

Manchester City Council Report for Information

Report to: Health Scrutiny Committee – 6 November 2024

Subject: Drugs and Alcohol – Delivery of Key Programme Areas with Change Grow Live (CGL) Manchester

Report of: Director of Public Health

Summary

This report provides the Committee with an overview of key programme areas delivered by the commissioned provider of the integrated drug and alcohol community treatment service, 'Change, Grow, Live (CGL) Manchester'. This report follows a broader report on wider commissioned services to Health Scrutiny on 8th February 2023 and an overview of Health and Homelessness on 06th December 2023, but with a focus on how key programme areas supported by additional investment in Manchester have been utilised to improve treatment quality for our citizens and meet the objectives of the national drug strategy 'From Harm to Hope: a 10-year drugs plan to cut crime and save lives'. Through this report we will hear from the voice of citizens engaged in treatment services, the impact of interventions and how recovery orientated systems of care have supported and developed community capital for Manchester citizens. Representatives of CGL Manchester and our recovery organisation SHINE will be in attendance at the committee.

Recommendations

1. The Committee is asked to note the breadth of work taking place in the field of substance misuse.
 2. To note the interdependence of The Department of Public Health and commissioned provider CGL Manchester on time limited grant-funded income and work-streams.
 3. The Committee is asked to support the call to action for spending plans to make and communicate a long-term commitment to providing treatment for substance use issues in the UK.
 4. The Committee is recommended to consider and comment on the information in this report.
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Wards Affected: All

<p>Environmental Impact Assessment -the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>	<p>CGL Manchester are committed to supporting Zero Carbon Manchester and as a commissioned provider, are required to maximise the environmental benefits of service delivery. Supporting city-wide adaptation to climate change is integrated into core business, with opportunities to reduce carbon emissions regularly reviewed. This has included an upgrade to electric pool vehicles (car and bicycles), for courier and outreach activities across the city.</p>
<p>Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p>	<p>The Department of Public Health and CGL Manchester work together to ensure services are inclusive, meet the needs of our diverse communities and celebrate and promote diversity in our work. We also recognise that substance use can affect some of our more vulnerable communities in Manchester. The 'Making Manchester Fairer' plan gives context to the work of the Department of Public Health in addressing health inequalities.</p> <p>To assist in the performance of the Public Sector Equality Duty (2011), CGL Manchester collate data aligned to the Equality Act (2010) and ward data on the numbers on treatment. Dynamic Equality Impact Assessments are undertaken at appropriate junctures to ensure services are accessible in the face of change.</p>

Manchester Strategy outcomes	Summary of how this report aligns to the Our Manchester Strategy/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The 'Our Manchester Strategy' underpins the work presented in this report. Supporting our citizens on their treatment pathway enables them to thrive and reach their potential, which creates economic value, jobs, volunteering and health innovation.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	This report will outline the 'Individual Placement Support' offer delivered by CGL Manchester, supporting citizens in structured treatment into active employment, contributing towards the skill development and economic value of Manchester.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Progressive and equitable is central to recovery orientated systems of care (ROSC) and supporting networks of local services and community groups that help people to start and sustain recovery. This report will outline how the insight and work of our recovery organisations are leading the way in unlocking potential within our communities.
A liveable and low carbon city: a destination of choice to live, visit, work	Commissioned services play an important role in reducing Manchester's carbon emissions and delivery of the Manchester Climate Change Partnership objectives. CGL Manchester's plan to expand the community hub offer within the city will support the cities ambition for Zero Carbon.
A connected city: world class infrastructure and connectivity to drive growth	CGL Manchester provide therapeutic service hubs in the Central, North and South of the city, supporting accessibility, local integration and place-based care. This report will outline how grant funded investment in the CGL Manchester estate will increase infrastructure and connectivity in areas of highest need in Manchester, providing a world-class treatment system for our citizens and enhancing the local service offer.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Refer to the body of the report

Financial Consequences – Capital

Refer to the body of the report

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

Alcohol, Drugs, and Community Stop Smoking and Tobacco Treatment Services in Manchester, Health Scrutiny Committee Report, 8 February 2023

An Update Report on Homelessness Services, Communities & Equalities Scrutiny Committee Report, 20 June 2023

Health and Homelessness, Health Scrutiny Committee Report, 06 December 2023

1.0 Introduction

1.1 Substance misuse can be characterised as the use of illegal drugs and the inappropriate use of legal substances, such as alcohol. Substance use can have a negative impact on health or functioning, and can cause an individual to experience physical, psychological and social problems related to excessive consumption or dependency. The effects of substance use are often part of a wider spectrum of harm, placing an enormous strain on families, friends and our communities. Whilst substance misuse can be a complex area, with many interdependencies, it is clear that misuse correlates with deprivation and widens health and social inequalities.

