

AGENDA ITEM No: 9

CONTROLLED DRINKERS SERVICE PROCUREMENT

To: **Health Committee**

Meeting Date: **May 17th 2018**

From: **Director of Public Health**

Electoral division(s): **All**

Forward Plan ref: **N/A** **Key Decision** No

Purpose: The paper is to inform the Health Committee about the procurement of a 6 bed Controlled Drinkers Accommodation Service

Recommendation: The Health Committee is asked to approve the following:

- a) Initiating a competitive tender for the procurement of a Controlled Drinkers Service in Cambridge City.
- b) The scope of service to be included in the tender.
- c) A more flexible service model that will better address the needs of the treatment population.

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1. BACKGROUND

- 1.1 The Controlled Drinkers Service is a housing related support service which provides 24 hour accommodation based support focused initially on harm reduction, then as people progress in controlling their drinking, helps them to develop independent living skills and move to more permanent independent accommodation. The Service is aimed at people who are vulnerable with multiple needs. These are homeless, have a long-term alcohol misuse problems, often with a mental health condition and are seeking to stabilize their alcohol use and/or move towards abstinence.
- 1.2 The Controlled Drinker Service is funded from the Public Health grant. The current contract for the Service is provided by Jimmy's and ends on March 31 2019. Jimmy's is a local third sector organisation providing a network of accommodation services to homeless people in Cambridge City.
- 1.3 Funding for housing related support services was formerly provided under the Supporting People Programme which ran until 2013. From 2014 funding for the Controlled Drinking Service along with two other housing services for offenders has been provided by Public Health. The two other housing services for offenders are not included in the tender as their contract end dates are not aligned to the Controlled Drinkers Service. The Offender Services cover a different client group and went out to competitive tender in autumn 2016, with new contracts being in place from the 1st of April 2017 and ending on the 31st of March 2020.
- 1.4 There is a planned broader review of supported housing by the County Council, as it funds a number of facilities, (outside of public health grant) which will provide opportunities to explore further developments of this service.
- 1.5 Historically the commissioning for the Controlled Drinking Service was undertaken by the Drug and Alcohol Team (DAAT) which sat in the former Children, Families and Adults Directorate. The recent creation of the Cambridgeshire and Peterborough Public Health Joint Commissioning Unit (JCU) has brought together the majority of commissioned public health services.
- 1.6 During the current contract there has been a requirement for the Service to work in close co-operation with Inclusion the adult substance misuse treatment provider. This has resulted in very close partnership working between housing and treatment services. Each Service user is also signed up to receive treatment/support from the adult Substance Misuse Service.

- 1.7 The key outcomes of the Service are the number of service users who move-on successfully from the Service into more independent accommodation. It should be noted that these are clients with complex needs and are likely to be long term misusers of alcohol. Clients are recommended for move-on when they have either become abstinent from alcohol or have managed to control their drinking whilst in the Service.
- The Service has an annual Key Performance Target to move at least 2 of the 6 residents onto more independent accommodation positively. Over the past 4 years of the contract this target has been met or exceeded in 3 of the 4 years. In the most recent year 17/18, 4 people moved out of the Service positively. All four clients managed to address their alcohol misuse which was a condition of them moving into more independent accommodation. The service also measures the outcomes achieved by each service user against the ten outcome domains ranging from managing money through to managing their physical and mental health.
- 1.8 The current contract for the Controlled Drinkers Service is due to terminate on the 31st of March 2019. It is proposed to formally commence the procurement in June 2018 with the contract award in December 2018 and a start date for the new Service on the 1st of April 2019.

2. MAIN ISSUES

- 2.1 The costs of alcohol and drug related harm is estimated to be £32.2bn including the NHS, lost productivity, crime, policing. 24,000 people died from alcohol related causes in 2016 at an average age of only 54. Deaths from liver disease have increased by 400% since the 1970's. Long-term alcohol use is known to contribute to a wide range of other complex and expensive to treat health problems. Further details are given in Figures 1, 2 and 3.

