

Item No: 14

Meeting Date: Wednesday 27th March 2019

Glasgow City Integration Joint Board

Report By: Susanne Millar, Chief Officer, Strategy and Operations /
Chief Social Work Officer

Contact: Pat Coltart, Commissioning Manager

Tel: 0141 276 4833

PROOF OF CONCEPT: TURNING POINT SCOTLAND TRANSFORMATIONAL CHANGE PROPOSAL

Purpose of Report:	<p>To provide an update following the Glasgow City Integration Joint Board Meeting on 21st June 2017 which approved the “Proof of Concept Outcome: Review and Reform of Social Care Contracts and Delivery of National Minimum Wage 2020” (item 11).</p> <p>This report will also provide an update on the ongoing planning discussions with Turning Point Scotland in relation to integrating the Glasgow Drugs Crisis Centre and the Link Up service and seek agreement to proceed to support the delivery of the Proof of Concept Outcome.</p>
Background/Engagement:	<p>Discussions have been ongoing with Turning Point Scotland since August 2016 to consider ways in which the provider could deliver more effective, efficient and “lean” services that would meet the joint aspirations of the Proof of Concept.</p>
Recommendations:	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> a) agree the proposed integrated service model; b) direct the Council to conclude negotiations with Turning Point Scotland in relation to service modification to deliver the integrated Crisis Service Model as a test of concept approach pending future formal procurement process; and c) direct the Health Board to commence formal recruitment of Medical Officer.

Relevance to Integration Joint Board Strategic Plan:

The Purchased Integrated Crisis Addiction Service provision will be a key factor in enabling the partnership to deliver support at the right time, in the right place and from the right person, and to provide health and social care services in local communities where possible. It supports the Partnership's key priorities of shifting the balance of care and enabling independent living for longer.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	Outcome 1: People are able to look after and improve their own health and wellbeing and live in good health for longer. Outcome 3: People who use health and social care services have positive experiences of those services, and have dignity respected. Outcome 5: Health and Social Care services contribute to reducing health inequalities. Outcome 7: People using health and social care services are safe from harm. Outcome 9: Resources are used effectively and efficiently in the provision of health and social care services.
Personnel:	There will be no impact to HSCP Personnel.
Carers:	None
Provider Organisations:	The implication for Turning Point Scotland will be the integration of the current Glasgow Drugs Crisis Centre and the Link Up service.
Equalities:	Full EQIA will be completed if the proposal to Integrate the Crisis Service Provision is approved.
Fairer Scotland Compliance:	Complies with Fairer Scotland Guidance by ensuring access to services is fair and equitable regardless of socio-economic factors.
Financial:	If approved the Integration of the Glasgow Drug Crisis Services and the Link-Up Service will result in an indicative saving to the IJB of £1,900,000 phased over the 3 year period which will be achieved on a phased implementation basis.
Legal:	If approved direct legal service to conclude contractual arrangements on the basis of service modification.
Economic Impact:	Will strengthen sustainability of services for service providers by delivering the National Minimum wage enabling better recruitment and job retention.

Sustainability:	The integration of the Crisis Service provision is designed to strengthen sustainability of services for service providers by delivering the National Minimum wage.	
Sustainable Procurement and Article 19:	Article 19 is not considered to apply to these services.	
Risk Implications:	Risk is permanent site is not identified within the 3 year test of concept period.	
Implications for Glasgow City Council:	If approved Turning Point Scotland will vacate a site which sits with the City Deal Area.	
Implications for NHS Greater Glasgow & Clyde:	Will require recruitment of Medical Officer.	
Direction Required to Council, Health Board or Both	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	✓

1. Purpose

- 1.1 To provide an update following the Glasgow City Integration Joint Board Meeting on 21st June 2017 which approved the “Proof of Concept Outcome: Review and Reform of Social Care Contracts and Delivery of National Minimum Wage 2020” (item 11) - <https://glasgowcity.hscp.scot/publication/item-no11-proof-concept-outcome>
- 1.2 This report will also provide an update on the ongoing planning discussions with Turning Point Scotland in relation to integrating the Glasgow Drugs Crisis Centre and the Link Up service and seek agreement to proceed to support the delivery of the Proof of Concept Outcome.