1.2 [The Drug Misuse and Dependence – UK guidelines on clinical management](#) are clear that the right treatment at the right time can be lifesaving. The effectiveness of well-delivered, evidence-based treatment for drug misuse is well established and can ‘impact positively on levels of drug use, offending, overdose risk and the spread of blood-borne viruses, and for a significant proportion of those entering treatment, drug treatment results in long-term sustained abstinence’.

1.3 Local authorities are responsible for the commissioning of substance misuse services. The Department of Public Health commission (and invest in) a range of substance misuse treatment and support services for Manchester residents. CGL Manchester are the commissioned provider who deliver the integrated drug and alcohol service in Manchester.

1.4 Following the recommendations in the Professor Dame Carol Black independent review of drugs, treatment, recovery and prevention and the subsequent ‘From Harm to Hope; a ten-year plan to cut crime and save lives’ strategy, Manchester has seen significant investment to improve our treatment and recovery system, including the service delivered by CGL Manchester. This report provides the committee with an overview of the key additional activity CGL Manchester have been commissioned to deliver as a result of this and other investment opportunities, as well hearing about the impact of this activity and the voice of those with lived experience. Key programme areas include: -

- Rough Sleeper Drug and Alcohol Treatment Grant (RSDATG)
- Supplementary Substance Misuse Treatment and Recovery Grant (SSMTRG)
 - System Co-ordination - Bringing Services Together
 - Increased integration and improved care pathways between criminal justice settings and drug treatment
 - Enhanced Recovery Support
- Supplementary Substance Misuse Treatment and Recovery: Housing Support Grant (SSMTRG: HSG)
- Individual Placement Support (IPS)
- Dependency and Recovery (D&R)

2.0 Background

- 2.1 Professor Dame Carol was commissioned by the Home Office and the Department of Health and Social Care to undertake a 2 part independent review of drugs, to inform the government's thinking on what more can be done to tackle the harm that drugs cause. Part one was published on 27 February 2020 and provides a detailed analysis of the challenges posed by drug supply and demand. Part 2 was published on the 8 July 2021 and focuses on drug treatment, recovery and prevention.
- 2.2 The report highlighted that whilst the total cost to society of illegal drugs is around £20 billion per year, only £600 million is spent on treatment and prevention. It highlighted growing unmet need and a link between deprivation and those most affected by substance use; it called for transformative change across government, local government and wider organisations, detailing 32 far reaching recommendations to improve effectiveness of drug prevention and treatment.
- 2.3 In December 2021, the 'From Harm to Hope; a ten-year drugs plan to cut crime and save lives' strategy was published, outlining the need for the whole of government and public services to work together and share responsibility for creating a safer, healthier and more productive society. The strategy speaks directly to the recommendations in the Professor Dame Carol Black Review, outlining the following 3 key strategic priorities;

1. Break drug supply chains
2. Deliver a world class treatment and recovery system
3. Achieve a generational shift in the demand for drugs

For treatment and recovery, the strategy aims to deliver;

- 54,500 new high-quality treatment places including:
 - 21,000 new places for opiate and crack users, delivering 53% of opiate and crack users in treatment
 - a treatment place for every offender with an addiction
 - 30,000 new treatment places for non-opiate and alcohol users
 - a further 5,000 more young people in treatment
 - 24,000 more people in long-term recovery from substance dependency
 - 800 more medical, mental health and other professionals
 - 950 additional drug and alcohol and criminal justice workers
 - adequate commissioning and co-ordinator capacity in every local authority
- 2.4 The 'From Harm to Hope' strategy pledged significant funding attached to local delivery of the above national aims, and in optimising the local treatment system to achieve the scale of change required. This included the continuation of the of the RSDATG project, to support people with a substance misuse need who sleep rough (or are at risk of doing so).
- 2.5 In April 2022, the Office of Health Improvement and Disparities OHID announced the 3-year Supplementary Substance Misuse Treatment and

Recovery Grant (SMTRG) funding scheme, to support local delivery of the 'From Harm to Hope' drug strategy. Local authorities were invited to apply for funding to deliver a range of interventions to drive an improvement in the quality of the service for Manchester residents, ensure more people are able to access our community treatment services, and support a reduction in the number of caseloads of our practitioners and clinicians delivering substance misuse services. Additionally, the SSMTRG funding aims to deliver the following outcomes:

- Improved criminal justice pathways to optimise access to treatment for individuals referred from custody suites, courts and secure estate (with 75% of prison leavers accessing treatment 3 weeks from release).
- A reduction in drug and alcohol deaths.
- Increase in the number of people starting a residential rehabilitation placement (2% increase).

2.6 The Department of Public Health worked closely on the development of the application for the SSMTRG with key agencies and services, building on the continued and sustained relationships with our partners. A focussed steering group worked to develop a strategic and operational plan to deliver against the national strategy objectives. In order to achieve the strategy objectives, the community treatment provider, CGL Manchester, was identified as a key delivery partner in mobilising the SSMTRG plan.