Figure 1 – Costs of drug and alcohol use



Figure 2: Deaths from alcohol use

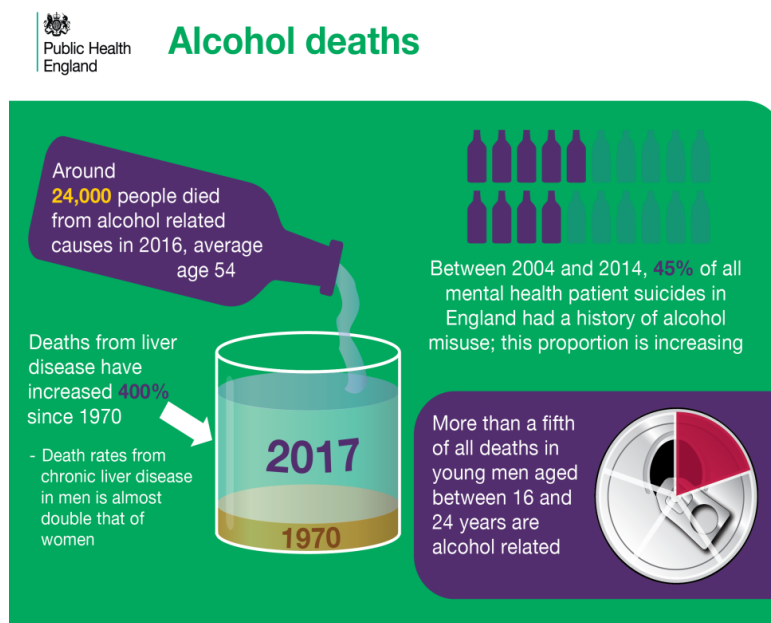
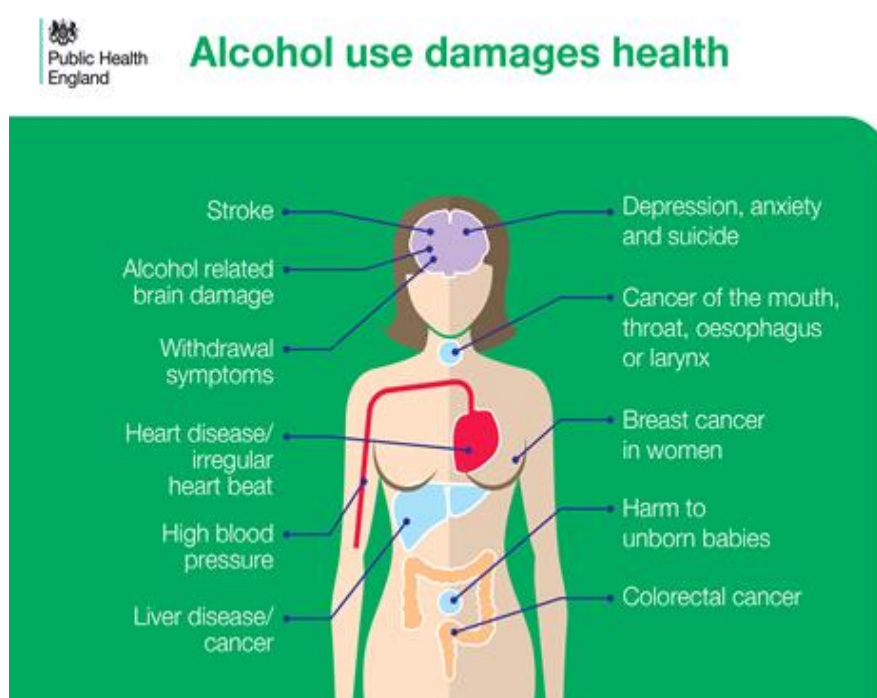


