

Cabinet

13th December 2022

Name of Cabinet Member:

Cabinet Member for Public Health and Sport – Councillor K Caan

Director Approving Submission of the report:

Director of Public Health and Wellbeing

Ward(s) affected:

All

Title:

Approval of Rough Sleeping Drug and Alcohol Treatment Grant

Is this a key decision?

No

Executive Summary:

The City Council was successfully awarded a grant of up to £640,361 to support rough sleepers and those at risk of rough sleeping to engage with and access drug and alcohol treatment in January 2022 which was to fund activity up to March 2023. Following confirmation of this funding, the Council were asked to revise their bid for 2022/23 and to bid for funding for 2023/24. As a result of this, the Council has now been awarded £1,228,092 from the Office for Health Improvement and Disparities - Department of Health and Social Care (“OHID”) for the period April 2022 to March 2024. It is expected that there may be one further round of bidding for the Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG) to provide funds in 2024/25.

The Council’s constitution requires formal Cabinet approval prior to agreeing to receive external grants in excess of £500,000. Where time does not allow this to happen approval can be sought by the relevant Director in consultation with the relevant Cabinet Member and Scrutiny Chair with a requirement to then report retrospectively to Cabinet. As time was not available to report in advance of signature for this grant, approval was gained by the Director of Public Health and Wellbeing, in consultation with Councillor Caan (Cabinet Member for Public Health and Sport), Councillor Duggins (Cabinet Member for Policy and Leadership) on behalf of Councillor Welsh (Cabinet Member for Housing and Homelessness) and Councillor N Akhtar (Chair, Scrutiny Co-ordination Committee); with agreement for a retrospective report to Cabinet.

Recommendations:

Cabinet is recommended to:

- 1) Note the approval to retrospectively accept the Rough Sleeping Drug and Alcohol Treatment Grant in the sum of £1,228,092 from OHID for the period April 2022 to March 2024.
- 2) Authorise the Council to bid and accept further grant monies from OHID for Rough Sleeping Drug and Alcohol Treatment in the maximum sum of £2,499,000 for the period 2024- 2025.
- 3) Delegate authority to the Director of Public Health and Wellbeing, following consultation with the Chief Legal Officer and the Cabinet Member for Public Health and Sport to undertake the necessary due diligence, negotiate the terms and conditions of any funding agreement with OHID and enter into the necessary agreement to bring into legal effect the recommendation set out at (2) above.

List of Appendices included:

None

Background papers:

None

Other useful documents:

Approval of Rough Sleeping Drug and Alcohol Treatment Grant Cabinet Report – 11th January 2022

Has it been or will it be considered by Scrutiny?

Yes – this matter will be considered by Scrutiny Co-ordination Committee as part of their Work Programme for 2022/23

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Rough Sleeping Drug and Alcohol Treatment Grant**1. Context (or background)**

- 1.1 Coventry was identified by the Department for Levelling Up, Housing and Communities – (DLUHC) and the Office for Health Improvement and Disparities (OHID) as a priority area for additional funding to support drug and alcohol treatment services for rough sleeping and homeless populations in June 2021.
- 1.2 As such, the City Council was invited to submit proposals for the Rough Sleeper Drug and Alcohol Treatment Grant (RSDATG) scheme to provide additional services for people currently, or at risk of, rough sleeping. The scheme allowed bids for activity up to March 2023 and uses funds secured by MHCLG and the Department of Health and Social Care. Cabinet received a report on this proposal in January 2022.
- 1.3 The purpose of the grant is threefold:
 - to support people experiencing, or at risk of, rough sleeping to access and engage in drug and alcohol treatment
 - to ensure that the engagement that people have had with drug and alcohol treatment services whilst rough sleeping or in emergency or temporary accommodation is maintained as they move into longer term accommodation
 - to build resilience and capacity in local drug and alcohol treatment systems to continue to meet the needs of this population in future years
- 1.4 In June 2021 there were approximately 10 people known to be misusing substances and rough sleeping and a further 550 people misusing drugs or alcohol and in a form of temporary accommodation. Of this total approximately 250 were not engaged in substance misuse specialist treatment.
- 1.5 Following the initial invitation to submit proposals for the RSDATG scheme, Public Health and Housing teams identified the need to create a number of dedicated outreach roles to support this population to engage in treatment, including:
 - a specialist drug and alcohol outreach worker within the Council Rough Sleeper Outreach team to engage with people currently 'bedding down' into treatment services
 - a team of outreach workers within Change, Grow, Live (CGL Coventry - the Council's commissioned drug and alcohol treatment service) to engage with people in temporary accommodation and at risk of rough sleeping
 - a team of allied specialist roles including a physical healthcare nurse, a Non-Medical Prescriber and an occupational therapist to support people to engage in treatment. These roles will predominantly deliver services at times and places which meet the specific needs of people rough sleeping in order to maximise engagement
- 1.6 The original bid was submitted in June 2021 and totalled spend of up to £640,361 over a 21-month period to March 2023. However, confirmation of the successful bid was not received until December 2021 which created a delay in starting the project. This delay, coupled with recruitment challenges, which were seen nationwide, resulted in an underspend for 2021/22.
- 1.7 In May 2022, OHID requested revised bids be submitted for the period July 2022 to March 2023 and to extend the scheme to March 2024 to bring the different phases of the grant in line.

