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Agenda Item: 15.

Integration Joint Board

Date of Meeting: 30 June 2021.

Subject: Orkney Alcohol and Drugs Partnership – Operational Framework and Scheme of Delegation.

1. Summary

1.1. This report presents an operational framework and scheme of delegation for the Orkney Alcohol and Drugs Partnership (ADP) regarding commissioning decisions and actions in line with the direction of the Integration Joint Board (IJB), issued in the form of the Commissioning Framework 2018 – 2020 as previously approved by the IJB on 27 September 2017.

2. Purpose

2.1. This report proposes delegation regarding commissioning decisions to the Alcohol and Drugs Partnership (ADP) Strategy Group on a permanent basis (with a proposed internal audit review after one year, and further reviews be scheduled on a risk based approach involving the IJB's internal auditor) after an initial two-year period (April 2018 to March 2020) which was previously approved by the IJB on 14 March 2018.

3. Recommendations

The Integration Joint Board is invited to note:

3.1. That, on 10 February 2021, the IJB deferred consideration of the ADP Operational Framework and Scheme of Delegation to enable further discussion at a development session.

3.2. That a joint IJB Development Session for IJB and ADP Strategy Group members was held on 12 May 2021.

3.3. The additional safeguards which have been put in place to provide assurance to the IJB and to build in a review process, as detailed in sections 5.3 and 5.4 of this report.

It is recommended:

3.4. That the ADP Operational Framework and Scheme of Delegation, attached as Appendix 1 to this report, be approved.

4. Background

4.1. The Scottish Government has confirmed that services and associated funding for alcohol and drug services in Scotland, as delivered through local ADPs, was transferred to NHS Boards as part of their baseline budget and that this funding was delegated to Integration Authorities. In Orkney terms this mean delegation to the IJB.

4.2. At its meeting held on 28 June 2017, the Board approved a governance framework to support the ongoing effective working of the ADP while also fulfilling the new governance role of the Board. Specifically, the following matters were delegated to the ADP Strategy Group:

- To set and agree the expenditure in regard to the annual budget from Scottish Government in line with local need.
- To set commissioning outcomes.
- To direct and scrutinise the work of the Commissioning Group to achieve:
 - To commission services to meet identified needs that are safe, effective, efficient and demonstrate best value for money.
 - To scrutinise any decommissioning decisions including consideration of impact assessments.

4.3. The framework mentioned in section 4.2 above ran successfully for a period of two years but unfortunately has not been renewed at the end of timeframe.

5. Proposals

5.1. Members will recall that, at the February 2021 IJB meeting, approval was sought for proposals that strategic level decisions in relation to the ADP and setting proportions of spend, aligned to types of activity be delegated to the ADP Strategy Group.

5.2. Significant concerns were raised in relation to scrutiny and it was therefore agreed to host an IJB Development Session for IJB and ADP Strategy Group members.

5.3. The joint IJB Development Session for both IJB and ADP Strategy Group members was held on 12 May 2021 and further proposals were offered as part of a safeguard to provide extra assurances to IJB. These included:

- IJB Chief Officer fulfils the role of Chair of ADP Strategy Group and is a member of the ADP Commissioning Group.
- IJB Chief Finance Officer is a member of the ADP Strategy and Commissioning Groups.
- Orkney Islands Council Elected Member is a voting member of the IJB.

- NHS Orkney Non-Executive Director is a voting member of the IJB.
- Pilot the proposed framework for one year and undertake review by IJB's internal auditor.
- Optional follow up joint Development Session for IJB and ADP members to review operation.

5.4. This framework would ensure the following:

- Delivery of drug and alcohol treatment services and mandatory targets are directly funded by the ADP, with a requirement for submission of performance reports in line with the expectations on commissioned services.
- Preparation and submission of the ADP's Annual Report to Scottish Government lies with the ADP Strategy Group. Sign off lies with the Chief Officer and the IJB receives the Annual Report as part of performance monitoring purposes.
- Preparation of the ADP Strategy is the responsibility of the ADP Strategy Group with progress monitoring on the outcomes via the Delivery Plan to be scrutinised at the quarterly meetings of the ADP Strategy Group, with regular updates being provided to the IJB where appropriate. The ADP Strategy will be formally approved by the IJB.

