

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker	Executive Member for Adult Services and Public Health
Date:	22 July 2022
Title:	Funding for Drug / Alcohol Inpatient Detoxification Services
Report From:	Director of Public Health

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Purpose of this Report

1. The purpose of this report is to seek approval to spend for inpatient medically managed drug / alcohol detoxification services for an initial contract period of 2 years 3 months with the option to extend for a period or periods of up to 2 further years up to 31 March 2027 with a total estimated value of £6million (With funding from the Office of Health Improvement and Disparities (OHID) currently confirmed until March 2025).

Recommendation(s)

2. That the Executive Member for Adult Services and Public Health approves spend of up to a maximum amount of £6m over 5 years until March 2027 for inpatient medically managed drug / alcohol detoxification services as detailed in this report.
3. Notes that the Director of Public Health has approved interim measures with the current provider to ensure service continuity until 31 December 2022.
4. That the Executive Member for Adult Services and Public Health delegates authority to the Director of Public Health in consultation with the Executive Member to finalise the spend and arrangements for services considering national and regional funding.

Executive Summary

5. The government has allocated additional funding to local authorities over the next three years to implement the national drugs strategy. One funding stream available to all local authorities is to increase the capacity of inpatient medically managed drug / alcohol detoxification. This report seeks approval

to spend on inpatient medically managed drug / alcohol detoxification services in Hampshire by collaborating with 20 local authorities as part of the Central South Coast Consortium. Commissioning additional inpatient detoxification services will allow for better access locally to inpatient detoxification treatment and improved pathways of care for people with complex needs.

6. This programme is a continuation of funding received nationally last year to increase the capacity of inpatient medically managed detoxification services. OHID have approved spend and proposals for 2022/23. To maintain current service delivery interim measures have been agreed with the current provider up until December 2022, whilst an open procurement exercise is undertaken with a new contract to be in place from 1 January 2023 – March 2025. The contract will include the option to extend by a period or periods of up to 2 years (up until March 2027), dependant on national and local funding arrangements. The County Council will be the lead party that will procure the contract on behalf of the Central South Consortium and be the accountable body for this project to receive all the funding directly from OHID.

Contextual information

7. In December 2021 the government launched its 10 year drugs strategy, From Harm to Hope¹ where there was a clear vision to deliver a world class substance misuse treatment and recovery system. In February 2022 it was announced that all local authorities would receive additional 3-year funding to increase capacity and improve quality of local substance misuse services. The funding for this financial year was confirmed in April 2022, with indicative amounts indicated for following 2 financial years (2023-2025). This builds on the funding made available to all local authorities in 2021/22.
8. One element of this funding is to increase capacity of inpatient, medically managed drug / alcohol detoxification. This specialist provision has been depleted over the last few years due to the high costs of running specialist medical units and the relatively low number of people who require this type of specialist treatment. OHID have acknowledged that this treatment option for people with complex needs is currently not provided at a capacity which meets need across the country.
9. A medically managed drug / alcohol detoxification unit can deal with complex physical, mental health and behavioural issues and provide 24-hour nursing care. Medically managed detox provision for the most complex individuals is delivered by the NHS. While there are other, non-NHS medically managed inpatient detox units, it is only the NHS inpatient units that are Consultant Psychiatrist-led, enabling the NHS units to manage the most complex patients that other lower-level detoxification service providers feel unable to

¹ [From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/from-harm-to-hope)

support. NHS inpatient units are fundamentally different to all other detox and rehabilitation services in England for the following reasons:

- a. The level and extent with which NHS IPUs can assess complexity/acuity
 - b. The ability to effectively manage cognitive impairment
 - c. The ability to manage complex mental and physical comorbidities
 - d. The presence of a range of professionals including social workers, psychologists, pharmacists to enhance packages of care
 - e. Linked to local NHS acute physical health hospitals
 - f. Lead by a Consultant Addictions Psychiatrist
 - g. Provision of NHS training and guidance for medical and social care students
10. In 2021/22 a consortium of 20 local authorities was established and funding was pooled to open a new detoxification in Hampshire (See Appendix A for full list of participating local authorities for 2022/23). This was the only unit in the country to be established with this funding, opened by Dame Carol Black who undertook an independent review of drug prevention, treatment, and recovery which contributed to the development of the government's drug strategy.

Legal & Procurement

11. An open procurement process will be undertaken in line with the "light touch" regime under the Public Contracts Regulations 2015 ("PCR 2015").
12. A service will be procured for a contract start date of the 1 January 2023 until March 2025. However, the County Council would be seeking to include a contract extension mechanism of 2 years (April 2025-March 2027) if additional national or regional funding is forthcoming. In the meantime, the Director of Public Health to approve interim measures with the current provider to ensure service continuity until 31 December 2022.
13. The County Council will be leading the procurement process and procuring the service contract (in accordance with PCR 2015 and the County Council's Contract Standing Orders) on behalf of itself and the 19 other local authorities within the Central South Coast Consortium. It is proposed the procurement process will commence this summer with a contract award in early Autumn 2022 to allow for a potential mobilisation period.

