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Report of: Jayne Ludlam, Executive Director of Children's Services
Report to: Cabinet
Date of Decision: 21 September 2016
Subject: Young People's Substance Misuse Service

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input checked="" type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? CYPF				
Which Scrutiny and Policy Development Committee does this relate to? Children, Young People and Family Support Scrutiny and Policy Development Committee				
Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? (971)				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<p><i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i></p>				

Purpose of Report:

The report sets out the need for the young people's substance misuse service, which is coming to the end of a 4 year commissioning cycle. The proposal is to recommission for 2+1 years from April 2017 on a tapered budget. The proposed changes to the specification are in response to the stakeholder consultation and to adapt to changes in profile and the developments within children's services.

Recommendations:

That approval is given to retender the Young People's Substance Misuse Service 2013 - 2017 for 2 years, with an optional one year extension period;

That approval is given to a reduction in contract value to reflect the reducing Public Health Grant and reductions made previously to other contracts;

That approval is given to the proposed changes to the service specification set out in bullet points within the report at paragraph 6 Reasons for Recommendations;

That authority be delegated to the Director of Commercial Services to approve the procurement strategy for the tender for the Young People's Substance Misuse Service 2017-2019; and

That authority be delegated to the Director of Commercial Services to agree contract terms and approve a contract award following the tender process.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

- NHS National Treatment Agency for Substance Misuse Guidance on Commissioning Specialist Substance Misuse Services
- NDTMS (National Drug Treatment Monitoring System) database
- Current Young Peoples Substance Misuse Service Specification

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance / Commercial: Judith Simons / Paul Rayton
	Legal: Louise Bate Equalities: Bashir Khan
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: Jayne Ludlam
3	Cabinet Member consulted: Jackie Drayton
4	I confirm that all necessary approval has been obtained in respect of the implications indicated

on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
Lead Officer Name: Carol Fordham	Job Title: <i>Vulnerable Children and Young People's Commissioning Manager</i>
Date: 25/08/16	

1. PROPOSAL

This report sets out the intention to retender the young people's substance misuse service, with the agreement of the cabinet member and executive director for children's services. The current contract is coming to an end in March 2017 and this report is intended to inform Cabinet of future commissioning proposals. It is seeking endorsement from Cabinet to progress with a re-specification and procurement of a new service.

The proposed changes to the service specification reflect:

- The changing context of developing access to vulnerable young people's services
- The changing profile of need
- A reduction in contract value and the impact of potential future budget cuts

The young people's substance misuse service in Sheffield provides a coordinated and effective response to the needs of young people, and additional support for vulnerable young people. The service provides early help and prevention through workforce development; offering training, consultation and resources to front line staff in schools and other organisations working with children and young people across the voluntary and statutory sectors.

In line with the National Treatment Agency definition, the service provides a harm reduction model of care planned targeted and specialist interventions aimed at alleviating current harm caused by young people's substance misuse.

Referrals are received from partner agencies including statutory and voluntary children and young people's services, schools, South Yorkshire Police, young people, and parents or carers, to:

- a) access harm reduction advice, specialist support and targeted treatment for identified need
- b) for referral on to in-patient provision.

The proposed service offer shall include:

- Assessment and intervention with young people age 8-18;
- Training for professionals working with children and young people to support identification of need and increase awareness of the referral pathway;
- Interventions on an individual or group work basis, related to a specific substance and targeting a particular group, e.g. young people using cannabis who are at risk of reoffending;
- Resources to build capacity in schools including a drugs policy and screening tool

- Volunteer involvement with training and support
- Development of a substance misuse service as a partner of the Youth Information Advice and Counselling Service (YIACS) where vulnerable young people can directly or a through partner agency referral access a range of emotional wellbeing and practical support services up to the age of 25

1.1 Provision of a young people's specialist service is good practice and is supported by the Government Drug Strategy, the National Treatment Agency (NTA), and the National Institute for Clinical Excellence (NICE) Guidance. The local young people's substance misuse service has a track record of engaging young people across the age range with effective interventions; responding to referrals quickly; communicating well with referrers; and supporting positive harm reduction outcomes for service users. The service delivers against Public Health Outcome Framework targets.

The incumbent provider, The Corner received 154 referrals in 2015-16 representing a decrease in numbers referred over the previous year, in line with national trends. National Drug Treatment Monitoring System (NDTMS) data shows a steady decline since 2009:

- The highest numbers of referrals were of 16 and 17 year olds and most referrals were of young people between the ages of 13 and 18, with only 2 at age 12 and one at age 11
- 30% of referrals were girls and young women and 70% were boys and young men, no other gender definitions were recorded
- 29% of the cohort were from black and minority ethnic populations (statistics provided by the current provider).