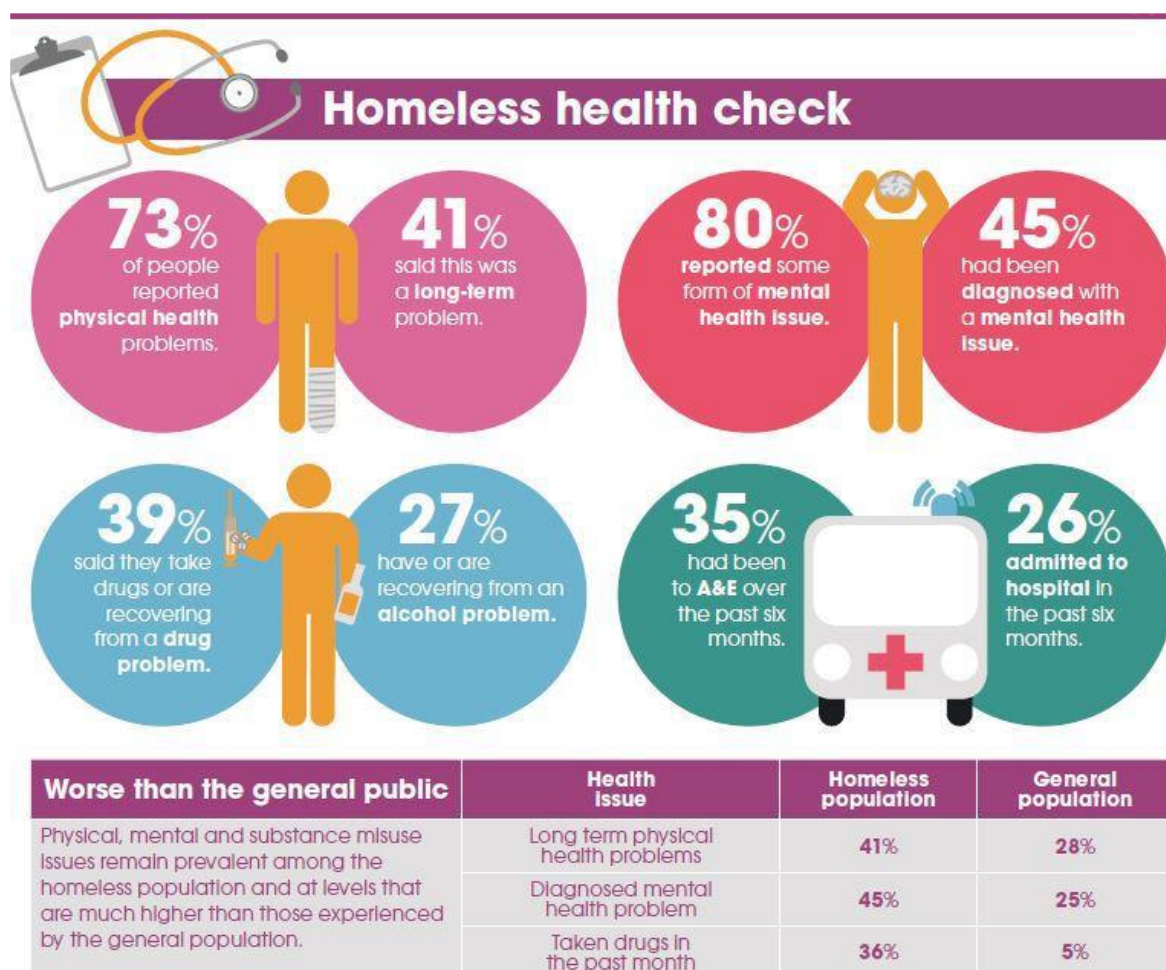
Figure 3 – Health impacts of long-term alcohol use