5.5. This revised proposal has had oversight from the IJB's Internal Auditor with approval in principle.

6. Contribution to quality

Please indicate which of the Orkney Community Plan 2019 to 2022 visions are supported in this report adding Yes or No to the relevant area(s):

Resilience: To support and promote our strong communities.	No.
Enterprise: To tackle crosscutting issues such as digital connectivity, transport, housing and fuel poverty.	No.
Equality: To encourage services to provide equal opportunities for everyone.	No.
Fairness: To make sure socio-economic and social factors are balanced.	No.
Innovation: To overcome issues more effectively through partnership working.	Yes.
Leadership: To involve partners such as community councils, community groups, voluntary groups and individuals in the process.	No.
Sustainability: To make sure economic and environmental factors are balanced.	No.

7. Resource implications and identified source of funding

7.1. The budget for ADP funded activities in Orkney is delegated to the IJB. For financial year 2021/22 the baseline budget is £448,396.

7.2. The commissioning framework has been designed to be accommodated within the budget allocated, which locally has been agreed to be available to the ADP for delivery of drug and alcohol services.

7.3. Any underspend that is not ring fenced will be returned to the IJB to either be retained within reserves or cover overspends within other commissioned services.

8. Risk and Equality assessment

8.1. An Equality Impact Assessment is attached as Appendix 2.

9. Direction Required

Please indicate if this report requires a direction to be passed to:

NHS Orkney.	No.
Orkney Islands Council.	No.
Both NHS Orkney and Orkney Islands Council.	No.

10. Escalation Required

Please indicate if this report requires escalated to:

NHS Orkney.	No.
Orkney Islands Council.	No.
Both NHS Orkney and Orkney Islands Council.	No.

11. Authors

11.1. Stephen Brown (Chief Officer), Integration Joint Board.

11.2. Lynda Bradford, Head of Health and Community Care.

11.3. Katie Spence, ADP Coordinator.

12. Contact details

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13. Supporting documents

13.1. Appendix 1: Alcohol and Drug Partnership Operational Framework and Scheme of Delegation.

13.2. Appendix 2: Equality Impact Assessment.



Operational Framework and Scheme of Delegation

Orkney Alcohol and Drugs Partnership.

1. Introduction

Orkney Alcohol and Drugs Partnership (ADP) is a multi-agency partnership incorporating a wide range of service providers and agencies, including NHS Orkney, Orkney Islands Council, Police Scotland, and the Third Sector.

The Orkney ADP works towards the following a mission:

"We are committed to promoting positive change by addressing all aspects of substance misuse within Orkney. Through effective and efficient Partnership working, we will empower and support individuals, families, and communities to move towards a safe and healthy lifestyle, free from the negative impacts of substance misuse".

This is the Orkney ADP's Operational Framework for 2021 onwards. The purpose of the framework is to clearly set out how the Orkney ADP functions and responsibilities are governed, organised, and reported. It is the intention of the framework to create the conditions to allow Orkney ADP, as a group, to work flexibly and responsively while accommodating the new governance role of Orkney's Integration Joint Board (IJB) as set out below.

The goal is to build on the positive and effective partnership working relationships that have been established through the Orkney ADP and maximise the opportunities for the work of the Orkney ADP to link in to, be informed by, and in turn inform, wider strategic planning work and the emerging approach to locality level planning, which is channelled through the Strategic Planning Group (SPG) and is something the Orkney ADP had not previously been linked into.

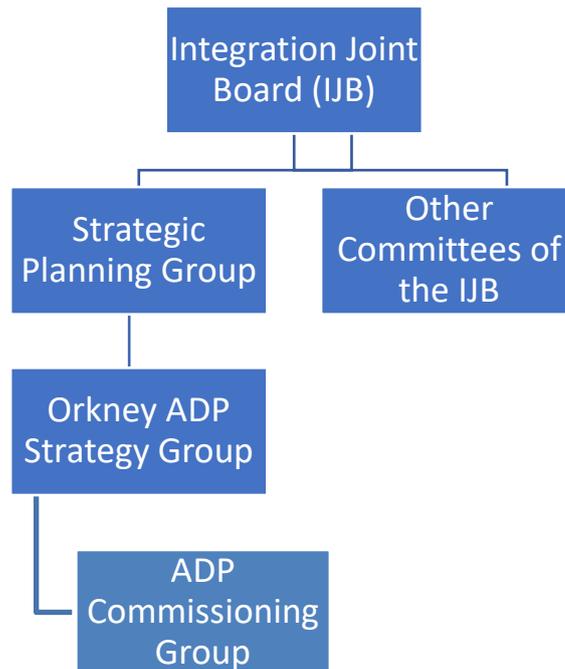
2. Governance of the work of the Orkney ADP