2.7 CGL Manchester are the commissioned provider to deliver the integrated, holistic drug and alcohol service in Manchester, offering a single referral, triage and assessment process for all drug and alcohol interventions delivered within a community setting, across the life course. CGL Manchester have held the contract to deliver this service since 2016/17. The service has a number of key components:

- Prevention and self-care including training on alcohol and drugs for other providers and services. A comprehensive programme of drug and alcohol awareness and early intervention training, resulting in increased capacity for prevention of drug and alcohol related harm.
- Engagement and early intervention, including harm reduction – The provision of in-reach/outreach services, including Early Help Hubs and homeless/rough sleeper settings. The provision of needle and syringe programmes (NSP) across service sites. The distribution of naloxone, a medication used to block the effects of opiates, to assist in reversing opiate overdoses and reduce drug related deaths.
- Structured treatment - A comprehensive package of concurrent or sequential specialist drug and alcohol focused interventions that address multiple/more severe needs.
- Recovery support - An increased focus on recovery from drug and alcohol dependence so that more individuals successfully complete their treatment

and are able to access education, training and employment opportunities and reintegrate into the community.

- 2.8 'From Harm to Hope' drug strategy [guidance](#) for local delivery partners has been issued, outlining the structures and processes through which local partners in England should work together to reduce drug-related harm. A national Combating Drugs 'Outcomes Framework' has been established, providing a single mechanism for monitoring progress across central government and in local areas towards delivery of the commitments and ambitions of the strategy. The outcomes and metrics included in the framework aim to provide a link between action and the impact experienced by individuals, families and neighbourhoods across the country.

3.0 Key programme areas

- 3.1 The following five key programme areas outline where there has been significant external funding to develop specific work-streams, aligned to ambitions in the national drug strategy and specific to the work of the community treatment provider, CGL Manchester.
- 3.2 Appendix 1 provides a summary of the above grant funded work-streams, including the financial envelope that has been awarded to CGL Manchester this financial year 2024/25.

3.3 The Rough Sleeper Drug and Alcohol Treatment Grant (RSDATG)

- 3.3.1 The RSDATG was established in 2020 to provide additional support to the Covid-19 rough sleeping response. Funded by the Ministry of Housing, Communities and Local Government (MHCLG), the grant was made available to MHCLG 'Taskforce Priority Areas' (areas with the highest numbers of people sleeping rough in emergency accommodation during the pandemic) to provide drug and alcohol treatment and related provision for people experiencing rough sleeping or at risk of doing so. This provided the opportunity to build resilience and capacity in our drug and alcohol treatment system to provide a tailored and targeted response to support citizens to access and engage in treatment services and maintain engagement with citizens through the transition of emergency to longer term accommodation.
- 3.3.2 The national Department for Levelling Up, Housing and Communities 'Ending Rough Sleeping for Good' strategy 2022 recognised the transformative change underpinned by the RSDATG investment, but equally the continued need to support some of our most vulnerable citizens, who often experience multiple disadvantage and higher complexity of need. The Health Scrutiny 'Health and Homelessness' Report 06th December 2023 highlights the link between health and homelessness, with poor physical and mental health, drug and alcohol misuse and co-morbidities more likely to be experienced by homeless people than the general population.

- 3.3.3 With the 'From Harm to Hope: A 10-year drug plan to cut crime and save lives' strategy setting a national ambition to provide at least 7,500 more treatment places for people who are either rough sleeping or at immediate risk of rough sleeping (a 33% increase), supporting people who sleep rough with a substance use support need into community treatment remains a priority.
- 3.3.4 The RSDATG project comprises a number of components that invest in a system-wide response to supporting our citizens with a substance use support need, and who are experiencing rough sleeping (or are at risk of doing so). For CGL Manchester, this bolsters the existing core offer to create a team of specialists able to respond to the specific support needs of people who sleep rough. This has included the creation of 15 additional posts that enhance the clinical offer to deliver dynamic prescribing, assertive outreach/in-reach and engagement (including a Prison In-Reach Worker) and a clinical psychology offer, refining the approach to trauma informed care, acknowledging the citizens psychological and emotional needs as part of the recovery planning.
- 3.3.5 The additional resource has bolstered the capacity of the service to participate in coordinated partnership activity, to maximise reach and resources, reducing replication, including a presence at the Manchester [Street Engagement Hub](#) where a range of services come together to provide practical advice and support for people who beg or engage in anti-social behaviour. The RSDATG funding also contributes to the clinical care costs of citizens in structured treatment who may sleep rough, such as investment in long-lasting opiate substitute treatment and blood borne virus testing.
- 3.3.6 As a result of the consistent RSDATG funding, in 2023/24 CGL Manchester were able to:-
- Support 980 citizens rough sleeping or at risk or doing so into structured treatment, with 1282 brief interventions delivered
 - Offer harm reduction advice 509 times, and provide 179 people with Naloxone
 - Support 3 people to access Hep-C treatment
 - Support 11 people to access detoxification support
 - Deliver 1937 separate outreach sessions across Manchester.