The Youth Justice Service consistently refers by far the greatest number of young people, with 2 substance misuse workers located in the multi-agency team. Education refers the second highest number of young people. There have been a growing number of referrals from South Yorkshire Police located in Community Youth Teams who are increasingly using out of court restorative justice disposals for substance misuse amongst young people. Interventions by the specialist substance misuse service are effective in diverting young people from prosecution, and help to prevent reoffending and school exclusions. A school drug policy has been developed in consultation with education and safeguarding, which supports a safeguarding rather than enforcement approach and provides information to schools on how to access services. This resource will continue to be available if there is a change of provider.

Cannabis remains the most widely reported substance used by young people; alcohol is the second most used substance; and legal highs, or new psychoactive substances (NPS) the third most used substance. Significantly lower numbers of young people are reported using any other substance. Steroid use was only reported twice in 2015-16, although many young people using performance enhancing drugs are unlikely to access the service unless they are also using other substances. There was only one report of opiate use in 2015-16, compared to 5 reports in the previous year. Use of cocaine appeared to be a growing trend in 2014-15 with 9 young people using, but there

have only been 6 reports in 2015-16. These trends fit broadly with the national data from NDTMS.

2. HOW DOES THIS DECISION CONTRIBUTE ?

The young people's substance misuse service addresses inequalities associated with vulnerable young people with substance misuse as part of a profile of need, by supporting them to reduce the harm and access treatment. It supports partnership working to address a range of risks and vulnerabilities with statutory and voluntary agencies. Successful intervention reduces the physical and psychological risks associated with substance use and the economic impact of future treatment. It improves access to employment and financial independence.

- 2.1 Cross-cutting themes include the development of the local Liaison and Diversion scheme to ensure the health and social needs of people prosecuted for criminal offences are addressed as part of the national programme led by NHS England; the local multi-agency group tackling youth violence and gang activity; and Building Successful Families. Effective partnership working through the integrated model supports a team around the child approach with information sharing and referrals to Child and Adolescent Mental Health Service, Child Sexual Exploitation, Children's Social Care, Targeted Youth Support, Sexual Health Sheffield and Sheffield Children's Safeguarding Board. The young people's substance misuse service is a key delivery partner for the New Psychoactive Substances (NPS) strategy providing workforce development, education and interventions to young people affected.

3. HAS THERE BEEN ANY CONSULTATION?

A range of stakeholders have been consulted on their experience of the service including service users, referring agencies (Youth Justice Service, Community Youth Team Officers from South Yorkshire Police and schools) and strategic partners (Sheffield Children's Safeguarding Board and Trading Standards). Findings from the consultation have been incorporated into the revised service specification.

- 3.1 All the feedback on interventions, staff training, screening toolkits and specialist knowledge was very positive and reflects a very high level of satisfaction with the quality of provision and outcomes of referrals. A number of providers of substance misuse services both locally and nationally are likely to compete for the contract.

Young Commissioners trained and supported by Chilypep (Children and Young People's Engagement Project) will be fully involved in the commissioning process, including leading on peer consultation, helping shape the new service specification and involvement in the evaluation of bids and monitoring of the contract.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

The young people's substance misuse service contributes to the emotional wellbeing agenda by building resilience through to adulthood and supporting self-care to reduce the burden of mental and physical ill health over the whole

life course reducing the cost of future interventions, improving economic growth and reducing health inequalities.

4.1.1 Decisions need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010. This is the duty to have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it
- To help evidence meeting the requirements of the duty, we have carried out a full Equality Impact Assessment.

The Equality Act 2010 identifies the following groups as a protected characteristic:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

The summary of the EIA highlights:

That there will be a positive impact on young people due to the age specific scope of the contract, with improved access to employment and financial independence for young people, for Black and Minority Ethnic (BME) young people who formed 29% of the referrals in 2015-16 and on boys and young men who account for 70% of service users. In addition, successful harm reduction interventions contribute to young people experiencing improved health and well-being by diverting them from anti-social and offending behaviour. This improves their resilience and helps prevent behaviour or activity that impacts negatively on community cohesion.

4.2 Financial and Commercial Implications

The young people's substance misuse contract is currently held by The Corner, CGL (Change Grow Live, previously CRI, Crime Reduction Initiatives) and is in the final year of the commissioning cycle.

The proposal is to retender the provision for 2 years from April 2017, with the option to extend for a further year. The total budget is £620,000 for the initial two years plus £300,000 if the decision is taken to extend the contract for its

third year once the Public Health Grant is no longer ring fenced from 2020.

