



**Ministry of
JUSTICE**
National Offender
Management Service



*National Treatment Agency
for Substance Misuse*



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NOMS Management Board
NOMS Deputy Directors of Custody
Prison Governors
SHA Chief Executives
SHA & PCT Directors of Finance
PCT Chief Executives
PCT Prison Leads
SHA Offender Leads
NTA Managers
DAAT Chairs
Prison Healthcare Managers
NHS Criminal Justice Regional Leads
Area Chief Probation Officers
Managing Directors, Contracted Out Prisons
Rehabilitation Services Group Managers

DH Gateway Number 15827

31st March 2011

Dear Colleagues,

Funding for 2011/12 substance misuse services in prisons

Responsibility for funding substance misuse services for prisoners in England will transfer from the Ministry of Justice to the Department of Health (DH) from April 2011.

This unique circumstance means that PCTs will inherit responsibility for live contracts that are set to run throughout 2011-12. Given the necessity not to default on payment, and the fact that these contracts all expire in March 2012, it is envisaged that SHAs will be content to support PCTs by the onward allocation of funding that has been identified in section 5.47 of the NHS Outcome Framework 2011-12, and within the detail of the SHA bundle, provided to Directors of Finance

This letter confirms the allocations and describes the current policy context of both clinical and non-clinical drug treatment funding for all adult prisons in

England for 2011/12. A separate letter will set out the position in 2011/12 regarding substance misuse services for children and young people in secure settings.

Background

As part of the government's October 2010 spending review, responsibility for the funding of all substance misuse treatment for offenders in England will transfer from the Ministry of Justice to the Department of Health (DH) from April 2011. This includes funding for CARATs, drug and alcohol programmes in prisons and Compact Based Drug Testing. NOMS will remain responsible for mandatory drug testing (MDT).

A cross-government board has been established to ensure a smooth transition to local commissioning, and to prevent disinvestment and a negative impact on prisons and their current providers. The Board includes representatives from NOMS (the National Offender Management Service), Department of Health, NTA (National Treatment Agency for Substance Misuse), Offender Health, Ministry of Justice and the Home Office.

Allocations

Indicative partnership level funds for prison-based treatment are allocated via the Strategic Health Authority bundle, as detailed in Appendix A.

There are two allocations for adult prisons:

- The first amount is for clinical drug treatment (previously known as Integrated Drug Treatment System). This is a repeat of last year's bundle allocation, with no uplift or reduction in 2011-12
- The second allocation is for non-clinical substance misuse interventions, and comprises former CARATs¹, drug and alcohol treatment programme and compact-based drug testing funding. This represents funding that had previously come from the Ministry of Justice to NOMS (for adult services)

Taken together, these allocations provide the opportunity to realise the vision of a locally commissioned, recovery-focused prison based treatment system described in the Green Paper "Breaking the Cycle" and the Prison Drug Treatment Strategy Review Group report chaired and published by Lord Patel in November 2010. It also marks the final step in achieving the "one pot for one purpose" concept, by bringing together funding streams and making them available to local partnerships to commission the full range of provision necessary to support individuals along the full course of their recovery.

These allocations are being sent to PCTs. In view of the criminal justice and community safety aspects of substance misuse treatment in secure settings, it is recommended that this allocation is regarded as Drug & Alcohol Action Team (DAAT) funding, to be routed through local partnership commissioning

¹ Counselling Assessment, Referral, Advice & Throughcare services

mechanisms. Partnerships will need to be aware that the inter-dependent individual, public health and public protection functions served by prison-based substance misuse services mean that any disinvestment can cause significant problems across a large part of what is a highly mobile national network.

Combining of resources

In line with recent correspondence on substance misuse funding, and the concept of “one pot, one purpose”, the bringing together of these two funding streams at a local level gives an opportunity for the commissioning of services in a different way to the current clinical (IDTS) and psychosocial (NOMS) configuration. These locally designed services will address both health and reducing re-offending needs, and provide vital continuity of care in the reception, transfer and release of prisoners.

It is envisaged that substance misuse services in both community and prisons will be commissioned in line with the forthcoming drug service framework – *Building Recovery in Communities*, due for publication in early 2011/12. This framework will set out the necessary case management functions of commissioned substance misuse services for offenders across prisons and other settings.