The Scottish Government's annual allocation of funding for alcohol and drug services in Scotland, as delivered through local Alcohol and Drugs Partnerships (ADPs), will be transferred to NHS Boards as part of their baseline budget.

The Scottish Government has specified that this funding is to be delegated to Integration Authorities.

The Scottish Government also advises that supporting the delivery of agreed service levels for alcohol and drug partnerships is to be a priority for Integration.

This clarification brought about the need for a revision to what had been the local arrangements for governance of the Orkney ADP, which previously sat as an autonomous decision-making group. After consultation and consideration of options it was agreed that from 2017/2018 the Orkney ADP Strategy Group would become a dedicated subgroup, or thematic group, of SPG. Individual members of this group are accountable to their respective agencies and to the Orkney ADP. The relationship between groups can be illustrated as follows:



In addition there are two pre-existing subgroups of Orkney ADP, the remit of which is not affected by changes to the governance structure. These are as follows:

The Orkney ADP Services Subgroup – this group is focussed on ensuring opportunities for developing appropriate services for those misusing substances in Orkney.

The Services Subgroup will comprise representatives from any services commissioned or receiving funding from Orkney ADP who have a part to play in the provision of services for those individual's and their families who misuse substances. The Services Sub-Group remit is set out in the Orkney ADP Terms of Reference and the group reports directly to the Orkney ADP Strategy Group.

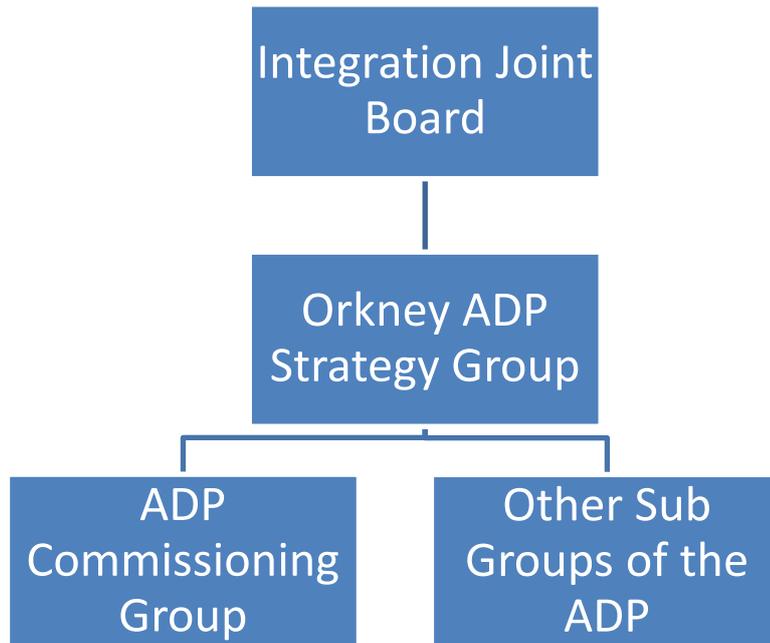
The Drug Related Deaths group. This is a statutory requirement from the Scottish Government – this group is required to be appointed by Orkney ADP and meet at least once a year.

The group's work is focused on reviewing drugs related deaths to identify learning for the development of further pro-active and preventative approaches in the future. The

remit of the group is set out in the Orkney ADP Terms of Reference and the group reports directly to the Orkney ADP Strategy Group.

In deciding on this governance arrangement, the IJB also recommended that a framework for delegation be developed to enable the Orkney ADP to be responsive and timely in its actions, within the agreed strategy direction set by the IJB.