- 1.8 On 13 October 2022, OHID announced Coventry's second bid had been approved. A formal grant award was subsequently received on 13 October 2022. This grant award is for the period April 2022 to March 2024 and is for £1,228,092.
- 1.9 The RSDATG funding can only be used to fund activity which fall within the remit of the grant.

Rough Sleeper Drug and Alcohol Treatment Grant to date

- 1.10 Recruitment for the RSDATG posts funded in the initial bid began in Autumn 2021. However, there have been challenges in filling the full complement of posts due to a shortage of suitable candidates, reflecting nationwide workforce challenges in this area. The majority of the posts funded in the first round are now in place and outreach work is underway, including regular walks with the CCC homelessness team and regular drop-in sessions at partner locations across the City have been established.
- 1.11 The service users supported by the RSDATG have complex and multiple needs. The outreach workers are building relations with individuals which will improve treatment rates over the lifetime of the grant. The inclusion of the non-medical prescriber and nurse to support the outreach workers has improved access to substitute prescribing services. There is enhanced working between CCC Housing and CGL who are supporting individuals to stabilise their accommodation and move them forward on their housing journey.
- 1.12 The new funding also provides for an Approved Mental Health Professional (AMHP) who will be based in the Social Interventions Collection (SICol), which is premised on delivering a human response to a human situation through strengths based social work assessment and intervention to individuals experiencing acute and/or enduring mental disorder. This is an innovative approach and will be evaluated for effectiveness over the lifetime of the grant.
- 1.13 The funding also includes increasing capacity in the core CGL service which RSDATG clients will move into when appropriate, funding for Opiate Substitution Therapy including prescribing, dispensing and supervised consumption and two apprenticeship posts to build workforce capacity which would be open to those with lived experience.
- 1.14 The acceptance of the grant requires quarterly performance returns be completed. From this data we know that the RSDATG team engaged with 18 Rough Sleepers and 45 individuals at risk of rough sleeping, including those in temporary accommodation between 1st July and 30th September 2022. 56 of these individuals engaged in some form of structured treatment during this period.
- 1.15 Locally we are planning a comprehensive evaluation of this programme, looking at the outputs, outcomes and impact of the service. A logic model has been developed to support the evaluation and a dashboard to monitor delivery progress has also been developed. The evaluation and logic model will help us to understand which elements of the project have worked and embed these into future service provision when the funding comes to an end.

2 Options considered and recommended proposal

- 2.1 The value of the Rough Sleeper Drug and Alcohol Treatment Grant is such that the Constitution requires formal approval prior to acceptance.
- 2.2 As time did not allow Cabinet approval in advance of signing the grant agreement, the Director of Public Health and Wellbeing, in consultation with Councillor Caan (Cabinet Member for Public Health and Sport), Councillor Duggins (Cabinet Member for Policy and

Leadership) on behalf of Councillor Welsh (Cabinet Member for Housing and Homelessness) and Councillor N Akhtar (Chair, Scrutiny Co-ordination Committee), gave approval as permitted within the constitution to sign the agreement, to be reported to Cabinet retrospectively.

