

Agenda item:

**[No.]**

[Name of Meeting]	On [Date]
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<p>Report Title. Blenheim Community Drug Programme (Blenheim CDP) Eban Crack Service Extension 2010-2012.</p>	
<p>Report of Wayne Longshaw , Interim Assistant Chief Executive, PPP&amp;C</p> <p>Signed :</p>	
<p>Contact Officer : Sarah Hart, Joint Commissioning Manager, Drug &amp; Alcohol Action Team</p>	
<p>Wards(s) affected: all</p>	<p>Report for: Key Decision and has been included in the Council's Forward Planner.</p>
<p><b>1. Purpose of the report (That is, the decision required)</b></p> <p>1.1. We are seeking to exercise the option to extend the contract for 2 years from 1<sup>st</sup> of April 2010 to 31<sup>st</sup> March 2012. The original contract was awarded in 2007 for a period of 34 months with an option to extend for a further 24 months.</p> <p>1.2. To seek Member agreement to extend the contract under the Contract Standing Order 13.02 for a further 2 years.</p>	
<p><b>2. Introduction by Cabinet Member (Cllr Nilgin Canver)</b></p> <p>The initial development of this specialist crack cocaine service was welcomed as a further action by the Drug and Alcohol Action team to meet the local needs of Class A drug users. During 2008/9 Eban engaged with 174 drug users in effective treatment contributing significantly to a 12% increase in the number of problem drug users in treatment in 2008/9, exceeding the NI 40 target of 8% growth. Since Eban was established, Haringey has seen a 23% rise in the number of primary crack users in treatment. In terms of successful outcomes this service has achieved 60% successful discharge contributing to Haringey having a successful completion of treatment rate</p>	

for crack clients of 48% in comparison to the regional rate of 32%

Although currently Haringey is a high performing borough, the DAAT is aware that it must constantly work with providers to drive up positive outcomes for the lives of Haringey drug users. The extension of this contract would ensure that effective commissioning and service delivery is embedded and built upon, and the contract will continue to be closely and robustly monitored by the DAAT.

### **3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**

3.1 The contract with Eban delivers drug treatment services to primary crack cocaine/poly drug users. It is commissioned by the Drug and Alcohol Action Team in order to meet the objectives of the following key local strategies.

- Adult Drug Treatment plan
- Local Area Agreement
- Council plan
- Safer for all
- Regeneration Strategy
- Greenest Borough Strategy
- National Offender Management plan

3.2 Eban is a Tier 2/3 crack cocaine/poly drug user service provide by Blenheim Community Drug Programme (Blenheim CDP) who are a specialist crack treatment provider. The key indicator linked to this contract is NI 40, growth in the number of problematic drug users in effective treatment. This is a stretch target and achievement of the target is linked to resource allocation in the form of the Adult Drug Pooled Treatment Budget allocation. In 2008/09 Haringey exceeded its target of 8% growth achieving 12%, the target for 2009/10 is a further growth of 6%. The Eban contract is also linked to achieving NI38 reduction of drug related re-offending and NI39 the reduction in the increasing trend of alcohol related hospital readmissions.

3.3 Delivery of effective treatment for crack cocaine users is strategically important for Haringey. According to the National Crack Plan 2002, the supply and use of crack has increased rapidly in the last 10 years. Recent research shows that in London heroin use is falling whilst cocaine use continues to rise. The price of crack and cocaine halved in the early 1990 and has since fallen further. Haringey is one of 35 high crack areas in the UK. Crack/cocaine use has an impact on the communities' health and wellbeing and is linked to crime: in 2008/9 of the 30% of arrestees tested positive for a class A drug, 90% were positive for crack/cocaine.

3.4 The DAAT achieved a 12% increase in the number of problem drug users in treatment in 2008/9 exceeding the NI 40 target of 8% growth. Eban made a

significant contribution to this, 174 for the year. The agency saw almost a quarter (23%) of all crack users<sup>1</sup> in treatment in Haringey. The number of primary crack users in treatment rose by 23% from 2007-8 to 2008/9<sup>2</sup> and the number of all crack users in effective treatment has risen from 668 to 731 according to National Drug Strategy Priorities reports from November 2008 to August 2009, this represent a 9% increase<sup>3</sup>. Currently in Haringey the successful completions rates for crack clients is 48% in comparison to the regional 32%<sup>4</sup>.