Building on the lessons learned from the Drug System Change programme and developmental work on Drug Recovery Wings, some partnerships may decide to go further, and add Pooled Treatment Budget and Drug Interventions Programme funding to the above prisons allocation, to permit commissioning of services that optimise access to treatment on release. Prisons holding longer-term prisoners may adopt a tailored approach for their high risk / need population, and prioritise recovery and desistance from substance misuse whilst in custody, progressing to through-care and resettlement services nearer to release.

Capacity Programme

Prisons that have been either expanded, or opened, under the capacity programme are likely to have additional drug treatment funding via a separate allocation process. Offender Health (Department Health) will be able to inform prison partnerships of these allocations.

Status of current Contracts

To allow partnerships the time they will need to commission locally, NOMS has extended contracts for CARATs and accredited drug treatment programme for a further and final 12 months, to end on 31st March 2012. Partnerships that are well advanced in needs assessment and subsequent commissioning planning may chose to give the requisite notice on contracts within the year 2011-12. As some accredited drug treatment programmes run for several months, partnerships will need to begin planning from early in 2011-12 to ensure timely progression to a newly commissioned treatment and recovery system from April 2012.

Partnerships may choose to novate the above contracts, to identify themselves as purchasers. Whilst this is good practice, Dept Health legal advice is that this action is not a necessity.

Performance assurance of current contracts

It is recognised that as DAAT partnerships assume funding responsibility from April 1st, performance assurance methods will be at their discretion, but if they do not wish to apply a local approach it is recommended they continue with the current NOMS performance assurance system during this transitional year (see **Support for commissioning** below).

CARATs contracts feature a mechanism for calculating invoice payments based on provider delivery – the CARATS performance payment tool. Please note that the performance payment approach does not expose commissioners to payments in excess of the contract values, but does indicate where a penalty would apply for sub-standard performance. Partnerships may choose to continue using this device during the course of the contract in 2011/12.

In view of the primacy of continuity of care across prison and community thresholds, full engagement with the Drug Interventions Programme will continue to be expected from all prison drug and alcohol services.

Commissioning

Joint Commissioning Groups will wish to ensure that they have the breadth of knowledge of justice regulations and pathways to commission effectively; NOMS is committed to playing a full and active part in the future commissioning arrangements for all offenders in both custody and the community. It is therefore recommended that in commissioning for adult prisons, the Joint Commissioning Group should comprise

- NOMS (prison and probation)
- PCT *
- DAAT lead
- Local Authority representative*
- Police

*this will increasingly become Public Health representation, as Health & Wellbeing Boards are established

Building Recovery in the Community, due for publication early in 2011/12, will guide partnerships by providing the framework for the commissioning of services in the community and prisons. Local approaches to commissioning of drug and alcohol treatment and recovery services in prisons undertaken during the year should also be consistent with the NHS Operating Framework for 2011-12, which states:

‘To support treatment for offenders, NHS organisations should work with local partners to deliver joined up local commissioning of drug services based on the Prison Drug Treatment Strategy Review Group’s outcome framework’.

On the provision of services for 2012/13, partnerships will need to take into account transfer of undertakings [protection of employment] arrangements (TUPE) when redesigning services and drafting subsequent invitations to tender. Some of the currently commissioned services include prison officers, and advice will be available to individual prisons and partnerships on how to address these arrangements.

Contracted Prisons

Partnerships with contracted prisons in their area (see below) will be provided with advice and support in commissioning drug treatment services within these prisons.

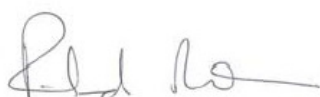
Contracted Facility	PCT	SHA
HMP Altcourse	Liverpool	North West
HMYOI Ashfield	Bristol	South West
HMP Bronzefield	Surrey	South East
HMP Dovegate	South Staffordshire	West Midlands
HMP Forest Bank	Salford	North West
HMP Lowdham Grange	Nottinghamshire County	East Midlands
HMP Peterborough	Peterborough NHS	East of England
HMP Rye Hill	Northamptonshire	East Midlands
HMP Doncaster	Doncaster NHS	Yorks & Humb
HMP Wolds	East Riding of Yorkshire	Yorks & Humb

Support for commissioning

The NTA, working with NOMS, will provide dedicated, locally based support to every adult prison to assist local partnerships to manage the current contracts and to commission integrated, outcome-based treatment in line with the forthcoming *Building Recovery in Communities* framework.

