

# Birmingham City Council

## Report to Cabinet

10<sup>th</sup> November 2020



**Subject:** **ROUGH SLEEPING DRUG AND ALCOHOL TREATMENT GRANT FUNDING BID**

**Report of:** **Dr Justin Varney**  
**Director of Public Health**

**Relevant Cabinet Member:** **Councillor Paulette Hamilton - Health and Social Care**  
**Councillor Tristan Chatfield - Finance and Resources**

**Relevant O & S Chair(s):** **Councillor Rob Pocock - Health and Social Care**  
**Councillor Sir Albert Bore - Resources**

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 08119/2020		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, provide exempt information paragraph number or reason if confidential:		

### 1 Executive Summary

- 1.1 The purpose of the report is twofold: The first is to inform Cabinet of a bid which was submitted to Public Health England (PHE) on 2<sup>nd</sup> October 2020. The value of the grant bid is £946,493.88 per annum.

- 1.2 Secondly, if the bid is successful to request approval to accept the grant funding and enter into a grant agreement with Public Health England to deliver the project

## **2 Recommendations**

### **2.1 The Cabinet**

- 2.1.1 Notes and retrospectively approves the bid to Public Health England, which was submitted for the 2<sup>nd</sup> October 2020 Public Health England deadline.
- 2.1.2 If the bid is successful, delegates the Director of Public Health in consultation with the Chief Finance Officer and the City Solicitor (or their nominees) to consider whether any grant conditions require further approvals, and, if not, to accept the grant funding and enter into a Grant Agreement with Public Health England.
- 2.1.3 Authorises the Director of Public Health, in consultation with the City Solicitor, to vary the existing contract with Change, Grow, Live (CGL) as the incumbent service provider to deliver the agreed outcomes within the available financial envelope and funding timescales.
- 2.1.4 Authorises the Director of Public Health in consultation with the Director of Adult Social Care to recruit to the Commissioning Officer post.
- 2.1.5 Authorises the City Solicitor to negotiate and execute any documents to give effect to the above recommendation.

## **3 Background**

- 3.1 Birmingham is one of 43 Local Authority Rough Sleeper Task Force priority areas that have been invited to submit proposals for a proportion of £23 million revenue funding to improve support and outcomes for people experiencing rough sleeping who have drug and alcohol dependence needs and co-occurring mental ill health.
- 3.2 The funding is this year's allocation from the £262m secured by a joint bid from the Ministry of Housing, Communities and Local Government (MHCLG) and Department of Health and Social Care (DHSC), announced in the Budget in March 2020 to be available over the next four years for drug and alcohol treatment and related provision, specifically to meet the needs of this cohort. Funding will be managed and coordinated by Public Health England (PHE).
- 3.3 The bid is for Year 1 only (2020/21) of 4 years funding. Birmingham City Council will not be required to bid for Year 2 (2021/22) funding as the grant awarded in year 1 will be awarded at the same value in year 2 (2021/22). The value of the grant bid requested from Public Health England in 2020/21 is £946,493.88. If the bid is successful in Year 1 the amount received will be a pro rata proportion. In Year 2 a full year cost of £946,493.88 will be received. Future funding arrangements for Years 3 (2022/23) and Year 4 (2023/24) have yet to be confirmed by Public Health England.

- 3.4 A recent review of local data collected from over 900 homeless patients from the Birmingham based Health Exchange service undertaken in 2018, illustrates that over 13% of homeless men had a substance dependence, compared with 4.3% of men in the general population. For women the figures were 16.5% and 1.9% respectively. More than a fifth of the homeless population have an alcohol dependence, compared with 1.4% of the general population.
- 3.5 The bid has been developed with multi agency collaboration to ensure it complements and enhances the utilisation of existing service provision, is strengths based and maximises the opportunity for helping rough sleepers break the cycle of addiction, mental and physical ill health and rough sleeping.
- 3.6 If successful, the bid will enable the implementation of a new rough sleeper Drug and Alcohol Treatment model to be implemented across Birmingham.