2. Background

- 2.1. Discussions have been ongoing with Turning Point Scotland since August 2016 to consider ways in which the provider could deliver more effective, efficient and “lean” services that would meet the joint aspirations of the Proof of Concept. Namely improving service user outcomes and identifying more cost-effective service delivery options that will assist organisations to address future salary implications of achieving the National Living Wage (NLW) target by 2020.

- 2.2 Discussions have also focused on the impact of the transformational change agendas currently being developed / delivered in HSCP Homelessness and Addiction services, the impact of legislative and policy changes, including those affecting National Insurance, pensions, waking night and sleepover payment rate and the implementation of the Scottish Living Wage (SLW).
- 2.3 Turning Point Scotland and SW Commissioners independently brought suggestions to the table for discussion. Both parties had identified the integration of the Glasgow Drug Crisis (GDCC) – Addiction funded and Link-up (alcohol crisis intervention) - Homelessness funded services as a priority for achieving the Proof of Concept target outcomes.
- 2.4 The HSCP has agreed an approach going forward that will remove “silo” approaches to addressing needs and will instead focus on vulnerabilities. We are increasingly seeing crossover between service users presenting in Homelessness, Addiction and Criminal Justice services. Developing an integrated approach to crisis services that will form part of a care pathway approach in addressing complex needs and risks across service areas will provide a significant contribution in achieving this strategic objective.
- 2.5 At its meeting on Wednesday 21st June 2017, the Glasgow City Integration Joint Board approved the “Proof of Concept Outcome: Review and Reform of Social Care Contracts and Delivery of National Minimum Wage 2020” report.
- 2.6 The report recommended that Turning Point and the Glasgow City HSCP, “Progress a service redesign agenda that would provide a seamless integrated approach and flexible care pathway to better meet the needs of vulnerable individuals affected by drug use, alcohol dependency and homelessness.”

3. Proposal and Current Position

- 3.1 It is proposed that Turning Point Scotland and the HSCP develop an integrated alcohol and drug crisis service on the site of Link Up, Commerce Street. Planning meetings have been taking place on a regular basis with Turning Point Scotland, commissioners, finance colleagues, clinical staff and operational leads from Glasgow Alcohol and Drug Recovery Services (GADRS).
- 3.2 Commissioning have been in dialogue with Legal and Audit and have agreement to carry out the exercise under a Regulation 72 modification. This would involve Turning Point Scotland managing the integrated site on Commerce Street for a **period of 3 years** as a test of change initiative, while discussions continue to secure a long term alternative site for the single service, either through a new build or by refurbishing an existing building.
- 3.3 After this period, commissioning staff will test the marketplace through an open tender process to identify the provider who will deliver the service from a new site moving forward. This will allow Turning Point Scotland to vacate from the current GDCC site which no longer meets the needs of the service. This site currently sits within the Glasgow City Deal Area.

- 3.4 In order to assist the consideration of integrating both services on one site, Turning Point Scotland have commissioned an architect who has developed plans for the Commerce Street site which would result in Turning Point Scotland being able to support between 20 – 22 individuals at any one time. (Current capacity between Link Up and Crisis Centre is 24). The capital cost quoted is £133,500, which would include all internal works, an extended car park and an external modular unit for group work and one to one sessions where required. All elements of the current service provision can be delivered from the Commerce Street site including, crisis residential service, needle exchange, One Stop (24 hour support and advice). A 3D walkthrough was presented to commissioning, clinical leads and operational managers. No significant changes were requested.
- 3.5 The Drug Crisis Service and the Link-Up Alcohol Crisis Service are currently delivered from separate buildings with the Drug Crisis Service having multi-disciplinary staff model which includes clinical and health input integrated within the service however the Link-Up Alcohol Crisis Service is delivered by a social care only staff model. The Integrated Crisis Addiction Service will continue to offer short-term residential stays for stabilisation and detoxification from drugs and alcohol however the new service will deliver support to both drugs and alcohol within an integrated service model. This fits more closely with the strategy for the delivery of drug and alcohol services in Glasgow, in addition the new service model will now offer health and clinical support to those individuals with problematic alcohol use as current Link-Up service does not have any health input.
- 3.6 Turning Point Scotland and the HSCP have developed an Eligibility Criteria for the integrated service. The integrated crisis service will provide a person-centred and flexible response to some of Glasgow's most vulnerable individuals, most of whom will present with multiple and complex needs. The service will be direct access, low threshold and be able to respond to individuals who experience multiple barriers to inclusion.
- 3.7 The service will have the ability to adapt to the changing needs of individuals as well as changing trends in relation to alcohol use, drug use, homelessness and other vulnerabilities.