The NTA is also responsible for monitoring the development of locally commissioned prison based substance misuse services and reporting progress back to the National Offender Substance Misuse Board.


More information on this support is set out in Appendix B



Richard Bradshaw
Director,
Offender Health



Ian Porée
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NOMS



Rosanna O'Connor
Director of Delivery
NTA

Appendix A – Indicative allocations to PCTs for adult prisons, 2011-12

Facility	PCT	SHA	2011-12 IDTS (DH) Allocation	2011-12 PCT Totals - IDTS	2011-12 Former MoJ Allocations	2011-12 PCT Totals - Former MoJ Funded	Total 2011-12 PCT Allocations
Deerbolt	County Durham	North East	£150,214		£202,390		
DURHAM	County Durham	North East	£587,325		£525,862		
FRANKLAND	County Durham	North East	£266,500		£487,804		
LOW NEWTON	County Durham	North East	£461,250	1,465,289	£266,392	£1,482,448	2,947,737
HOLME HOUSE	North Tees	North East	£513,000		£1,084,435		
KIRKLEVINGTON	North Tees	North East	£153,750	666,750	£63,994	£1,148,429	1,815,179
ACKLINGTON	Northumberland Care Trust	North East	£371,356		£399,456		
CASTINGTON	Northumberland Care Trust	North East	£244,975	616,331	£152,312	£551,768	1,168,099
	Total	North East		2,748,370	£3,182,645		
STYAL	Cent & Eastern Cheshire	North West	£521,725	521,725	£568,587	£568,587	1,090,312
GARTH	Central Lancashire	North West	£164,000		£550,568		
PRESTON	Central Lancashire	North West	£502,250		£560,065		
WYMOTT	Central Lancashire	North West	£330,890	997,140	£657,291	£1,767,924	2,765,064
BUCKLEY HALL	Heywood, Mid & Rochdale	North West	£193,725	193,725	£228,418	£228,418	422,143
ALTCOURSE - Contracted	Liverpool	North West	£776,150		£1,000,000		
LIVERPOOL	Liverpool	North West	£761,087	1,537,237	£739,463	£1,739,463	3,276,700
MANCHESTER	Manchester	North West	£599,560	599,560	£615,153	£615,153	1,214,713
KIRKHAM	North Lancashire	North West	£279,825		£501,434		
LANCASTER CASTLE	North Lancashire	North West	£38,438		£162,127		
LANCASTER FARMS	North Lancashire	North West	£262,174	580,437	£523,433	£1,186,994	1,767,430
FOREST BANK - Contracted	Salford Teaching	North West	£688,800	688,800	£1,000,000	£1,000,000	1,688,800
KENNET	Sefton	North West	£156,825	156,825	£387,591	£387,591	544,416
RISLEY	Warrington	North West	£293,348		£512,161		
THORN CROSS	Warrington	North West	£126,499	419,847	£331,398	£843,559	1,263,406
HAVERIGG	Cumbria	North West	£302,375	302,375	£355,402	£355,402	657,777
	Total	North West		5,997,671	£9,410,618		
DONCASTER - Contracted	Doncaster	Yorks & Humber	£864,075		£850,000		
LINDHOLME	Doncaster	Yorks & Hum	£240,481		£557,948		
LINDHOLME IRC	Doncaster	Yorks & Hum	£90,000				
Moorland C & Open	Doncaster	Yorks & Hum	£404,292	1,598,848	£527,629	£1,935,577	3,444,425