Please see Appendix 2 case study for RSDATG.

3.4 Supplementary Substance Misuse Treatment and Recovery Grant (SSMTRG)

- 3.4.1 The 'From Harm to Hope; a ten-year drugs plan to cut crime and save lives' strategy identified key ambitions in creating a world class treatment system, that would see significant investment in locally commissioned drug and alcohol treatment systems. Funding attached to delivery of the strategy was made available across a menu of interventions aligned to the [Commissioning Quality Standards](#) to support the effective commissioning of drug and alcohol treatment recovery.

- 3.4.2 Overseen by the Greater Manchester Combatting Drugs Partnership with outcomes monitored by the National Drug Treatment Monitoring System (NDTMS) 'Local Outcomes Framework', by the end of 2024/25 Manchester needs to realise:-
- An overall 20% increase in the number of people in structured treatment. The target for 2024/25 is 5243
 - An overall 2% increase in the number of people accessing residential rehabilitation. The target for 2023/24 is 68.
 - A target of 65% continuity of care (CoC) rate from secure estate to community treatment service.
- 3.4.3 Manchester has already achieved its overall target for the numbers of adults in structured treatment for 2024/25, with the demand on the service increasing year on year. The SSMTRG target further breaks down ambitions to be seen across substance types, opiates, non-opiates and non-opiates and alcohol and alcohol only. Manchester continues to exceed targets across all substance types except opiates, which is a national theme.
- 3.4.4 Manchester has facilitated placements for half of the residential rehabilitation target at the end of September 2024, should all those individuals go on to access this support. We are working to ensure all residential rehabilitation placements are recorded on the NDTMS by the residential rehabilitation facility.
- 3.4.5 Whilst the continuity of care rate target has now been reduced to 65% from 75% (in recognition of the stretch this would place on services), Manchester has seen our rate increase by 31%, which is now higher than the national average, a positive outcome for a core city.
- 3.4.6 On the strength of Manchester's performance in delivering against the drug strategy SSMRTG targets, in October of 2023, Professor Dame Carol Black, Matthew Rycroft (Permanent Secretary in the Home Office and permanent secretary for the drugs strategy across government) and colleagues visited Manchester City Council, The Greater Manchester Combatting Drugs Partnership, The Mustard Tree, CGL Manchester, and our Recovery Organisation 'SHINE', to review our partnership arrangements to combat drug related harm and the good practice taking place in local services to support people affected by substance use. The visit is shown in Figure 1 below.



Figure 1: A photo showing the visitors to CGL Manchester site 'Phoenix Mill' in Manchester, including Dame Carol Black and Mathew Rycroft

3.4.7 This year, SSMTRG is funding or contributing to 72 posts within CGL Manchester. These include posts to support and enhance trauma informed practice, with an Assistant Psychologist and a Practitioner Psychologist, increase to the number of front-line workers to improve treatment quality and reduce case-loads with 7 Criminal Justice Drug and Alcohol Workers and 23 Drug and Alcohol Workers, 5 Young Peoples' Drug and Alcohol Workers, increase in with clinical offer with 1 Nurse, 3 Doctors and 17 Service Managers. SSMTRG has also increased funding available for the prescribing of Buvidal medication, a prolonged release injection for the treatment of addiction to opioid dependence drugs.

3.4.8 Across the full range of interventions funded by SSMTRG and delivered by CGL Manchester, there are several innovations that have seen considerable development and present as an opportunity to showcase as a key programme area. These include: -

3.5 Bringing Services Together

3.5.1 CGL Manchester's 'Bringing Services Together' (BST) delivers place-based integrated support and partnerships across Manchester. Two full-time BST Team Leaders (supported by SSMTRG and Community Safety Partnership funding) integrate dedicated substance use support aligned with the Manchester City Council (MCC) Multi-agency Prevention and Support Forums (MAPS) to improve outcomes for our citizens impacted by multiple disadvantage.

3.5.2 CGL Manchester's integration with MAPs delivers efficiencies across partner services by ensuring people receive early and integrated support; examples include:

- Preventing escalation of further harm for people using substances to reduce presentations to hospitals and emergency services
- Reducing risks/harms of cuckooing and other forms of exploitation by sharing expertise with partners including GMP, Early Help Navigators, Housing and Antisocial Behaviour Action Team.
- Creating under-25 MAPS referral pathways with the Young Person's Homelessness Forum, Centrepont, Oasis and Eclipse (Young Person's Specialist Substance Misuse Service'.
- Connecting partners to MAPS to strengthen integrated support, including Be Well, Alcohol Care Team (Supportive Outreach and Engagement Team), and Greater Manchester Fire and Rescue Service (GMFRS).
- Contributing to the ongoing development of integrated working in Manchester, including supporting the recent expansion of MAPS across the city.