The service will respond to individuals in crisis who are:

- Alcohol dependent
 - Drug users (primarily injecting and poly drug use)
 - Homeless/Roomless
- 3.8 Individuals will fall into the "Critical Need" category of the Glasgow Alcohol and Drug Recovery Services (GADRS) Eligibility Criteria but whose needs can't be met by a same-day or next-day response from Care and Treatment services in the community.
- 3.9 It is proposed that medical input to the service shall be delivered by 1 WTE Medical Officer. This development, coupled with a comprehensive training and development plan for Turning Point Scotland nursing staff will better meet the multiple and complex needs of service users.

- 3.10 The development of an integrated crisis service will support the ongoing transformational change agenda in addictions, including the Residential Service Redesign, as well as developments in relation to Heroin Assisted Treatment (HAT) and a Safer Drug Consumption facility. At the same time, the service will support some of the most hard to reach individuals with multiple and complex needs, known to homelessness, mental health, criminal justice and physical disabilities care teams.
- 3.11 It is proposed that a robust evaluation of the integrated service is carried out, utilising both the principals of the Contract Management Framework and a Care Governance Approach.
- 3.12 The Care Inspectorate and Health Improvement Scotland (HIS), have given agreement in principal to jointly register the service as *“Housing support with independent clinic”*. This will be the first occasion a service has been jointly registered and it will be inspected by both regulatory bodies.
- 3.13 Given the registration, Turning Point Scotland will be able to attract housing benefit for eligible individuals. The service will be accessible to individuals experiencing homelessness, as well as those with their own tenancies. It is anticipated however, that due to the crisis nature of the service, the majority of individuals accessing the service are likely to be homeless at point of access. Homelessness service users are exempt from the non-residential charging policy. If the new service is no longer classified as residential and the majority of service users are expected to be homeless then it is proposed that the whole project be exempt.
- 3.14 Currently, GDCC is registered as a care home which means that an assessed client contribution is requested from each service user. Currently only 13% client contribution is retrieved, with the remainder being paid retrospectively to Turning Point Scotland using shortfall process. This is a resource intensive process for both Turning Point Scotland and the HSCP, as well as being a strain on frontline staff who are required to carry out financial assessments with individuals in crisis situations. It is proposed that the integrated model is paid as a block contract and no client contribution is sought
- 3.15 Turning Point Scotland have submitted an integrated staffing model which shows projected expenditure and savings.
- 3.16 HSCP finance and commissioning officers have agreed a draft integrated care proposal budget (ICPB) for the service with Turning Point Scotland. The below tables shows the current cost of both services and the approximate proposed budget for the integrated service:

Current Model

GDCC block	£867,886
GDCC cost and volume	£766,200
Link Up block	£926,327.69
TOTAL	£2,560,413.69

Integrated Service

Integrated block	£2,026,139

This would result in an indicative saving to the IJB of £1,469,322 phased over the 3 year period which will be achieved on a phased implementation basis.

The savings are based on a year 1 saving of £400,774 with a year 2 and 3 saving of £534,274 per annum. This is delivered primarily through service redesign to the integrated model however the new model also attracts an additional £51,000 in housing benefit per annum.

4. Recommendations

4.1 The Integration Joint Board is asked to:

- a) agree the proposed integrated service model;
- b) direct the Council to conclude negotiations with Turning Point Scotland in relation to service modification to deliver the integrated Crisis Service Model as a test of concept approach pending future formal procurement process; and
- c) direct the Health Board to commence formal recruitment of Medical Officer.

DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	270319-14-a
2	Date direction issued by Integration Joint Board	27 March 2019
3	Date from which direction takes effect	27 March 2019
4	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Addiction and Homeless Crisis Drug and Alcohol Provision
7	Full text of direction	<p>Glasgow City Council is directed to conclude negotiations with Turning Point Scotland in relation to modification of the existing Glasgow Drug Crisis Centre (GDCC) and Link-up (alcohol crisis intervention) services to deliver an integrated service from one location as a test of concept approach pending future formal procurement process</p> <p>Direct the Health Board to commence formal recruitment of Medical Officer.</p>
8	Budget allocated by Integration Joint Board to carry out direction	GDCC - £1,634,986 (£842,464 Health Board resource transfer) Link Up - £926,327.69
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	27 March 2020