#### **4. Recommendations**

- 4.1. That in accordance with CSO 13.02 approval be granted to the extension of the contract by 2 years for the sum of £990,000 subject to the funds being available (See 8.1 and 8.2 of this report); and that this contract award sum will be paid to Blenheim Community Drug Project directly from the Pooled Treatment Budget to provide the service which they have named Eban.
- 4.2. That it be noted that the cost of the contract will be met from the Pooled Treatment Budget (PTB) which is an annual partnership budget from Department Of Health (National Treatment Agency) hosted by PCT.

#### **5. Reason for recommendation(s)**

- 5.1 Haringey DAAT commissions a wide range of drug treatment services, however the 2005/6 needs assessment showed a gap in services for crack users, especially Black and Minority Ethnic Groups age 18-24 and those in contact with the criminal justice system. Haringey has an estimated population of 2141 crack users only 34% of whom were in treatment in 2006/7. National research identifies barriers to treatment for crack users, especially young BME males and shows that they are most effectively supported in specialist services.
- 5.2 In March 2007 following an open tender process to commission a specialist crack/cocaine service, CDP Blenheim were awarded the contract for 34 months, commencing on 1<sup>st</sup> June 07 with the option to extend a further 24 months. CDP

<sup>1</sup> Includes all clients in treatment with crack as a primary or a secondary drug (173 out of 756) . Data from the quarterly adult partnership and agency reports for 2008-9 quarter 4. Source: NDTMS. Available from [www.ndtms.net](http://www.ndtms.net) (restricted statistics)

<sup>2</sup> Data derived from quarterly partnership effective treatment reports for quarters 4 in 2007-8 and 2008-9. This the number of crack users who use crack only (as opposed to crack and heroin). Source: NDTMS. Available from [www.ndtms.net](http://www.ndtms.net) (restricted statistics).

<sup>3</sup> Data derived from quarterly drug strategy priorities additional data reports for the rolling 12 month periods where data was available, the two reports were published in 03/11/2008 and 20/08/2009. Source: NDTMS. Available from [www.ndtms.net](http://www.ndtms.net) (restricted statistics).

<sup>4</sup> Data derived from quarterly drug strategy priorities additional data reports for the rolling 12 month periods where data was available, published in 20/08/2009. Source: NDTMS. Available from [www.ndtms.net](http://www.ndtms.net) (restricted statistics).

Blenheim is a specialist crack treatment provider, operating crack services, targeting BME groups, especially young males, in Lambeth, Hackney and Kensington and Chelsea.

- 5.3 Eban is an African word related to a place of safety. Within 4 months of Eban opening the number of primary crack users in treatment rose by 40%. The service is monitored quarterly on an ongoing basis and continues to meeting all performance targets, it has an active service user group who influence service development and it has recently established a carer's/friends and family service. The success of the project demonstrates both the need for this type of project and the expertise that CDP Blenheim has brought to Haringey.
- 5.4 The DAAT monitors the contract quarterly for both the meeting of NI's and value for money; the DAAT undertakes an annual unit costing exercise overseen by the National Treatment Agency. Eban has performed well in both areas.
- 5.5 During 2009-11 The DAAT is under significant pressure in achieving NI 40, this is a stretch target with an expectation of 6% year on year growth. There is confidence that the current treatment system can deliver this, but that a change in crack service provider at this stage would be potentially disadvantageous.

## **6. Other options considered**

- 6.1. The option to re-tender EBAN was considered by the DAAT Joint Commissioning Group. However it was agreed that at this stage in the projects development this would not offer best value and could jeopardise the HSP meeting NI 40. The crack service is recognised as a new type of service both by service users and other health and social care professionals. The current provider has now gained a great deal of knowledge in relation to successfully attracting in and working with Haringey crack/cocaine users, they understanding how to work with this very marginalised group and has gained a good reputation and trust within the local community. In addition in 2008/9 the service reached its stretch target, (for numbers in effective treatment) making a significant contribution to meeting/ exceeding NI 40.
- 6.2. The nature of the market for the services required to meet this need has been investigated and found to be limited. It is therefore in the Council's best interests not to re-tender at this point but to exercise the contract option to extend the existing contract.