3.5.3 The BST Team participates in MAPS case discussion meetings with partners, including Manchester City Council, Housing Associations, the Community Mental Health Team (CMHT), Greater Manchester Police (GMP), Changing Future, and Shelter. In 2023/24, CGL Manchester supported substance misuse interventions for 82 citizens with multiple support needs and offered advice and guidance across the MAPS caseload.

3.6 Increased integration and improved care pathways between criminal justice settings and drug treatment

3.6.1 Supporting Manchester citizens in their treatment and recovery goals is a priority for CGL Manchester, and this includes where substance misuse is linked to offending behaviour. CGL Manchester have worked in collaboration with criminal justice partners throughout the life of the service, however 'From Harm to Hope' and the additional funding attached to the strategy, has provided an opportunity to platform the specialist work required to support our citizen's involved in the criminal justice system.

3.6.2 SSMTRG has supported the expansion of the Criminal Justice Team within CGL Manchester, with increased opportunity to work in partnership with wider services such as GM Probation, Youth Justice, prisons, Police and other specialist services, such as MASH and WomenMatta. The team are co-located within GM Probation, to ensure that wraparound services are provided via a 'one-stop shop' approach and in 2023/24, supported 903 Manchester citizens across a range of criminal justice interventions. CGL Manchester 'Criminal Justice Team' support the following:

3.6.3 Integrated Offender Management Unit (IOM)

IOM reduces the negative impact of crime on communities, supports people in rehabilitation, and reduces the likelihood of future re-offending. The team

achieve this by offering intensive support with substance misuse issues, housing, and employment.

CGL Manchester's Criminal Justice Team has two Recovery Coordinators co-located with the IOM team. They support people coming out of custody by working closely with the prison and GM Probation service to ensure continuity of care. They work alongside specialist agencies, including the GM Probation Service and Greater Manchester Police, to deliver integrated support that reduces reoffending and empowers people to thrive.

3.6.4 Designated Criminal Justice Women Recovery Coordinators

Many women in the criminal justice system have gendered needs that can impact their engagement with drug and alcohol services and the outcomes of their treatment, e.g. the impact of domestic abuse and family support needs. CGL Manchester's Criminal Justice Team has two women-only workers dedicated to supporting women with substance misuse needs. They work in the North, Central, and South Women's hubs, where women on probation can access multi-agency support from different agencies. This approach keeps women safe and reduces the need to travel to mutual appointments.

Both workers have completed HMPPS vetting and can access HMP Styal to support women before release in partnership with the Prison Substance Misuse Team. CGL Manchester work with HMP Styal as part of women's release planning, understanding the potential barriers to engagement and adapting how the service supports each woman to ensure she gets the treatment she needs promptly and in a safe environment.

3.6.5 Community Orders

The Criminal Justice Team includes two designated Criminal Justice Recovery Coordinators who work with men who are:

- referred after a period in the community following release from prison
- have received a community order.

The Recovery Co-ordinators are co-located within the GM Probation Service, enabling them to work directly with the Probation officer and other Greater Manchester Integrated Rehabilitative Services (GMIRS), supporting a multi-agency approach and ensuring wrap-around support.

3.6.6 Continuity of Care – from Prison or Community (and vice versa)

Across Greater Manchester, CGL Manchester recruited a Criminal Justice specific Project Manager (jointly funded by SSMTRG and Dependency and Recovery funding). This role has enabled CGL Manchester to establish strong and productive relationships and pathways to ensure citizens being released from secure estate are connected to community treatment and harm reduction advice/interventions, including provision of Naloxone. Ensuring prison leavers are met upon release with a strong release plan to ensure continuity of

support and treatment can be challenging, due to the number of prisons referring into Manchester, which has now increased to over 40 establishments. Despite this, Manchester has made excellent progress in increasing continuity of care to community treatment services with CGL Manchester now supporting a 'Prison Leavers Hub' as a one-stop-shop where citizens can receive key worker support, clinical treatment, and access to a wide range of support services. This has and continues to support engagement and continuity of care throughout the national early release scheme.

3.7 Enhanced Recovery Support

3.7.1 CGL Manchester collaborates with people, places, and partners across Manchester to support a vibrant recovery culture that offers our citizens opportunities to build their recovery and move forward with their lives. SSMTRG funding has supported CGL Manchester to build on this work by developing the Building Recovery in Communities (BRIC) and Social Prescribing Co-ordinator. This post supports and delivers events and activities that promote recovery whilst building the capacity of citizens to build and engage in independent recovery communities that is meaningful to them. A small innovation fund supports activity for citizens in recovery to explore, grow, and thrive through active participation in some of what Manchester does best: art, music, laughter, activism, sport and community. The BRIC and Social Prescribing Co-ordinator supports the following work:

3.7.2 Supporting Manchester's Recovery Communities

CGL Manchester work closely with Lived Experience Recovery Organisation (LERO) SHINE, who engage hundreds of people across Manchester with face-to-face and virtual recovery support.

