

Report to: EXECUTIVE CABINET

Date: 29 March 2023

Executive Member: Councillor Eleanor Wills – Executive Member (Population Health & Well-being)

Reporting Officer: Debbie Watson, Director of Population Health
James Mallion, Assistant Director of Population Health

Subject: **PROBATION DEPENDENCY & RECOVERY SUPPORT SERVICE (DRUGS & ALCOHOL) – FUNDING TRANSFER AND CONTRACT VARIATION**

Report Summary: This report provides background information on reforms within His Majesty's Prison and Probation Service (HMPPS) and work at a GM level to meet the objectives of the National Drug Strategy which include the proposals set out in this paper for the local authority to receive additional funding from HMPPS and GMCA to ensure continuation of the Dependency and Recovery service aimed at residents under the supervision of the probation service, to ensure they have access to appropriate treatment and support for substance misuse issues. This report outlines the progress already made and describes the arrangements and approach proposed over the coming years which will involve the local authority receiving this additional funding and varying in to our existing contract with our substance misuse treatment provider, to ensure this support continues to be offered to Tameside residents. The values are £88,047 for 2023/24 and indicative amounts of £95,287 for 2024/25 and £95,755 for 2025/26.

The Council proposes to commission our existing specialist substance misuse service provider, Change Grow Live (CGL) Services My Recovery Tameside to deliver the Dependency and Recovery services funded by the HMPPS and GMCA. This will be for the duration of the existing contract between Tameside MBC and CGL Services (up to 31 August 2025) utilising a contract variation. The substance misuse commissioners in the Population Health Team are working with STAR procurement on the process and collaboratively with the management team from CGL Services to develop a continued robust delivery plan that meets local needs.

Recommendations: That Executive Cabinet be recommended to agreed that:

- (i) Approval is given to receive the allocation of £88,047 for delivery of the HMPPS Dependency and Recovery Service in 2023/24 and to award this to CGL Services via a contract variation to the existing substance misuse treatment service contract in place. Also to receive and award the indicative amounts for 2024/25 and part of 2025/26 up to the end of the current CGL Services contract in August 2025 (c. £95,287 and £95,755 respectively)
- (ii) Approval is given to vary the existing contract with CGL Services My Recovery Tameside to deliver the HMPPS Dependency and Recovery Service in 2023/24, 2024/25

and part of 2025/26.

Financial Implications:

**(Authorised by the statutory
Section 151 Officer & Chief
Finance Officer)**

The financial implications outlined in this report is to seek permission to receive external new funding from the probation service for enhanced support in our substance misuse service and will have no impact on the council's core budgets.

The confirmed amount for 23/24 is £88,047 (Year 1), 24/25 £95,257 (Year 2) and 25/26 £95,755 (Year 3). The council is not to exceed this within the contract with CGL.

In line with the national approach, funding for this over the past two years has been between the Probation Service and CGL. From April 2023, the council will receive the allocation instead, following the announcement of the three-year settlement. The council's substance misuse provider CGL is therefore already delivering the Dependency & Recovery service from a provider perspective. The council, as lead commissioner for substance misuse will undertake a contract variation with CGL to include this into their existing contract from April 2023, which runs until August 2025. In the final year of 25/26, this will be paid on a pro-rata basis, with a view to build into contracts should funding continue, or would be removed at that point.

Legal Implications:

**(Authorised by the Borough
Solicitor)**

As outlined in the report, the service are seeking approval to receive additional funding from HMPPS and GMCA to ensure continuation of the Dependency and Recovery service aimed at residents under the supervision of the probation service, to ensure they have access to appropriate treatment and support for substance misuse issues and to undertake a contract variation with the existing provider of substance misuse services. Any contract variation will need to be in line with the provision of the Council's Contract Procedure Rules for modification of contracts. Advice from STaR procurement has been taken to ensure compliance with the Contract Procedure Rules which in turn mirror the requirements of the Public Contracts Regulations 2015. If there are any conditions on the funding from HMPPS and GMCA this will need to be reviewed by Legal at the appropriate time before any grant funding agreement is entered into. There may also be conditions that need to be carried through in to the contract variation with the Council's provider as well as the requirement to make future years' services dependent on future funding which at this stage is indicative only.

Risk Management:

Risks will be identified and managed by the implementation team and through ongoing performance monitoring once the grant funding has been awarded.

Access to Information:

The background papers relating to this report can be inspected by contacting the report writer James Mallion, Assistant Director of Population Health.