Following a review of the scheme of delegation and the framework based on previous years' activities, it is proposed that a revised scheme of delegation be followed from 2021 onwards:



Within this framework the roles of the various aspects of the governance structure can be described as follows:

Draft Framework for Orkney ADP

Forum.	Level of Delegation / Activity.
Integration Joint Board.	<ul style="list-style-type: none"> • Agree strategic level decisions based on recommendations from the Orkney ADP Strategy Group. • Scrutiny and approval of final version of annual reports / performance reports. • Approval of final version of new strategy documents. • Receive reports from Orkney ADP Strategy Group on progress against Orkney ADP agreed outcomes.
Orkney ADP Strategy Group.	<ul style="list-style-type: none"> • Set proportions of spend to be aligned to types of activity. • Development of annual reports and annual plans. • Development of new strategy documents. • Development and reporting to Integration Joint Board on Orkney ADP Delivery Plan with provision of quarterly updates against work streams. • Mapping the range of existing services and identifying gaps in service delivery • Making recommendations to the IJB in relation to the proportions of spend to be aligned to types of activity utilising funding from the Scottish Government to address gaps, ensure delivery of key objectives and achievement of agreed outcomes. • Set commissioning outcomes. • Direct and scrutinise the work of the ADP Commissioning Group to achieve commissioning of services to meet identified needs that are safe, effective, efficient and demonstrate best value for money. • Scrutinise any decommissioning decisions including consideration of impact assessments. • Receive performance reports re all Orkney ADP funded services. • Scrutinise budget spend. • Maintain an overview of any risks to delivery of Orkney ADP objectives and action to address these. • Lead communications and engagement work for Orkney ADP. • Undertake training needs analysis and development of workforce development strategy.

Forum.	Level of Delegation / Activity.
	<ul style="list-style-type: none"> • Commissioner and provision of training utilising national and local trainers. • Reporting of statistical information to ISD (Naloxone provision and Drug Related Death data). • Monitoring and scrutinising of the Quality Principles for Substance Misuse Services action plan of recommendations following the Care Inspectorate visit in 2016.
ADP Commissioning Group.	<ul style="list-style-type: none"> • Implement the decisions of the Orkney ADP Strategy Group in terms of commissioning services. • Undertake the mechanics of the commissioning process – develop service specifications and reporting frameworks. • Issue the commissioning documents. • Overview submissions and make recommendations for award of contracts to the Orkney ADP Strategy Group. • Negotiate and agree outcome-focused, recovery orientated contracts or written agreements, which incorporate the Quality Principles for Misuse Services with all service providers. • Receive and review performance reports, ensuring recording and reporting arrangements are in place to monitor performance, and assess and manage progress and achievement of agreed outcomes. • Scrutinise the output from visits to commissioned services. • Support commissioned services to build capacity to continuously review, improve, and develop a quality and outcomes focused approach to service delivery. • Report performance of commissioned services to Orkney ADP Strategy Group (and any other SPG sub groups that the commissioning group is undertaking the role for).



Equality Impact Assessment

The purpose of an Equality Impact Assessment (EqIA) is to improve the work of the Integration Joint Board (Orkney Health and Care) by making sure it promotes equality and does not discriminate. This assessment records the likely impact of any changes to a function, policy or plan by anticipating the consequences, and making sure that any negative impacts are eliminated or minimised and positive impacts are maximised.

1. Identification of Function, Policy or Plan	
Name of function / policy / plan to be assessed.	Orkney Alcohol and Drugs Partnership Scheme of Delegation and Operational Framework 2021.
Service / service area responsible.	Orkney Alcohol and Drugs Partnership (ADP).
Name of person carrying out the assessment and contact details.	Katie Spence.
Date of assessment.	26 January 2021.
Is the function / policy / plan new or existing? (Please indicate also if the service is to be deleted, reduced or changed significantly).	Existing – proposed change to move from commissioning and budget decisions to being delegated to the ADP Strategy Group on an ongoing basis.