SHINE provides a range of peer-led groups and activities for citizens at all stages of their treatment journey and support people not currently engaging with treatment services. CGL Manchester support SHINE's ongoing development as a LERO, reflecting Dame Carol Black's recommendation for more support for peer-led grass-roots recovery communities by developing the sustainability and structural framework of the group, connecting into the CGL national 'Connecting Communities Team' and investing from the Innovation Fund to develop a collective cohesive brand that citizens can identify and engage with.

Supporting Recovery in Change Grow Live

Comedy

COME AND SEE AN AWARD-WINNING COMEDIAN NICK THOMAS PERFORM HIS BRAND NEW SHOW MADE IN COLLABORATION WITH CGL & ARC SERVICE USERS

FREE SHOW PERFORMANCES BY WORKSHOP PARTICIPANTS

FIVE ACTS, CO PRODUCED WITH WORKSHOP PARTICIPANTS IS A 30 MINUTE TRAGI-COMEDY ABOUT THE IMPORTANCE OF STORY TELLING IN ADDICTION AND RECOVERY.

FRIDAY 3RD NOVEMBER - 2PM
20 PIERCY STREET, ANCOATS, M4 7HY

"I found the experience energising and validating. It made me see that even from the darkest places can come validation"

Football

5-A-SIDE FOOTBALL TOURNAMENT 2023

Shine Gym Sessions

Recovery Walk

"Today is the first event my family have experienced the recovery community and I'm so happy they are here; I think it opened their eyes to what it's all about"

3.7.3 Engagement and Involvement

CGL Manchester work closely with, listen carefully to, and learn from the people who use (and may use) community services. The experiences, opinions and needs of our communities shape the service model, delivery and strategic direction.

The SSMTRG-funded BRIC and Social Prescribing Co-ordinator oversees engagement and involvement from and by citizens accessing services, including supporting Service User Representatives and Service User Forum members to develop and deliver a wide range of opportunities for people to get involved in how the service is run, and how CGL Manchester can reach out and engage others.

CGL Manchester have coproduced a campaign called 'The Domino Effect' with lived experience volunteers in Manchester, to increase awareness of hidden harm and familial substance use. 'The Domino Effect' campaign featured a documentary, music video, project poster and gallery of portraits, with the film premiering in Recovery Month (October). The Domino Effect will be distributed across the UK to initiate conversations about the impact of substance use on families and can be viewed [here](#).

The Making of “The Domino Effect”



Please see Appendix 3 case study for SSMTRG

3.8 Supplementary Substance Misuse Treatment and Recovery; Housing Support Grant (SSMTR HSG)

- 3.8.1 The 'From Harm to Hope:- A 10-year drug plan to cut crime save lives' recognises the role of safe and secure housing for people experiencing substance misuse, and how pivotal this is to recovery. Improving access to accommodation alongside treatment is a key commitment within the strategy, in delivering a world class treatment system. To take forward this key commitment, the Office for Health Improvement and Disparities (OHID) awarded the Supplementary Substance Misuse Treatment and Recovery: Housing Support Grant (SSMTR HSG) to 28 local authorities to deliver a programme of housing support interventions for citizens who have both a drug and/or alcohol treatment and housing-related need. The SSMTR HSG is not a universal fund but has been allocated to local authorities that have been identified through the National Drug Treatment Monitoring System (NDTMS) as having a comparatively high rate of housing need in their treatment population and as such Manchester City Council (MCC) were eligible for this funding, commencing in late 2022/23 for 3 years.
- 3.8.2 A 'test and learn' approach has been adopted for the SSMTR HSG, to test and evaluate models of housing support for people in treatment in a targeted number of intervention areas. This includes funding specialist housing workers to help people in drug and alcohol treatment to access and maintain safe and suitable housing. The NDTMS system will link to local data to build an evidence base with which to demonstrate the most successful interventions.

This learning will be used as part of the ongoing implementation of the 'From Harm to Hope' strategy.

3.8.3 Following a local assessment, a specialist floating support need was identified for Manchester citizens, to be fulfilled by CGL Manchester, via their sub-contracting arrangements with Emerging Futures, an organisation specialising in supporting individuals to make the changes necessary to move towards independent healthy living. Funding was allocated for 4 Floating Support Workers to:-

- Deliver dynamic interventions and support pathways into treatment services where appropriate
- Deliver place-based substance misuse/housing specialist support responding to housing/substance misuse requirements
- Work in close liaison with the Eclipse (specialist substance misuse service for children and young people) Family Team.
- Support the roll-out of harm minimisation training
- Support basic independent living skills through a substance use lens.

3.8.4 In 2023/24, Emerging Futures engaged with 106 citizens and delivered the equivalent number of substance misuse interventions, including harm reduction advice. Of those who engaged, 90 citizens were also signposted to other support services to meet their broader needs. Common things that citizens accessing the service require support with are rent arrears, historical accrued debts, lack of preventative work leading to citizens presenting at crisis point and private landlords' lack of knowledge around housing law and legislation.