Finance

14. OHID have approved grant funding of £1,077,829 for 2022/23 to the Central South Coast Consortium to commission inpatient detoxification services. (The County Council's portion of this funding is £121,000). Twenty local authorities have agreed that Hampshire County Council will be the accountable body for this project and accept funding on their behalf. Funding

will be received by the County Council directly from OHID for the consolidated amount. A Memorandum of Understanding will be in place with each local authority who is part to the consortium which outlines their agreement for the County Council to accept funds on their behalf. Each local authority in the consortium receives an allocation of bed days, which is determined by their share of the grant funding (as set out by OHID).

15. As the accountable body, the County Council are required to report spend of the grant on a quarterly basis to OHID. Any funding not spent by the end of each financial year will be transferred back to OHID.
16. Whilst only indicative at this stage we are expecting similar funding amounts for 2023/24 and 2024/ 25 and have been informed by OHID to forward plan for these timeframes. The total amount over 3 years is anticipated to be no more than £3.5m, however we are seeking to extend this timeframe to 2026/27 to allow for the consortium to develop a sustainable funding model.
17. Therefore, it is recommended that delegated authority for this spend for the possible extension can be approved by the Director of Public Health to be able to increase and/or maintain capacity of providers to deliver services in relatively short timescales. This will be on the basis that there will be no financial risk to the County Council. Prior to any contractual arrangement being signed by the County Council for the service, either formal confirmation of guaranteed grants funds will be in place or that all Local Authorities in the consortium are legally bound to honour their equivalent of the grant contribution.
18. There is no requirement for the County Council to match fund this service or any future commitment if funding from OHID is not forthcoming.

Performance

19. The impact of a locally commissioned service will allow for better access to inpatient detoxification and improved pathways of care for complex individuals. Unwell individuals will no longer need to travel independently for many hours to access this treatment option, and local substance misuse services will be able to ensure robust pathways into and out of detoxification to access additional support. A local service will also reduce the waiting lists that Hampshire residents currently experience when needing to access treatment at other units in England. Delaying detoxification can sometimes put individuals at risk of increased harm and increases the likelihood of emergency hospital admissions.
20. A Central South Coast Steering Group and Project Board was established in April 2021 with all 20 local authorities (led by Hampshire) to ensure increased capacity in the Southeast for medically managed inpatient detoxification services. Quarterly reporting on progress is required to OHID.

Consultation and Equalities

21. The impact of the service will allow for better access locally to inpatient detoxification and improved pathways of care for individuals with complex needs. This will have a positive impact for those with complex needs and a substance misuse addiction and those living in areas of deprivation where there are higher levels of alcohol / drug harm.

Climate Change

22. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience impacts of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
23. The decision is essentially strategic/administrative in nature and does not have any climate change considerations. However, having a local detox unit will prevent Hampshire residents from travelling out of county for treatment.

Conclusions

24. The funding from OHID has been confirmed for 2022/23, with indicative funding amounts for a further two years after that. This funding has already provided opportunities for local authorities to work collaboratively across the South East (and some local authorities in the South West) region to commission specialist treatment for drug / alcohol detoxification.
25. The commissioning of a service local to Hampshire will improve outcomes for Hampshire residents, allowing improved access to inpatient medically managed drug / alcohol detoxification.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	Yes
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

NB: If the 'Other significant links' section below is not applicable, please delete it.

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> PHE Grant Award for Inpatient Detox Unit https://democracy.hants.gov.uk/documents/s73215/Decision Report - PHE Grant Award for Inpatient Detox Unit.pdf	<u>Date</u> 8 th June 2021
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

- 2.1 The impact of the service would allow for better access locally to inpatient detoxification and improved pathways of care for individuals with complex needs. Unwell individuals will no longer need to travel extensively, and local substance misuse services will be able to ensure robust pathways into and out of detoxification to access additional support. This will have a positive impact for those with complex needs and a substance misuse addiction and those living in areas of deprivation where there are higher levels of alcohol / drug harm. A local service within Hampshire will improve access to treatment.

Appendix A – Local Authorities who are part of the Central South Coast Inpatient Detox Consortium

Local authority
Hampshire
Portsmouth
Southampton
Isle of Wight
Dorset
Bournemouth Christchurch & Poole
West Sussex
East Sussex
Reading
Wokingham
Bracknell Forest
Slough
Royal Borough Winsor & Maidenhead
Brighton & Hove
West Berkshire
Kent
Medway
Buckinghamshire
Oxfordshire
Wiltshire