Telephone: 0161 342 2328 / 07970946485



e-mail: james.mallion@tameside.gov.uk

1 INTRODUCTION

- 1.1 Substance misuse places a significant burden on health outcomes in Tameside. High rates of drug and alcohol consumption and dependence have a substantial impact with Tameside having high rates of drug and alcohol harm. This particularly affects certain groups in the population such as those who have been in prison and are currently on probation.
- 1.2 As part of the existing responsibilities of His Majesty's Prison and Probation Service (HMPPS), there is specific funding from probation to support those in the probation system with dependency & recovery from drugs and alcohol. Over the last two years there have been arrangements in place for HMPPS to directly award grants to our local substance misuse providers (CGL Services in Tameside) to provide this enhanced service to probation clients.
- 1.3 Going forward, and as part of the GM objectives to deliver on the National Drugs Strategy, it is proposed that this funding is transferred from HMPPS to local authorities, as the commissioners of the existing specialist substance misuse treatment services, to be varied into existing contracts with these providers to ensure continued delivery of this support for those in the probation system.
- 1.4 This report outlines the strategic context to this funding; successes and impact of the existing provision locally; proposals of how this further funding will be utilised to improve support for those in the probation system in 2023/24 and beyond; and next steps to put this in place.

2. THE NATIONAL, GREATER MANCHESTER AND TAMESIDE CONTEXT

- 2.1 The government published a new national drugs strategy at the end of 2021, "***From Harm To Hope: A 10-year drugs plan to cut crime and save lives***"¹, which provides a 10-year plan to cut crime and save lives by reducing the supply and demand for drugs and delivering a high quality treatment and recovery system. In order to deliver the change this strategy calls for, local authorities have already been awarded with additional grant funding, the Supplementary Substance Misuse Treatment and Recovery Grant, over 3 years. To further support cohorts in the criminal justice system, there is further funding in the probation service to support dependency and recovery among these groups.
- 2.2 In fulfilling the requirements of the National Drug Strategy, across Greater Manchester, a GM Drug and Alcohol Transformation Board has been established which has system-wide representation to ensure that our GM system is taking the steps required to meet the outcomes set out in the National Drug Strategy. The national strategy refers to 'Combatting Drugs Partnerships', which the GM Drug and Alcohol Transformation Board fulfils the role of. This group is chaired by Baroness Beverley Hughes, Deputy Major for Greater Manchester, and has system wide representation including representation from the Directors of Public Health across GM as the lead commissioners of local authority funded substance misuse treatment services.
- 2.3 The government has established a national Joint Combatting Drugs Unit to hold oversight of local areas' progress against the objectives set out in the National Drugs Strategy. For this, local partnerships must provide 3 key documents: a Combatting Drugs Delivery Plan; a Drug and Alcohol Strategic Outcomes Framework; and a Joint Drug and Alcohol Needs Assessment. Each of these are in development for GM, led by the GM Drug & Alcohol Transformation Board, and the GMCA. A draft of the GM Combatting Drugs Delivery Plan has been produced. One of the key areas in this delivery plan are the steps required to ensure we have a world-class treatment and recovery system in GM. One of the objectives under this

¹ <https://www.gov.uk/government/publications/from-harm-to-hope-a-10-year-drugs-plan-to-cut-crime-and-save-lives>

area is the effective commissioning and provision of substance misuse services for probation clients in collaboration between the National Probation Service and local authorities to ensure a strong, coordinated approach.

- 2.4 In 2021 reforms were introduced to Her Majesty's Prison and Probation Service (HMPPS) which brought previously separate elements of this system together under one organisation within HMPPS. This also included commissioning responsibilities for HMPPS for a range of additional support for those in the probation system, including those requiring dependency and recovery support for drug and alcohol issues. In Greater Manchester, as part of the Justice Devolution arrangements between GMCA and HMPPS, these commissioning responsibilities were devolved to GMCA.
- 2.5 These reforms and commissioning arrangements within HMPPS have coincided with the new National Drug Strategy as outlined above, and GM and National drug and alcohol reviews in 2020/21 which recommended a more accurate assessment of the number of offenders in GM requiring substance misuse interventions, and the joint commissioning, planning and delivery of services to meet the identified needs.
- 2.6 These policy shifts at a national and GM level, as well as the available funding, provide a key opportunity to ensure that this funding is utilised to best meet the needs of our residents who are under the supervision of the probation system and face a greater degree of harm from drugs and alcohol, and have a direct need for support.