3.8.5 In understanding that SSMTR HSG is a 'test and learn' model, there exists an opportunity for establishing a strong knowledge base to underpin further initiatives derived from the grant programme. The findings from the data analysis of the SSMTR HSG should allow for the more effective allocation of resources to support people in drug and alcohol treatment to access and maintain safe and suitable housing.

Please see Appendix 4 case study for SSMTR HSG.

3.9 Individual Placement Support

3.9.1 Employment is essential in supporting people to improve their financial and social status, with job loss and unemployment linked to poverty and ill health. [Professor Dame Carol Black's independent review of drugs](#) identified employment as a key element of recovery for people with alcohol and drug dependency, however it is often reported that people with a substance misuse support need feel excluded from the workplace, struggle to get or keep a job or feel that shame and stigma associated with substance use affects their employment opportunities.

3.9.2 Individual Placement Support (IPS) is an intensive employment support intervention to help people find and stay in work. In late 2022/23, The

Department of Public Health secured funding from the Office of Health Improvement and Disparities (OHID) to integrate IPS into the community treatment service, CGL Manchester, to offer this service to citizens in structured treatment for their substance use. IPS follows the principles of:

- Personal job-related preference
- Rapid job search
- Interview preparation
- In-work support

3.9.3 To deliver IPS provision across the integrated service, CGL Manchester have recruited and trained a Senior Employment Specialist (Team Leader) and 3 Employment Specialists. The IPS Service has developed strong links with the local Department of Work and Pensions (DWP), Job Centre Teams and the Manchester City Council Work and Skills Team. This approach has enabled the IPS Service to understand DWP and Job Centre processes, programmes and developments to create pathways to employment with integrated support. This includes support to access appropriate benefits, so people have stable incomes on their employment pathway, which is often a barrier to employment for service users.

3.9.4 Employment Specialists work closely with citizens to ensure their preference-led employment pathway supports securing and maintaining employment in roles that reflect their passions, other commitments, and ambitions. This approach is reflected in the diversity of IPS supported job roles (e.g. Volunteer Placement Co-ordinator, Tutor, and Security Guard) and employers (private, third and public sector). In 2023/24, IPS facilitated 213 referrals to the programme, with 99 citizen's (46.4%) choosing to fully enrol and work with an IPS Employment Specialist and 23 people (23.3%) gaining employment. Citizen's not enrolling in the programme receive bespoke signposting to support that better meets their current needs.

3.9.5 In 2024/25 to date, IPS has received 106 referrals and 57 enrolments, demonstrating continued growth and improvement as the service becomes more established.

3.9.6 The service's commitment to the IPS principle of 'zero excludability' ensures citizens can access employment support at any point in their treatment and recovery journey. Employment Specialists are integrated into all teams within the service with induction workshops for all new team members commencing a role with CGL Manchester to ensure everyone in the service has a comprehensive understanding of the programme.

3.9.7 Manchester's IPS Service has been instrumental in establishing a 'Greater Manchester IPS Forum' and continues to take a lead role in its ongoing development. This Forum brings together ten IPS providers from across Greater Manchester who support people with substance misuse needs or serious mental illness. The Forum's community of practice creates a network for sharing best practice, exploring challenges and delivering development opportunities.

Please see Appendix 5 testimonial for IPS.

3.10 Dependency and Recovery

3.10.1 Probation reform has seen the unification of the National Probation Service and Community Rehabilitation Companies. To follow, the Greater Manchester Combined Authority (GMCA) via the Deputy Mayor, agreed a Memorandum of Understanding (MoU) with the Ministry of Justice (MoJ) to support a devolved approach to the co-commissioning of, and/or co-investment in, Integrated Rehabilitative Services in Greater Manchester for clients of the Probation Service. This includes the Dependency and Recovery aspect of support and has resulted in additional direct investment in CGL Manchester to improve post-sentence support for individuals under the supervision of the Probation Service in Greater Manchester, identified as having drug and alcohol needs suitable for the service.

3.10.2 The key aims of the Dependency and Recovery Service are to:

- 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

3.10.3 The Dependency and Recovery award to CGL began in 2021/22 and funds 3 CGL Criminal Justice Recovery Co-ordinators who are co-located within Greater Manchester Probation and principally funds work with citizens who have been released on license from the prison estate. Programmes are delivered from Greater Manchester Probation and at Women's Hubs (women-only). Groups are well attended and are facilitated from Greater Manchester Probation service; from this, CGL have seen an increase in the number of citizens who wish to support their recovery with inpatient treatment services for detoxification and rehabilitation. In 2023/24 CGL Manchester supported 198 citizens through the Dependency and Recovery service, with the majority of people requiring support for non-opiates and alcohol.

Please see Appendix 6 case study for Dependency and Recovery.