- 2.2 There is clear evidence that housing and homelessness is a contributor to substance misuse and securing positive treatment outcomes. The Joint Strategic Needs Analysis (JSNA) in 2016 for Substance Misuse looked at housing and homelessness issues and substance misuse. It identified that Cambridge City has high levels of substance misuse along with high house prices and there are problems with the supply of housing. The JSNA included evidence (Chartered Institute of Housing 2012, Milby et al 2010 and Rutter 1994) that as a general rule, stable housing is beneficial to those with drug or alcohol dependence. It helps them to reduce substance misuse and achieve drug- and alcohol-related recovery outcomes. In terms of homelessness, the JSNA found Cambridge City had the highest rate of homelessness in the county at 3.6 acceptances per 1000, higher than the countywide figure of 2.7 and the England figure of 2.5. There are only a few substance misuse accommodation Services in the country and the Controlled Drinkers Service provides a specialist resource in Cambridge, an area with a housing shortage, high levels of homelessness and substance misuse.
- 2.3 The homelessness population is known to have poorer health outcomes. Homelessness Link carried out an audit of health problems across the homeless population in 2014 showing the homeless people are 13% more likely to have a long-term health problem and 20% more likely to have a diagnosed mental health problem than the general population. More details are shown in Figure 4 below. The Controlled Drinkers Service works closely

with all health partners to address physical and mental health issues to assist the residents to access the services of the wider general population.

Figure 4 – Homeless Link Audit of Homeless Health Problems (2014)



2.4 The retendering of the Controlled Drinkers Service will provide an opportunity to improve the current model and secure the following deliverables:

- A model which is more flexible for drinkers at different stages of their recovery journey and help them progress towards more independent living via move-on pathways.
- Opportunities to align with any of the proposals from the planned review of supported housing that will improve the service outcomes.
- The service will continue to be supported by the adult substance misuse treatment service which is currently being recommissioned.

- 2.5 The current public health funding allocated to the Controlled Drinkers Service is £79,382 per annum. The proposal is that the new contract will run for 3 years with the option to extend by one or two years. The total contract value over the lifetime of a five year contract will be £396,910.
- 2.6 The tender will be undertaken by the Public Health Joint Commissioning Unit. Approval for the tender is being sought from the Commissioning Board and for it to endorse and recommend the approach identified in this paper.

3.0 ALIGNMENT WITH CORPORATE PRIORITIES

3.1 Developing the local economy for the benefit of all

The report sets out the implications in paragraph 2.1.

3.2 Helping people live healthy and independent lives

The report sets out the implications in paragraphs 1.2 and 2.3.

3.3 Supporting and protecting vulnerable people

The report sets out the implications for this priority in paragraph 1.1 & 2.2.

4.0 SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

The report above sets out details of significant implications in 2.1 and 2.5.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

- 2.6. The report above sets out details of significant implications in 1.5, 2.5, and Cambridgeshire and Peterborough Joint Commissioning Board has been asked to approve the proposal.

4.3 Statutory, Legal and Risk Implications

The report above sets out details of significant implications in 1.5.

4.4 Equality and Diversity Implications

The report above sets out details of significant implications in 2.2 and 2.4.

4.5 Engagement and Communications Implications

The following bullet point set out details of other significant implications identified by officers:

- An integral element of the procurement process will be the consultation with stakeholders, service users and the public. The information secured from these processes will influence the service specification and ongoing development of the services.

4.6 Public Health Implications

The report above sets out details of significant implications in 1.1, 1.2, 2.1, 2.2 & 2.3...

The following bullet points set out details of other significant implications identified by officers:

- Failure to recommission the Controlled Drinkers Service will impact on homelessness and rough sleeping levels in Cambridge City and make it harder for vulnerable people with addictions to find a route out of homelessness.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes – 1/5/18 Name of Financial Officer: Clare Andrews
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Name of Officer: Gus de Silva
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes – 2/5/18 Name of Legal Officer: Catherine Wilson
Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Liz Robin
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Matthew Hall
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Liz Robin
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Liz Robin

SOURCE DOCUMENTS GUIDANCE

It is a legal requirement for the following box to be completed by the report author.

Source Documents	Location
<i>Cambridgeshire Drugs and Alcohol Joint Strategic Needs Assessment</i>	http://www.cambridgeshireinsight.org.uk/jsna