#### **4 Options considered and Recommended Proposal**

- 4.1 Birmingham City Council is one of the Government's 43 Rough Sleeper Taskforce priority areas and was invited to bid for a proportion of £23m Rough Sleeping drug and alcohol treatment funding during 2020/2021.
- 4.2 The invitation was to bid for Year 1 (2020-21) of 4 years funding, by completing the funding proformas shared by Public Health England. The grant information was provided by Public Health England on Friday 21st August 2020 with bids to be submitted by Birmingham City Council on Friday 2nd October 2020.
- 4.3 Several factors influenced the decision to submit a bid within a short timeframe:
  - 4.3.1 In response to the Covid-19 pandemic, many people sleeping rough have been housed in emergency accommodation which has presented a unique opportunity to end rough sleeping.
  - 4.3.2 Many of those that were housed in emergency accommodation with a substance dependence need had not been in or sustained their contact with drug and alcohol services previously and there was now an unprecedented opportunity to ensure that any initial treatment contact and engagement is continued.
  - 4.3.3 To deliver sustained reductions in rough sleeping across Birmingham, a growing body of evidence indicates preventing people who have left the streets returning to rough sleeping, involves providing the right packages of personalised support to help recovery, promote independence and build personal resilience
  - 4.3.4 The grant provides an opportunity to secure additional resources to the value of £946,493.88 pro rata in year 1 (2020/21) and £946,493.88 in year 2 (2021/22) with further grant funding for years 3 and 4 to be announced to provide the level of support and intervention needed.
  - 4.3.5 Co-occurring substance dependence and mental health conditions are often linked, and prevent people accessing the care they need – as both require

addressing concurrently and many services are ill-equipped or unable to provide services to meet both needs. This cohort can find it challenging to engage with and/or experience other barriers to accessing health services. This can contribute to a 'revolving door', whereby individuals are repeatedly in and out of stable accommodation.

- 4.3.6 The existing drug and alcohol treatment commissioned service provider CGL has limited capacity to support this complex and challenging entrenched rough sleepers. The service has 2 homeless recovery co-ordinators funded through their core contract with BCC. An additional 2 outreach workers and a non-medical prescriber work alongside the coordinators but are funded through separate Rough Sleepers Initiative funding.
- 4.3.7 The service is contracted to work within the city centre and with its current capacity, is not able to meet the flexibility and intensity of support that is required to offer strength based, trauma and psychologically informed, person centred wrap around service to this cohort of rough sleepers, wherever they may be housed across the city.
- 4.3.8 The new model will engage rough sleepers across a much wider geographic area and ensure that at least 217 known people at risk of, or currently rough sleeping can quickly/easily access individualised support that addresses co-occurring mental health/substance dependence in a trauma/psychologically informed way. This approach will help rough sleepers to begin to manage their addiction, chaotic lifestyles and sustain their tenancies and accommodation, minimising the risk of returning to rough sleeping.
- 4.3.9 If successful, the grant will enable the implementation of a single point of contact to the rough sleeping drug and alcohol service for all partner agencies and commissioned services. It will fund a new Outreach Nurse and a Health Care Assistant, as well as a team of bilingual complex need navigators and recovery co-coordinators, which will bring healthcare interventions to rough sleepers across the city and ensure they are supported to access primary care and Blood Borne Virus /Hepatitis-C services through existing treatment pathways.
- 4.3.10 The new model will support rough sleepers accommodated in response to the Government's Covid 19 'everyone in' programme as outlined within the Public Health England bid guidance. The service will work with existing agencies and commissioned services that will identify matters of status and recourse to public funds, mindful of exclusions and eligibility criteria that apply to inpatient detox and residential rehabilitation services.

## **5 Consultation**

### **5.1 External**

- 5.1.1 The bid has been developed with direct input from; -
  - NHS Birmingham and Solihull CCG

- Change, Grow, Live (CGL)
- Birmingham and Solihull Mental Health NHS Foundation Trust

## 5.2 Internal

- 5.2.1 The bid has been developed with direct input from Public Health and Adult Social Care, Neighbourhoods / Rough Sleeper Leads
- 5.2.2 Councillor Sharon Thompson, Cabinet Member for Homes and Neighbourhoods has been briefed about the submission of the bid and is supportive of proposals.