Facility	PCT	SHA	2011-12 IDTS (DH) Allocation	2011-12 PCT Totals - IDTS	2011-12 Former MoJ Allocations	2011-12 PCT Totals - Former MoJ Funded	Total 2011-12 PCT Allocations
EVERTHORPE	East Riding of Yorkshire	Yorks & Hum	£245,010		£644,836		
FULL SUTTON	East Riding of Yorkshire	Yorks & Hum	£266,500		£373,956		
WOLDS - Contracted	East Riding of Yorkshire	Yorks & Humber	£205,000	716,510	£300,000	£1,318,792	2,035,302
HULL	Hull Teaching PCT	Yorks & Hum	£666,250	666,250	£809,954	£809,954	1,476,204
LEEDS	Leeds	Yorks & Hum	£724,865		£694,624		
WEALSTUN	Leeds	Yorks & Hum	£305,211	1,030,076	£513,000	£1,207,624	2,237,700
ASKHAM GRANGE	N Yorkshire and York	Yorks & Humber	£153,750		£60,207		
Northallerton	N Yorkshire and York	Yorks & Humber	£147,223	300,973	£248,862	£309,069	610,042
NEW HALL	Wakefield	Yorks & Hum	£461,122		£564,855		
WAKEFIELD	Wakefield	Yorks & Hum	£266,500	727,622	£408,034	£972,889	1,700,511
	Total	Yorks & Humber		5,040,279	£7,169,945		
RANBY	Bassetlaw	East Mids	£356,723	356,723	£798,225	£798,225	1,154,948
FOSTON HALL	Derbyshire County	East Mids	£318,611		£355,998		
SUDBURY	Derbyshire County	East Mids	£184,592	503,203	£286,459	£642,457	1,145,660
LEICESTER	Leicester City	East Mids	£582,735	582,735	£260,630	£260,630	843,365
ASHWELL	Leics County & Rutland	East Mids	£173,225		£44,466		
GARTREE	Leics County & Rutland	East Mids	£153,750		£385,421		
GLEN PARVA	Leics County & Rutland	East Mids	£407,355		£667,987		
STOCKEN	Leics County & Rutland	East Mids	£228,033	962,363	£590,627	£1,688,501	2,650,864
LINCOLN	Lincolnshire	East Mids	£585,275		£417,303		
MORTON HALL	Lincolnshire	East Mids	£153,750		£0		
NORTH SEA CAMP	Lincolnshire	East Mids	£222,425	961,450	£199,942	£617,245	1,578,695
ONLEY	Northants	East Mids	£234,496		£490,848		
RYE HILL - Contracted	Northants	East Mids	£237,000		£500,000		
WELLINGBOROUGH	Northants	East Mids	£201,925	673,421	£388,341	£1,379,189	2,052,610
NOTTINGHAM	Nottingham City	East Mids	£487,900	487,900	£800,313	£800,313	1,288,213
WHATTON	Notts County	East Mids	£171,175		£55,582		
LOWDHAM GRANGE Contracted	Nottingham-shire County	East Mids	£220,241	391,416	£500,000	£555,582	946,998
	Total	E Midlands		4,919,211	£6,874,568		
BIRMINGHAM	Heart of Birmingham	W Midlands	£906,100	906,100	£783,805	£783,805	1,689,905
SHREWSBURY	Shropshire County	W Midlands	£343,971		£351,189		