3 Results of consultation undertaken

- 3.1 Timescales for completion of the second round of bidding for the Rough Sleeper Drug and Alcohol Treatment Grant meant there was limited opportunity to consult widely. However, for the first bidding round, outreach workers from the Council's Housing and Homelessness team conducted brief consultation with rough sleepers who supported the approach taken for the bid, including a focus on individual's physical healthcare needs. The bid has been developed in partnership with the Homelessness team and CGL.
- 3.2 Prior to submission, the initial bid received sign off from the Council's Chief Executive, Director of Adult Services and homelessness commissioner, from the CCG Director of Commissioning and from CGL at Director-level. The second bid received sign off from the Director of Public Health and Wellbeing and CGL at Director level as the additions to the bid were enhancements of the initial phase.

4 Timetable for implementing this decision

- 4.1 The second Rough Sleeper Drug and Alcohol Treatment Grant Agreement was signed on 28 October 2022 and returned to OHID. Recruitment of new posts has commenced to support rapid mobilisation.

5 Comments from Chief Operating Officer (Section 151 Officer) and Chief Legal Officer

5.1 Financial implications

- 5.1.1 Following the change in timescales the revised grant for the period April 2022 to March 2024 is £1,228,092. For 2022/23 the grant is £524,208, with the balance of £703,884 being for the period to end of March 2024. The allocations and process for 2024/25 funding will be confirmed nationally at a later stage.
- 5.1.2 Spend against the grant will be monitored in line with corporate processes and reported as per the requirements of the quarterly reporting detailed in the grant agreement.

5.2 Legal implications

- 5.2.1 s1 Localism Act 2011 gives the Council a general power of competence and as such the Council has the power to receive grant funding and enter into a grant agreement.
- 5.2.2 The Council will need to ensure that the terms and conditions of the grant from OHID are adhered to. The Council's Public Health Service will be responsible for ensuring that the grant is managed correctly, and Legal Services will provide the necessary support to address any legal issues associated with the acceptance of the grant award.
- 5.2.3 Whilst the Council are responsible to deliver the requirements of the grant, the Council may enter into contract with a supplier to deliver upon some or all of the grant requirements. Such supplier will be procured in accordance with the Public Contract Regulations 2015 and performance of the contract will be monitored by the Council's Public Health Service.

6 Other implications

6.1 How will this contribute to the Council Plan (www.coventry.gov.uk/councilplan/)?

The services support the One Coventry Corporate Plan's vision to help to make communities safer, improve the health and wellbeing of local residents and protect our most vulnerable people.

6.2 How is risk being managed?

Public Health and Housing commissioners will work closely to understand and mitigate risks in relation to the Rough Sleeper Drug and Alcohol Treatment Grant. Key risks include:

- **Failure to appoint recruit posts.** Recruitment of posts started prior to the receipt of the formal grant award in order to offer applicants the longest possible term of employment. Broadly recruitment has progressed well but the response to some advertised posts has been limited and alternative solutions will be considered. Some posts are being recruited on a permanent basis rather than fixed term appointment, at the financial risk of the provider, in order to improve the quality of applicants.
- **Limited capacity within current treatment service to meet the new demand.** The increase in number of clients accessing structured treatment with CGL Coventry through the additional engagement activity by the outreach team will place additional pressure on an already stretched service. The bid included an additional worker to provide capacity during the period of the scheme and some further funding is available from OHID to meet additional clinical costs such as prescribing for opiate substitute therapy; it is unclear at this stage if these costs will be met for any period beyond the end of the grant scheme. Public Health commissioners meet with CGL Coventry management regularly to understand service pressures.
- **Short term funding.** Funding is available for activity to March 2024 and it is unclear what, if any, further funding may be made available. Demand for outreach should reduce over time if, as intended, the provision supports a significant number of people into sustained episodes of treatment. Commissioners will work closely to ensure links between CGL Coventry and homelessness services are closely aligned.

6.3 What is the impact on the organisation?

The grant provides additional capacity with the Rough Sleeper Outreach team. Activity delivered under the grant may identify additional needs requiring further social care support.

6.4 Equality Impact Assessment (EIA)

The provision is targeted at supporting some of the most vulnerable people in our communities. To deliver an enhanced positive impact to groups with protected characteristics and more excluded, dedicated roles will be created to support females at risk of rough sleeping including female sex workers, and foreign nationals.

6.5 Implications for (or impact on) climate change and the environment

There are no implications.

6.6 Implications for partner organisations?

CGL Coventry is commissioned to deliver drug and alcohol services by the City Council and operates closely with a wide range of partners including primary and secondary healthcare providers, homelessness services and social care services.

CGL also delivers drug and alcohol services in Warwickshire, commissioned by the County Council.

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