, focused on harm reduction approaches, non-judgemental and non-discriminatory practice;
 - Accessible points of entry, equity of access and a standardised approach across BCBC, Merthyr and RCT CBC's;
 - Commitment to service user involvement, working alongside service users as equal partners sharing power and responsibility;
 - Partnership working, integration and collaboration between all parts of the service, good communication and clear pathways into Mental Health, Housing, Community, Children Services and the Criminal Justice system;
 - Greater emphasis on prevention and early identification including universal and targeted education and advice.
 - Assertive outreach to include proactively engaging with "hard to reach" groups and communities;
 - Outcome focused practice with a clear evaluation framework.

- 4.11 The implementation of the components highlighted above which will be underpinned by working to these principles, is designed, not only to address the areas where the need for improvements has been identified, but to put in place a new integrated model of service which is person centred and focussed on improved outcomes for the people who use the service. The new service will also provide a consistent approach to the provision of substance misuse services across the Cwm Taf region.
- 4.12 In order to involve people who have experience of using substance misuse services and enable them to have a voice in the work of the APB and the Bridgend Development Group Adferiad are currently commissioned to support a service user involvement group in Bridgend. This group enables service users to express their views on the provision of substance misuse services and comment on the work of the APB and Bridgend Development Group. There are similar groups in other parts of the Cwm Taf region which also feed into the APB arrangements. The work will be strengthened under the new integrated contract requirements.
- 4.13 The APB Commissioning team will work closely with the commissioned provider, BCBC and Cwm Taf Morgannwg University Health Board throughout the implementation phase.

5. Effect upon policy framework and procedure rules

- 5.1 There is no effect on the Policy Framework and Procedure Rules as a result of the recommissioning exercise to be undertaken by the ABP regional commissioning team employed by RCTCBC. Rule 3.1.5 of the Council's Contract Procedure Rules (CPRs) provides an exemption from the requirements of the Council's CPRs where goods, services and works are procured by another public body on behalf of the Council. In such instances, and subject to compliance with procurement law, the procuring public body's procurement / contract procedure rules will apply.

6. Equality Act 2010 implications

- 6.1 An initial Equality Impact Assessment (EIA) screening has identified that there would be no negative impact on those with one or more of the protected characteristics, on socio-economic disadvantage or the use of the Welsh language. It is therefore not necessary to carry out a full EIA on this policy or proposal.

7. Well-being of Future Generations (Wales) Act 2015 implications

- 7.1 By taking steps to shift the focus of approach from treatment to prevention, and focussing on improving the health and wellbeing of individuals and families, we are supporting the delivery of the Governments wellbeing objectives in "*Prosperity for all: The National strategy*".
- 7.2 The links to the Welsh Government "*A Healthier Wales, our Plan for Health and Social Care*" can be evidenced in the partnership working arrangements between Health, Social Care and other agencies to provide a holistic care and treatment plan for service users. The integrated service is person centred, with a public health approach, an emphasis on harm reduction, prevention and treatment, and sustained recovery.

7.3 The Welsh Government National Substance Misuse Delivery Plan and the CTM Local Delivery Plan aligns to 5 ways of working in the *Wellbeing of Future Generation Act 2015*. Throughout the priorities and commitments in the plans, there is a focus on having a **long-term** impact on individuals and families, **prevention** of substance misuse is a key priority throughout the plan. Effective working requires **collaboration, involvement and integration**, which are evident throughout the actions in the plans.

These principles and priorities are replicated in the service specification for the integrated service.

8. Financial implications

8.1 Substance misuse services are financed through two Welsh Government funding streams:

- The Substance Misuse Action Fund (SMAF): **£4M; (Annual) - £1,038,982 is allocated specifically for the Bridgend area**
The Local Health Board ring-fenced substance misuse allocation: **£3.5M (Annual)**
- BCBC currently provides an annual partner contribution of £139,189 which has been confirmed as a future commitment, therefore there is no additional financial implication for the Council.
- The annual allocation for Tier 1 and 2 services that are subject to the procurement exercise is set at £467,055. Tenderers will be notified of this budget and asked to submit proposals that maximise their service delivery based on this funding.

9. Recommendations

9.1 It is recommended that Cabinet:

- note the work that has been undertaken to transition substance misuse services from the former Western Bay APB to the Cwm Taf Morgannwg APB;
- approve RCTCBC to undertake the procurement exercise to commission the integrated service provider for Tier 1 and 2 substance misuse service provision in Bridgend County Borough in accordance rule 3.1.5 of the Council's Contract Procedure Rules, with approval to award the service contract via delegated powers (under BCBC's Scheme of Delegation) once the procurement and evaluation process has been undertaken; and
- approve BCBC entering into a regional collaboration agreement with RCTCBC to set out the responsibilities of each Local Authority for the initial procurement process and contract management of the service contract.
- to delegate authority to the Corporate Director Social Services and Wellbeing, in consultation with the Interim Head of Finance and Section 151 Officer and Chief Officer - Legal, HR and Regulatory Services, to agree the terms of and enter into the regional collaboration agreement and any documents or deeds ancillary to that agreement.

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Background documents:

None.