



Doncaster Council

Report

Date: 1 June 2021

To Councillor Nigel Ball, Portfolio Holder for Public Health, Leisure, Culture and Planning

Provision of a Drug and Alcohol Family Intervention Service in Doncaster

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Nigel Ball	All	Yes

EXECUTIVE SUMMARY

1. A business case has been submitted by Aspire, in response to a request by the Director of Public Health, to propose an adult facing drug and alcohol provision to provide support to adults with families where the parent(s)/carer(s) have primary alcohol/drug issues with caring responsibility for children.
2. Aspire is currently commissioned to provide Drug and Alcohol services to 31 March 2022. A proposed extension to the 31st March 2023 was authorised by Cabinet on the 1st December 2020. This would be the proposed end date of the provision prior to an open tender process being undertaken.
3. This fits within the current service provision of family-based interventions, such as Family Moving on Together (FMOT) or Multisystemic Therapy for Child Abuse and Neglect (MST-CAN) and the Specialist midwifery service.
4. It is proposed that the service would be initiated at the end of Quarter 1, 2021/22 until 31 March 2023, to run parallel to the proposed duration of the main Drug and Alcohol service provided by Aspire in Doncaster.

Aim of the service

5. This service will complement the existing Aspire Case Management Service provision, providing focussed support to parents/carers.

6. A review will be undertaken of existing cases to identify parents/carers who will benefit from the focussed service proposed. New referrals will be assessed through existing pathways and assigned to this service as appropriate.
7. It is proposed that the service will provide:
 - Support to adults with caring responsibilities
 - Case management and navigation for parents/carers
 - Focus on harm reduction / brief interventions / motivational interviewing
 - Support to reduce destructive drinking patterns and address coping mechanisms
 - A referral service to longer term opiate substitution treatment and escalation of social care involvement.
 - Diversionary activities where identified
 - Multi-disciplinary / cross-agency working
8. The proposed staffing model for the service is:
 - 1.0 WTE x Band 6 Nurse RDASH
 - 0.3 WTE x Band 3 Admin Support RDASH
 - 1.0 WTE x Band F (equivalent Band 6) Senior Case Manager ADS
 - 1.0 WTE x Band D (equivalent Band 3) Recovery Worker ADS
9. This service will form an additional team within the ADS Community Drug and Alcohol Service in Aspire and will be managed by the existing Band H (Band 7 equivalent) Team Manager.
10. The caseload will be 50 clients at any one time with a likely 150 clients to be seen over a year period.
11. Contract meetings are already in place with Aspire and this will be added into that schedule.
12. There will be work across multi agencies to offer oversight and review of the impact of the service. Membership to be agreed with commissioners and Aspire.
13. The cost of the service to 31 March 2023 has been costed by Aspire in a business case and will be £293,545 for two full years of provision but this will be pro-rata of a start date of 1 July 2021. The Public Health Allocation will fund the service

EXEMPT REPORT

14. No

RECOMMENDATIONS

15. It is recommended that the decision is taken to approve the provision.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

16. The outcomes of the service would be demonstrable reduction in drinking levels in patients and the de-escalation of more formal safe-guarding concerns.

BACKGROUND

17. This is in response for a direct request from the Director of Public Health to consider enhancing the service provision that Aspire offers to families as part of its package of intervention. He requested that the enhanced service aligns to the Doncaster Children's Trust and provides more intensive support to families who are impacted by substance misuse. As the prevalence of alcohol misuse has escalated during COVID-19 then the target patient group would be those with alcohol dependency. However the enhanced service will also be available to those affected by drug and drug/alcohol abuse. The financial envelope that the Director of Public Health suggested working to was 300K per annum for the next two financial years, to correspond to the existing term left on the Aspire contract.
18. This development is also in the context of current action research work during 2021 with the University of Huddersfield, to improve local responses to parental alcohol misuse.
19. It is important that parents and carers can get support if they are concerned about their drinking and/or drug use. According to the Doncaster Alcohol Needs Assessment, 13,000 children in Doncaster could live in a household where a parent drinks too much and data received from Doncaster Children's Trust (DCST) shows that as of end of March 2019, there were 955 open cases, which identified 'parental alcohol/substance misuse concern a total in 35% of all cases.
20. Furthermore, it is estimated that 20% of adults in England with alcohol dependence have children living in the household. If this figure is applied to the number of dependent drinkers in Doncaster, over 850 children could be negatively affected.
21. It is estimated that approx.14,500 children in Doncaster live with a parent who drinks at hazardous levels. Within the current Aspire service there are 656 adults (44%) who have caring responsibilities of which (16%) 104 are registered for alcohol help as a primary reason who have caring responsibilities.
22. Living in a household where a parent or carer misuses substances does not mean a child will experience abuse and or domestic violence, but it can be a significant contributory factor risk. The Covid 19 pandemic has also contributed to this increase, as well as potentially other hidden harms.
23. Supporting parents/carers who misuse alcohol can have positive effects on children.