The proposed budget value represents a saving of £50,000 from the existing contract: 2017/18 £30,000 saving and 2018/19 a further £20,000 saving (plus third year subject to budget review).

The current budget for 2016/17 is £350,000:

- 2017/18 £320,000 (subject to budget reductions across PH contracts)
- 2018/19 £300,000 (subject to budget reductions across PH contracts)
- 2019/20 £300,000 (option to extend following changes to budget arrangements and subject to reductions)

These are maximum budget values.

The value of this contract means that a full competitive tender process in accordance with procurement legislation (including the Public Procurement Regulations 2015) must be followed. The procurement process to be followed shall be compliant with the legislation, and the procurement exercise will be conducted by Commercial Services with a dedicated procurement professional lead in conjunction with the Commissioning Manager and other relevant stakeholders.

4.3 Legal Implications

- 4.3.1 The Local Authority has a duty under section 11 of the Children Act 2004 to make arrangements to ensure its functions are discharged having regard to the need to safeguard and promote the welfare of children.

The Local Authority also has a duty under section 12 of the Health and Social Care Act 2012 to take such steps as it considers necessary to improve the health of people in its local area. Such steps that may be undertaken in meeting this duty are set out in section 12 (3) of the Act and include providing information and advice; providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way); and providing services or facilities for the prevention, diagnosis or treatment of illness.

The Young People's Substance Misuse Service has operated as part of the Council's Local Offer since 2004, to ensure compliance with the statutory duties set out above. The Local Offer provides a directory of health and wellbeing services to children and families, as part of a broader offer of local services, activities, advice and information.

Failure to meet a statutory duty leaves the Authority vulnerable to legal challenge by way of judicial review.

4.4 Other Implications

TUPE implications are currently being assessed and the incumbent provider has been asked to advise on any potential TUPE eligible staff. This shall be taken into consideration through the procurement process. This will most likely

be contractor-to-contractor TUPE, although should work be brought back in-house to align with the broader youth offer under development, there is a small chance there will be TUPE implications for the Council.

5. ALTERNATIVE OPTIONS CONSIDERED

The alternative to commissioning a substance misuse service for children and young people would be to have universal GP (Tier 1) and hospital treatment (Tier 4) with no specialist community provision (Tier 2 and 3). Schools and organisations working with vulnerable young people, including children in care, would need to draw on their own resources to meet the needs of this cohort of young people without the benefit of targeted specialist resources to support their needs through workforce development and capacity building training, and providing interventions to young people.

- 5.1 If the decision was not to recommission the young people's substance misuse service it is likely that vulnerable young people with substance misuse as part of a range of needs would be more likely to be excluded from school and enter the criminal justice system. This would contribute to an increase in risk, vulnerability and poor life outcomes and potentially impact on community safety and cohesion.

6. REASONS FOR RECOMMENDATIONS

The service will be a delivery partner for the development of a Youth Information Advice and Counselling Service (YIACS) model at Star House, led by Sheffield Futures and building on the co-location of services to provide a co-ordinated one stop shop for young people with access to substance misuse assessment and treatment as part of a wider offer of health and wellbeing needs.

The substance misuse service will also be involved in delivery of targeted youth support through the development of a broader youth offer. Whilst the integration of drugs workers into the Youth Justice Service and Community Youth Teams remains an effective model to target need, and provide flexibility to respond to the demand of universal access through YIACS, the youth offer requires the referral pathway to be direct to the provider from a range of referring partners, and for resources to be mobile in response to need.

As Public Health funding diminishes, commissioners are responding with innovative partnerships between public, voluntary and private sector partners to continue to meet the needs of vulnerable young people.

Following consultation with the incumbent provider, referring partner agencies and service users, the following changes are proposed within the new service specification:

- Staff located in services are integrated into the developing YIACS (Youth Information Advice and Counselling Service) model and aligned to the broader youth offer
- Development support for families of young people who misuse substances through a whole family approach
- Development of specialist support for young people involved in gangs

Cabinet is asked:

- That approval is given to retender the Young People's Substance Misuse Service 2013-17 for 2 years, with an optional one year extension period.
- That approval is given to a reduction in contract value to reflect the reducing Public Health grant and reductions made previously to other contracts.
- That approval is given to the proposed changes to the service specification set out in bullet points within the report at paragraph 6 Reasons for Recommendations
- That authority be delegated to the Director of Commercial Services to approve the procurement strategy for the tender for the Young People's Substance Misuse Service 2017-2019; and
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