## **6 Risk Management**

- 6.1 There is an identified risk that if the Birmingham City Council bid for grant funding is unsuccessful the new proposed model to engage with rough sleepers citywide will not be implemented. This means that the service will continue to work within the boundaries of the city centre and will not be able to offer wrap around support to those at risk of or currently rough sleeping citywide

## **7 Compliance Issues:**

### **7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?**

- 7.1.1 The approval of the bid and acceptance of grant funding for the delivery of the project will be a significant asset to the delivery of the Council's outcomes, priorities and plan for 2018-22. As well as bringing additional funding into the Council and the city, the rough sleeping drug and alcohol treatment grant will also have a specific impact on the following outcomes and priorities:
- 7.1.2 Birmingham is a great city to live in: We will work with partners to tackle rough sleeping and homelessness. This is a particularly strong focus for the bid and will provide the opportunity to make a significant difference to helping rough sleepers maintain and sustain stable accommodation.
- 7.1.3 In addition, this bid is consistent with the delivery of the Birmingham City Council Homelessness Prevention Strategy 2017+
- 7.1.4 CGL are existing signatories to the BBC4SR. If the bid for grant funding is successful, additional commitments in terms of service outcomes proportionate to the grant will be identified and agreed with CGL and their Social Value Action Plan will be updated accordingly.

### **7.2 Legal Implications**

- 7.2.1 Section 6C of the National Service Act 2006 as amended by the Health and Social Care Act 2012 and The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013 provide for the discharge of public health functions by Local Authorities.

- 7.2.2 Sec 111 Local Government Act 1972 confers power on the Council to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions

### **7.3 Financial Implications**

- 7.3.1 The submission of a grant funding bid does not commit the Council to expenditure.
- 7.3.2 Finance have advised that the grant bid has no net impact on the Council's budget. If successful, the grant funding that will be awarded will be used to deliver the new rough sleeper drug and alcohol treatment model through a contract variation with the existing substance misuse commissioned provider Change, Grow, Live (CGL).

### **7.4 Procurement Implications**

- 7.4.1 If the grant bid is successful, a contract variation will be agreed with Change, Grow, Live (CGL) as the existing service provider. Change Grow Live (CGL) are contracted until 28<sup>th</sup> February 2022
- 7.4.2 The supporting guidance provided by Public Health England in order to support the bid application has no expectations or caveats that a procurement exercise be undertaken for the grant.
- 7.4.3 The grant information was provided by PHE on Friday 21st August 2020 with bids to be submitted by the local authority on Friday 2nd October 2020. The period of 6 weeks made it unfeasible to undertake a procurement exercise.
- 7.4.4 In order to develop a model at pace with key BCC and Mental Health partners, CGL as the existing service provider had to be involved in the process in order to meet the bid submission deadline and were integral in the development of the new rough sleeping drug and alcohol model included in the bid submission.
- 7.4.5 As CGL are the current provider of Adult drug and alcohol treatment services, another service provider would not be able to ensure engagement is maintained with drug and alcohol treatment services as that they are not commissioned by BCC to deliver this service.
- 7.4.6 The Under the Public Procurement Regulations (PCR) 2015, Contracts may be modified without a new procurement procedure where all of the following conditions are fulfilled; -
- 7.4.6.1. The need for modification has been brought about by circumstances which a diligent contracting authority could not have foreseen;
  - 7.4.6.2. The modification does not alter the overall nature of the contract;
  - 7.4.6.3. Any increase in price does not exceed 50% of the value of the original contract.

7.4.7 Procurement have advised that these conditions have been fulfilled therefore the risk of a successful procurement challenge to the Council for not re-procuring the services is considered low.

## **7.5 Human Resources Implications (if required)**

7.5.1 If successful, the bid would not create any Human Resource implications.

## **7.6 Public Sector Equality Duty**

7.6.1 An equality impact assessment has been conducted and is attached as **Appendix 3**.

7.6.2 The equality impact assessment indicates no adverse impact.

## **8 Appendices**

8.1 Appendix 1: Proforma Funding Bid part 1 – bid narrative

8.2 Appendix 2: Proforma funding Bid part 2 – data relating to population in scope of the bid and staff costs

8.3 Appendix 3 - EA

## **9 Background Documents**