OPTIONS CONSIDERED

24. Do nothing
25. Provision of a drug and alcohol family intervention service for Doncaster

REASONS FOR RECOMMENDED OPTION

26. The recommended option will improve responses to parental substance misuse in the context of local evidence of an increased level of alcohol misuse during the Covid 19 period.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

27.

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>By addressing substance misuse people will be more likely to continue or start work</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>People will be more healthy and more able to enjoy cultural activities and sport</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p>	<p>The impact on children and young people of parental alcohol/drug misuse will be reduced</p>

	<ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	The proposed service will provide adult facing support which will also benefit the wellbeing of affected children and young people
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	A targeted intervention in the context of the effect of Covid 19 on increased patterns of problematic drinking

RISKS AND ASSUMPTIONS

28. The proposed service development will run to the end of the current contract which is anticipated to be March 2023 and the effectiveness of the service will need to be reviewed to determine the direction of travel subsequently.

LEGAL IMPLICATIONS [Officer Initials PCoI Date 05.05.21]

29. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do.

30. S111 Local Government Act 1972 states that a Council shall have power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
32. Section 2B of the National Health Service Act 2006 (as amended by Section 12 of the Health and Social Care Act 2012) imposes a duty on Councils in England to take steps that it considers appropriate to improve the health of the people who live in their area.
33. Regulation 72 of the Public Contracts Regulations 2015 permits modifications of a contract during their term without a new procurement procedure for additional services by the original provider that have become necessary and were not included in the initial procurement.
34. Such circumstances include where a change of provider cannot be made for economic or technical reasons (such as requirements of interchangeability or interoperability with existing services or installations procured under the initial procurement) and would cause significant inconvenience or substantial duplication of cost for the contracting authority provided that any increase in price does not exceed 50% of the value of the original contract. Under the Regulations a Contract Notice detailing the award must be lodged in the Official Journal of the European Union.
35. It is understood the Aspire contract has an annual value in excess of 5m and that engaging a different provider to undertake the proposed additional service element would cause the Council significant inconvenience and duplicate cost: Aspire are able incorporate this into their current service provision of family based interventions, complement the existing Aspire case management service provisions and run this in parallel to the main drug and alcohol service.
36. Legal Services should be consulted to draft the necessary contractual documentation to vary the Aspire Contract and align the duration of the modification with the main contract to expire at the end of March 2023.
37. A Contract Award Notice should be published within 30 days of awarding the modification.
38. The Equality Act 2010 requires the decision maker to comply with the Public Sector Equality Duty to consider the need to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to:
 - i) eliminate discrimination, harassment, and victimisation;
 - ii) advance equality of opportunity;
 - iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

39. In order to do this the decision maker will need to have sufficient information about the effects of the proposal upon the Equality Duty. The Equalities implication section (paragraph 15 below) is designed to assist with compliance with this duty and so the decision maker must take that into consideration and the public sector equality duty before taking the decision.

FINANCIAL IMPLICATIONS [Officer Initials HR 04/05/21

40. The additional expenditure for drug and alcohol intervention outlined in this report was not included at budget setting. The total value of the contract variation is £256,545 over the 21 month period with £109,948 falling in 2021/22 and the remaining £146,597 in 2022/23. This will be funded from the Public Health Grant earmarked reserve.

HUMAN RESOURCES IMPLICATIONS [Officer Initials SB Date 7.05.2021]

41. There are no associated HR Imps for this ODR

TECHNOLOGY IMPLICATIONS [Officer Initials...PW..... Date 30/04/21]

42. There are no DMBC technology implications in relation to this decision.

HEALTH IMPLICATIONS [Officer Initials...HC.. Date 30 04 21]

43. The proposed service development will have a positive effect on family members affected by parental substance misuse.

EQUALITY IMPLICATIONS [Officer Initials...HC...Date...30 04 2]

44. Substance misusers and their children experience significant health inequalities and the proposed support service will contribute to improving equality implications

CONSULTATION

45. A full stakeholder consultation will be undertaken prior to an open tender process in 2023

BACKGROUND PAPERS

46. None

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

RDASH: Rotherham Doncaster and South Humber NHS Trust

ADS: Alcohol and Drug Service

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