2. Initial Screening	
What are the intended outcomes of the function / policy / plan?	To allow the ADP Strategy Group to agree spend against the annual allocation from the Scottish Government including commissioning of services based on the recommendations from the ADP Commissioning Group.
State who is, or may be affected by this function / policy / plan, and how.	Service providers who seek to tender for services within the remit of the framework and people with substance misuse service needs that fall within the remit of the services commissioned under this framework.
Is the function / policy / plan strategically important?	Yes, the Framework allows the expertise of the ADP Strategy Group to make decisions around the spend of the annual allocation from the Scottish Government in a timely and efficient manner.

<p>How have stakeholders been involved in the development of this function / policy / plan?</p>	<p>ADP Strategy Group makes decisions on commissioning of services through with representation of stakeholders built into the Terms of Reference of the group.</p>
<p>Is there any existing data and / or research relating to equalities issues in this policy area? Please summarise. E.g. consultations, national surveys, performance data, complaints, service user feedback, academic / consultants' reports, benchmarking (see equalities resources on OIC information portal).</p>	<p>The ADP commissioning process takes account of the collection of outcomes data from the services that receive funding and this data collection informs commissioning decisions. The outcomes that are to be collected are specified in the commissioning documentation.</p>
<p>Is there any existing evidence relating to socio-economic disadvantage and inequalities of outcome in this policy area? Please summarise. E.g. For people living in poverty or for people of low income. See The Fairer Scotland Duty Interim Guidance for Public Bodies for further information.</p>	<p>Please complete this section for proposals relating to strategic decisions).</p>
<p>Could the function / policy have a differential impact on any of the following equality strands?</p>	<p>(Please provide any evidence – positive impacts / benefits, negative impacts and reasons).</p>
<p>1. Race: this includes ethnic or national groups, colour and nationality.</p>	<p>No adverse impact on any particular race.</p>
<p>2. Sex: a man or a woman.</p>	<p>No adverse impact due to gender.</p>
<p>3. Sexual Orientation: whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.</p>	<p>No adverse impact due to sexual orientation.</p>
<p>4. Gender Reassignment: the process of transitioning from one gender to another.</p>	<p>No adverse impact due to gender reassignment.</p>
<p>5. Pregnancy and maternity.</p>	<p>No adverse impact due to pregnancy.</p>
<p>6. Age: people of different ages.</p>	<p>No adverse impact due to age.</p>
<p>7. Religion or beliefs or none (atheists).</p>	<p>No adverse impact due to religion.</p>
<p>8. Caring responsibilities.</p>	<p>No adverse impact in relation to caring roles.</p>
<p>9. Care experienced.</p>	<p>No adverse impact to those that are care experienced.</p>

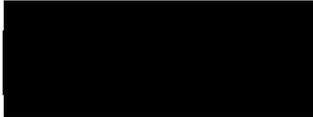
10. Marriage and Civil Partnerships.	No adverse impact on people who are married or in civil partnerships.
11. Disability: people with disabilities (whether registered or not).	The approach is intended to have a positive impact on people who have become disabled in terms of being unable to work due to substance misuse issues.
12. Socio-economic disadvantage.	The approach is intended to have a positive impact on people who have become socio-economically disadvantaged in terms of their dependency and / or to substance misuse issues by commissioning of services specific to their needs.
13. Isles-Proofing	<p>No.</p> <p>Commissioning of alcohol and drug treatment services on the outer-isles of Orkney do not occur separately but all services commissioned are expected to be inclusive of the outer islands.</p> <p>The adoption of the use of digital health options such as Near Me enables improved service delivery and accessibility.</p> <p>There are no residential detoxification services available in Orkney and those needing these services are required to leave Orkney to access them in the Mainland.</p>

3. Impact Assessment	
Does the analysis above identify any differential impacts which need to be addressed?	No.
How could you minimise or remove any potential negative impacts?	Not required.
Do you have enough information to make a judgement? If no, what information do you require?	Yes

4. Conclusions and Planned Action	
Is further work required?	No.
What action is to be taken?	Continue to monitor ADP Commissioned Services in line with the Commissioning Framework.

Who will undertake it?	ADP Co-ordinator and ADP Commissioning Sub Group.
When will it be done?	Six monthly accountability templates and annual service visits within the duration of the commissioning period.
How will it be monitored? (e.g. through service plans).	ADP Strategy Group ultimately accountable following recommendations from the ADP Commissioning Group.

Signature:



Name: Katie Spence

Date: 26 January 2021