Facility	PCT	SHA	2011-12 IDTS (DH) Allocation	2011-12 PCT Totals - IDTS	2011-12 Former MoJ Allocations	2011-12 PCT Totals - Former MoJ Funded	Total 2011-12 PCT Allocations
STOKE HEATH	Shropshire County	W Midlands	£229,629	573,600	£461,874	£813,063	1,386,663
BRINSFORD	South Staffordshire	W Midlands	£353,350		£486,901		
DOVEGATE - Contracted	South Staffordshire	W Midlands	£172,200		£750,000		
DRAKE HALL	South Staffordshire	W Midlands	£219,689		£186,990		
FEATHERSTONE	South Staffordshire	W Midlands	£221,400		£468,264		
STAFFORD	South Staffordshire	W Midlands	£221,034		£493,196		
SWINFEN HALL	South Staffordshire	W Midlands	£118,049	1,305,722	£417,251	£2,802,602	4,108,324
HEWELL	Worcestershire	W Midlands	£1,017,825		£1,192,975		
LONG LARTIN	Worcestershire	W Midlands	£266,500	1,284,325	£406,938	£1,599,913	2,884,238
	Total: West Midlands			4,069,747			
BEDFORD	Bedfordshire	East of England	£678,625	678,625	£613,143	£613,143	1,291,768
LITTLEHEY	Cambridge-shire	East of Engl	£200,000		£579,652		
WHITEMOOR	Cambridge-shire	East of Engl	£250,000	450,000	£339,736	£919,388	1,369,388
BLUNDESTON	Gt Yarmouth & Waveney	East of England	£200,000	200,000	£399,881	£399,881	599,881
CHELMSFORD	Mid Essex	East of Engl	£800,358	800,358	£650,330	£650,330	1,450,688
BURE	Norfolk	East of Engl			£304,000		
NORWICH	Norfolk	East of Engl	£800,000		£562,200		
WAYLAND	Norfolk	East of Engl	£355,000	1,155,000	£577,183	£1,443,383	2,598,383
PETERBOROUGH - Female Contracted	Peterborough	East of England	£562,320		£700,000		
PETERBOROUGH - Male Contracted	Peterborough	East of England	£512,780	1,075,100		£700,000	1,775,100
BULLWOOD HALL	South East Essex	East of Engl	£160,000	160,000	£138,029	£138,029	298,029
EDMUNDS HILL	Suffolk	East of Engl	£170,000		£485,704		
HIGHPOINT	Suffolk	East of Engl	£160,679		£769,964		
HOLLESLEY BAY COLONY	Suffolk	East of Engl	£130,000	460,679	£315,992	£1,571,660	2,032,339
MOUNT, THE	West Hertfordshire	East of Engl	£182,860	182,860	£457,187	£457,187	640,047
	Total: East of England			5,162,622	£7,185,001		
BELMARSH	Greenwich	London	£603,725	603,725	£906,272		603,725
ISIS	Greenwich	London			£511,783	£1,418,055	1,418,055
WORMWOOD SCRUBS	Hammersmith & Fulham	London	£713,185	713,185	£1,172,667	£1,172,667	1,885,852
FELTHAM	Hounslow	London	£348,500	348,500	£503,068	£851,568	£851,568
HOLLOWAY	Islington	London	£560,791		£814,457		

Facility	PCT	SHA	2011-12 IDTS (DH) Allocation	2011-12 PCT Totals - IDTS	2011-12 Former MoJ Allocations	2011-12 PCT Totals - Former MoJ Funded	Total 2011-12 PCT Allocations
PENTONVILLE	Islington	London	£1,046,000	1,606,791	£1,245,230	£2,059,687	3,666,478
BRIXTON	Lambeth	London	£655,734	655,734	£1,188,104	£1,188,104	1,843,838
LATCHMERE HOUSE	Richmond & Twickenham	London	£80,000	80,000	£278,755	£278,755	358,755
WANDSWORTH	Wandsworth	London	£654,983	654,983	£1,348,194	£1,348,194	2,003,177
	Total	London		4,662,918	£8,318,580		
LEWES	E Sussex, Dwns & Weald	South East Coast	£423,775	423,775	£645,462	£645,462	1,069,237
CANTERBURY	Eastern & Coastal Kent	South East Coast	£168,929		£154,546		
DOVER IRC	Eastern & Coastal Kent	South East Coast	£150,000		£0		
ELMLEY	Eastern & Coastal Kent	South East Coast	£566,575				
STANDFORD HILL	Eastern & Coastal Kent	South East Coast	£262,400		£2,061,917	£2,216,463	3,522,217
SWALESIDE	Eastern & Coastal Kent	South East Coast	£157,850	1,305,754			
ROCHESTER	Medway Teaching	S E Coast	£174,250	174,250	£431,130	£431,130	605,380
BRONZEFIELD - Contracted	Surrey	South East Coast	£637,983		£300,000		
COLDINGLEY	Surrey	S E Coast	£153,750		£459,190		
DOWNVIEW	Surrey	S E Coast	£201,528		£338,245		
HIGH DOWN	Surrey	S E Coast	£706,225		£877,118		
SEND	Surrey	S E Coast	£195,130	1,894,616	£410,836	£2,385,389	4,280,005
BLANTYRE HOUSE	West Kent	S E Coast	£153,750		£191,920		
EAST SUTTON PARK	West Kent	South East Coast	£153,750				
MAIDSTONE	West Kent	S E Coast	£153,750	461,250	£122,652	£314,572	775,822
FORD	West Sussex	S E Coast	£235,260	235,260	£128,759	£128,759	364,019
	Total	S East Coast		4,494,905	£6,121,775	£6,121,775	
READING	Berkshire West	South Central	£353,625	353,625	£363,970	£363,970	717,595
AYLESBURY	Buckinghamshire	South Central	£124,025		£321,602		
GRENDON / SPRING HILL	Buckinghamshire	South Central	£168,254	292,279	£284,729	£606,331	898,610
HASLAR IRC	Hampshire	South Central	£150,000		£0		
WINCHESTER	Hampshire	South Central	£443,825	593,825	£779,614	£779,614	1,373,439
CAMP HILL (IoW)	I o W Healthcare	South Central	£211,389				
PARKHURST (IoW)	I o W Healthcare	South Central	£184,500		£645,058	£645,058	1,194,697
ALBANY (IoW)	I o W Healthcare	South Central	£153,750	549,639			