4.0 Opportunities

4.1 The Manchester integrated drug and alcohol treatment service has seen exponential growth in the numbers of Manchester citizens that it supports. Since 2022/23, when SSMTRG funding commenced in Manchester, CGL Manchester has seen an increase in the number of adults in treatment by 22.7% (an increase of 1135 citizens). Although increasing the number of people in treatment means better outcomes for Manchester citizens, it has placed significant pressure on the existing hub infrastructure. To deliver against the 'From Harm to Hope' strategy ambition to deliver a world class treatment system, Manchester needs to expand into a therapeutic space that

is a supportive environment for our citizens but can facilitate integrated care across the wider treatment system.

- 4.2 CGL Manchester have undertaken a review of existing estate to ensure the service remains accessible to communities with the highest substance misuse support needs. This included mapping treatment caseloads, unmet needs, local intelligence, and health inequalities at a neighbourhood level across Manchester, to identify priority areas. Based on this analysis and with support from SSMTRG and MCC funding, CGL Manchester is looking to expand the service offer in the North and East of the city. The intention is to create a warm and welcoming trauma informed environment, conducive to therapeutic care, removing the social stigma associated with accessing treatment support, that can often compound the severity and duration of co-occurring health conditions and co-morbidities.
- 4.3 The ambition to expand CGL Manchester estate will align with the cities Making Manchester Fairer Plan and Zero Carbon Manchester.

5.0 Risks and Challenges

- 5.1 The Professor Dame Carol Black Review outlined the challenges within the substance misuse landscape, and how we must collectively respond to affect change. The 'From Harm to Hope' strategy is a 10-year plan, highlighting the continued need, over time, to support the sector in achieving the ambition of a world class treatment system. The additional investment attached to the strategy has been well utilised in Manchester, realising positive outcomes in a relatively short period of time, considering the scale of mobilisation, however continued investment and stability is required to secure and maintain the current impact and respond to the future trajectory.
- 5.2 Relevant bodies, including CGL Manchester, the Greater Manchester Combatting Drugs Partnership and [Collective Voice](#) (national charity working to improve England's drug and alcohol treatment and recovery system) have made representations in respect of securing stability for the sector, and maintaining funding to continue to deliver against the long-term ambitions of the strategy, but crucially, to make preparations and management plans for the short-term uncertainty. We await notification of the funding position for 2025/26 for our grant funded work-streams.
- 5.3 The SSMTRG Local Outcomes Framework targets attributable to CGL Manchester key programme areas and residential rehabilitation are monitored via the National Drug Treatment Monitoring System (NDTMS). This system is consent based by the citizen in treatment, and where consent is declined, the intervention does not count towards the targets/outcomes for Manchester. Whilst the disparity can be variable (and minimal) the full outcomes against delivery for Manchester are not reflected in NDTMS data and as such do not fully reflect the challenges for Manchester.

6.0 Conclusion

- 6.1 Following the recommendations in the Professor Dame Carol Black independent review of drugs, treatment, recovery and prevention and the subsequent 'From Harm to Hope; a ten-year plan to cut crime and save lives' strategy, Manchester has seen significant financial investment to improve our substance misuse treatment and recovery system.
- 6.2 CGL Manchester are the commissioned provider for Manchester's integrated drug and alcohol community treatment service and are a key partner in local delivery of the national strategy ambitions. Investment from grant funded work-streams has sought to support the strategy's ambitions to create a world class treatment system, improving treatment quality and reducing case-loads. The key work programme areas developed from the additional investment are outlined in this report.
- 6.3 CGL Manchester has seen a year-on-year increase in the numbers of Manchester citizens in treatment services. Whilst this trajectory improves outcomes for our citizens and communities, it has placed a pressure on the existing service infrastructure. A review of CGL Manchester existing estate, calculations of unmet need, local intelligence and health inequalities at a neighbourhood level across Manchester will see an expansion of the CGL Manchester service offer in areas of highest need. New service hubs in the North and East of the City will be established towards the end of 2024/25 creating opportunities to improve access and reduce geographical inequity.
- 6.4 The 'From Harm to Hope' Strategy is a ten-year plan to cut crime and save lives, however funding allocations to support delivery of the strategy aims and ambitions for Manchester commenced in 2022/23 and are scheduled to conclude in 2024/25. Securing stability and funding to continue the legacy of the investment is critical to elevating the treatment service in Manchester. The uncertainty of grant funded investment impacts on the forward planning and risk-management of upscaling service delivery over the longer term.

7.0 Recommendations

- 7.1 The Health Scrutiny Committee is recommended to;

Note the breadth of work taking place in the field of substance misuse.

Note the interdependence of The Department or Public Health and commissioned provider CGL Manchester on time limited grant-funded income and work-streams.

Support the call to action for spending plans to make and communicate a long-term commitment to providing treatment for substance misuse issues in the UK.

Consider and comment on the information in this report.

8.0 Appendices

- Appendix 1 - Summary of grant funded work-streams
- Appendix 2 - RSDATG case study
- Appendix 3 - SSMTRG case study
- Appendix 4 - SSMTR HSG case study
- Appendix 5 - IPS testimonial
- Appendix 6 - Dependency and Recovery case study