3. ARRANGEMENTS FOR THE DEPENDENCY AND RECOVERY SERVICE AND FUNDING

- 3.1 The funding from the National Probation Service for the Dependency and Recovery support service commenced in 2021/22 and has been confirmed up to the end of the 2025/26 financial year (31 March 2026). This will in principle ensure the ongoing funding of specific locality drug and alcohol service support for criminal justice cohorts, pre and post sentence. This forms part of the GMCA Justice Devolution arrangements between GMCA and His Majesty's Prison and Probation Service (HMPPS). GM Probation and GMCA oversee this overall funding which supports people on probation to access support for substance misuse issues.
- 3.2 The key outcomes that the Dependency & Recovery service, funded by HMPPS, aims to achieve over the coming years are: to increase engagement in treatment; to increase the numbers of clients entering community-based treatment within 3 weeks of release from prison; increasing the number of successful completions from community sentence treatments; and overall an increase in the proportion of people in the criminal justice system with an identified substance misuse need that receive appropriate treatment.
- 3.3 There has already been an arrangement in place across GM, for the additional provision of drug & alcohol support services for probation clients throughout 2021/22 and 2022/23, facilitated by the GMCA and the GM Drug and Alcohol Transformation Board, by directly awarding grants of the HMPPS funding to existing providers of local substance misuse treatment services.
- 3.4 Initially in 2021/22 and 2022/23, it was agreed that the probation dependency and recovery services should be delivered by the existing local substance misuse treatment providers (for Tameside this is CGL Services). This was put in place via a direct grant award of the funding to these providers from HMPPS, via GMCA. The GM and Tameside contributions from HMPPS/GMCA to CGL for this service for these two years are set out below in Table 1.

D&R Probation Funding direct to services	2021/22	2022/23
Tameside	£47,460.87	£62,890.61
Greater Manchester Total	£639,733.00	£847,713.00

Table 1: HMPPS Funding Allocations directly to local substance misuse treatment providers for 2021/22 and 2022/23 (Tameside and GM)

- 3.5 Over the last two years, CGL Services have delivered the Dependency and Recovery service in Tameside alongside the other substance misuse service in GM which CGL provide, which is for Manchester. The service has ensured that strong relationships and data sharing links are in place with HMPPS; dedicated staff are in place with 5 separate key worker posts to carry out assessments, identify support needs and communicate with HMPPS; and there is a full time group work facilitator run by ACORN with at least weekly provision of group sessions in Tameside. This service offer has achieved some crucial outcomes for individuals who are under the supervision of probation services who have substance misuse needs to date in Tameside/GM:
- New referral pathways from HMPPS into CGL Services
 - In-depth substance misuse assessments for all clients referred by HMPPS with 44 completed in 21/22 as the service was established, increasing to 70 completed during 22/23
 - 45 out of 70 referrals in 22/23 (64%) received treatment from the service with 19 of the referrals (27%) achieving successful completions of treatment, which is above the average for the overall service
- 3.6 The national funding for these services has been agreed by HMPPS up to 2025/26. The future allocations for GM and Tameside are set out below in Table 2.

D&R Probation Funding to LAs	2023/24	2024/25	2025/26
Tameside	£88,047	£95,287*	£95,755*
Greater Manchester Total	£1,253,241	£1,356,307	£1,362,964

Table 2: HMPPS Funding Allocations to local authority commissioners of local substance misuse services to vary into existing contracts for the D&R provision for probation clients 2023/24 to 2025/26

**indicative local funding, amount may vary*

- 3.7 Going forward it is proposed that this funding for the Dependency and Recovery service for probation clients is transferred to local authorities, who already commission the specialist substance misuse service providers, and that the specifications for this service are varied into the existing contracts that the local authority commissioners hold with the substance misuse service providers.
- 3.8 In Tameside, Change Grow Live (CGL) are currently commissioned to provide the integrated, all-age substance misuse treatment service 'My Recovery Tameside' up to August 2025. It is proposed that the council accepts the HMPPS funding for the dependency and recovery service and draws up a contract variation to allocate this funding to CGL, to continue to implement the service as per the outcomes set out by HMPPS. This would be for the duration of the current contract with CGL, up to August 2025. Advice on this process has been sought from STAR procurement in terms of thresholds for and contents of a contract variation.
- 3.9 In addition, while this contract will be held between Tameside MBC and our existing provider, CGL, HMPPS will be involved in monitoring this element of our contract with CGL.
- 3.10 The exact service specification for this service to commence from 01 April 2023, will be agreed with HMPPS, and will incorporate the following key aims and objectives:

- Reduce drug and alcohol related reoffending
- Reduce drug and alcohol related health harms for the offender
- Improve community safety by reducing the risk of drug and alcohol related harms to others
- Increasing numbers of appropriate referrals to specialist substance misuse services
- Increasing numbers retained in treatment
- Developing interventions for those that do not require specialist treatment
- Increasing numbers sustaining recovery

- 3.11 From 2023/24 onwards CGL Services have proposed that they will continue to coordinate their Dependency & Recovery provision across their two GM sites of Tameside and Manchester with all of the elements already achieved and implemented over the last two years including key workers, group work and rapid assessments. The ongoing coordinated approach across Tameside and Manchester provides increased resilience across the services to cover for issues such as vacancies / sickness etc. as well as better support around enablers such as intelligence and data sharing, leadership capacity and having dedicated roles for the Dependency & Recovery service.
- 3.12 As there is an uplift in funding for 2023/24 for Tameside (approx. 40%), CGL have proposed that they would also include increased project management capacity to improve collaboration with wider partners, assist with contract monitoring with HMPPS, training and improving pathways. They would also increase the ACORN group work capacity by 30% to increase access to group-based activities. Finally they would introduce a full time dedicated women's worker across Manchester and Tameside to address inequalities faced by women in the criminal justice system.

4. RISKS

- 4.1 The annual funds for this extended service are dependent on continued funding from HMPPS. HMPPS have indicated that funding will continue up to the end of 2025/26, however in the event that central government changes the current funding allocation, the local authority would not continue to commission the additional provision under the Dependency & Recovery programme. Wording to this effect will be included as part of the contract variation with the provider.
- 4.2 Final service specification and KPIs for the Dependency & Recovery service have not yet been provided by HMPPS. However work is ongoing with GMCA and HMPPS to finalise this to ensure that the requirements of the service are reasonable within the financial resources being provided.

5. NEXT STEPS

- 5.1 Once approved, the Council will receive the funding from HMPPS via GMCA and will vary the existing contract with CGL MRT to deliver the Dependency and Recovery Service for 2023/24, 2024/25 and part of 2025/26, up to the end of the existing contract on 31 August 2025. The final year funding allocation (2025/26) will be 'pro-rata' as the current contract with CGL Services ends in August 2025. At this point the intention will be to build any ongoing enhanced funding for this service into any future commissioning arrangement, but that is yet to be determined at a national level. These arrangements are based on the established contract with CGL Services to provide substance misuse treatment services in Tameside. There is provision within the current contract to extend the service to the amounts set out in this funding allocation and over this time scale. The cumulative value of modifications on this contract to date, including the proposals outlined in this paper, remains less than 50% of the original contract value, therefore this can be awarded via a modification and contract variation. Population Health have engaged with and sought advice from STAR procurement throughout

this process and will continue to follow this advice regarding the relevant procurement route and requirements.

- 5.2 This work will be driven by the commissioners in the Population Health team who will continue to work closely with the funders in HMPPS and GMCA and also with the provider CGL. There will also be oversight within the council via the Community Safety Partnership, where existing progress and work on drugs and alcohol is fed in and reported on, on a regular basis.
- 5.3 CGL Services will retain the flexibility to subcontract elements of the programme where appropriate, to ensure successful and timely delivery of interventions. Also, where and if it has been agreed, CGL will continue to deliver elements of this programme on a GM footprint (across Tameside and Manchester services).
- 5.4 CGL Services will implement the programme of interventions, ensure the offer is embedded within local neighbourhoods and monitor the outcomes of the work.

6. CONCLUSION

- 6.1 This funding is being allocated to local authority commissioners of substance misuse treatment services to ensure the ongoing delivery of enhanced Dependency and Recovery support for probation clients across Tameside, to increase engagement with treatment and successful completions, as well as tackling inequalities such as those facing women. Progressing with this work will ensure that we are delivering on the GM Combatting Drugs delivery plan and wider outcomes set out in the National Drug Strategy.
- 6.2 Over the next 3 years, this funding and enhanced support for probation clients in Tameside will enable us to: reduce drug and alcohol related reoffending; reduce drug and alcohol related health harms for the offender; and improve community safety by reducing the risk of drug and alcohol related harms to others.

7. RECOMMENDATION

- 7.1 As stated at the front of this report.