Facility	PCT	SHA	2011-12 IDTS (DH) Allocation	2011-12 PCT Totals - IDTS	2011-12 Former MoJ Allocations	2011-12 PCT Totals - Former MoJ Funded	Total 2011-12 PCT Allocations
WOODHILL	Milton Keynes	South Central	£635,500	635,500	£881,832	£881,832	1,517,332
BULLINGDON	Oxfordshire	South Central	£630,375		£1,542,910		
HUNTERCOMBE	Oxfordshire	South Central	£153,750	784,125	£175,000	£1,717,910	2,502,035
KINGSTON	Portsmouth City	South Central	£153,750	153,750	£96,774	£96,774	250,524
Regional supplement		South Central	£127,525	127,525			127,525
	Total	South Central		3,490,268	£5,279,519		
BRISTOL	Bristol	South West	£632,617	632,617	£687,389	£687,389	1,320,006
CHANNINGS WOOD	Devon	South West	£216,660		£737,022		
DARTMOOR	Devon	South West	£223,658		£579,257		
EXETER	Devon	South West	£545,300	985,618	£570,417	£1,886,696	2,872,314
DORCHESTER	Dorset	South West	£383,275		£499,533		
GUYS MARSH	Dorset	South West	£232,675		£496,960		
PORTLAND	Dorset	South West	£119,884		£436,969		
VERNE, THE	Dorset	South West	£151,976	887,810	£160,559	£1,594,021	2,481,831
GLOUCESTER	Gloucester	South West	£447,925	447,925	£558,713	£558,713	1,006,638
SHEPTON MALLETT	Somerset	South West	£83,219	83,219	£14,000	£14,000	97,219
EASTWOOD PARK	South Gloucs	South West	£495,098		£956,523		
LEYHILL	South Gloucs	South West	£225,500	720,598	£284,912	£1,241,435	1,962,033
ERLESTOKE	Wiltshire	South West	£201,920	201,920	£718,672	£718,672	920,592
	Total	South west		3,959,707	£7,490,616		
Totals			£44,545,698	£44,545,698	£63,846,887	£63,846,887	£108,392,585

Appendix B – Detail of local support from the National Treatment Agency

Between 2007 -2011, the NTA deployed a network of regionally based development managers dedicated specifically to the phased implementation of the Integrated Drug Treatment System (IDTS) across all adult prisons in England. As described in the main body of this letter, 2011/12 represents a critical year in the development of prison-based substance misuse services. It provides a unique opportunity to move to a fully integrated, locally commissioned recovery orientated system that not only meets the health needs of offenders within the prison system but also plays a key role in protecting communities from drug related harms and re-offending.

In order to assist local partnerships and prisons to make this transition, the NTA will continue to provide dedicated support with a named development manager assigned to each prison and Immigration & Removal Centre.

The NTA is currently in the process of restructuring the way it interfaces with local partnerships and moving away from the regionally based structure to one that aligns more closely to the new Public Health England framework. It is therefore not possible at this point to provide details of which post holder will be assigned to individual establishments but this information will be circulated as soon as possible.

NTA locality based support will include assisting prisons and local partnerships with:

- undertaking effective needs assessments and commissioning of recovery orientated substance misuse services in line with the forthcoming Building Recovery in Communities framework;
- building robust and effective continuity of care arrangements
- developing performance management systems that are based on a clear outcomes framework:
- monitoring expenditure of funding allocations to guard against disinvestment
- shared goals of the Green Paper “Breaking the Cycle” including the development of Drug Recovery Wings
- the collection of prison based treatment data via the National Drug Treatment Monitoring System

The NTA is also responsible for monitoring the development of locally commissioned prison based substance misuse services and reporting progress back to the National Offender Substance Misuse Board