## **7. Summary**

To extend, by a further 2 years, the CDP Blenheim contract to provide a crack/poly drug service. The need for the service is ongoing to meet local need and reach LAA targets. The service is performing well and has reached the targets it has

been set.

## **8. Chief Financial Officer Comments**

- 8.1. Currently this contract is fully funded from the Pooled Treatment Budget (PTB) which is managed by the PCT. The 2009/10 cost is £495k. Although final confirmation of funding beyond 31.3.2010 has yet to be received, drug treatment is seen as an on-going government priority so no significant changes are expected at this stage.
- 8.2. The service has confirmed that the contract allows for variations in service so should funding levels change significantly there is room within the contract for reducing down the service specification to contain costs.
- 8.3. Haringey does not directly fund any element of this contract apart from the incidental resources involved in performance management which are factored into the Safer Stronger Communities budgets.

## **9. Head of Legal Services Comments**

- 9.1. The Tier 2/3 crack cocaine/polydrug use service referred to in paragraph 3.2 is not classed as a priority activity under the Public Contracts Regulations 2006 and it is therefore not subject to the full EU procurement regime so there is no requirement to tender in Europe.
- 9.2. Referring to paragraph 5.2, Blenheim Community Drug Programme (Blenheim CDP) were awarded the contract in March 2007 to provide the service specified in paragraph 3.2 for a period of 34 months commencing on the 1 June 2007 with an option to extend for a further 24 months.
- 9.3. Member approval is being sought to extend the contract under the Contract Standing Order 13.02 for a further 2 years.
- 9.4. Referring to paragraph 5.3, the current service is monitored quarterly on an ongoing basis and continues to meet all performance targets.
- 9.5. The extension of this contract is to be considered as key decision (CSO 11.04) and as such must be included within the Council's Forward Plan.
- 9.6. Subject to confirmation of the provision of funding within paragraphs 8.1 and 8.2, the Head of Legal Services confirms that there are no legal reasons preventing Members from approving the recommendations within this report.

## **10. Head of Procurement Comments**

- 10.1. This report is seeking approval to extend the specialised provision of the Eban treatment of crack users service.

- 10.2. The option to extend this specialised service is contained within the existing contract and which the Council is now seeking to exercise.
- 10.3. The service is demonstrating value for money for the Council in terms of exceeding targets and within allocated funds; and market research indicates that it would not be viable to re-tender at this time.
- 10.1. The contract is monitored quarterly and is meeting the performance indicators set out.
- 10.2. This provision falls under Part B (exempt) services of the 2006 Public Contracts Regulations so no requirement to tender in Europe.

## **11. Equalities & Community Cohesion Comments**

- 11.1. Eban drug treatment service is a positive action programme that was developed to address to specific needs of crack users in Haringey who, prior to the programme, did not readily use treatment services that are available to drug users in general. The client group served by this project are amongst disadvantaged of Haringey's communities and includes a high proportion of BME young men who do not readily access drug treatment services but are over represented in the criminal justice system. 42% of those in treatment in Haringey are from BME groups this has risen since Eban was commissioned and Haringey is now above the regional average. A lower percentage of women use crack than men however their needs are often greater. The percentage of women accessing Haringey drug treatment services is above the regional average, one factor in this is the counselling services offered by Eban and the service design which will allows women to be treated in an environment where they do feel safe. The Equalities Team has been consulted in the preparation of this report and they comment that Eban fulfils all the equalities criteria set down by the Council in the Pre-qualification Questionnaire relating to procurement.
- 11.2. Equalities considerations were considered though-out the original tendering process; an equality impact assessment was conducted and the Senior Equalities and Diversity Officer was part of the tendering process to ensure equalities issues were robustly addressed.

## **12. Consultation**

- 12.1. The need for a specialist crack service came from a needs assessment which included the views of service users from four focus groups with the young black crack users from BUBIC, DASH crack workshop members and sex workers from SHOC. Questionnaires were also completed by service providers.
- 12.2. The current service Eban has a service user involvement group who actively shape the service, their views around extension were sort and they are fully

supportive regarding the effectiveness of the current provider in delivering the service.

- 12.3. The members of the Joint Commissioning Group (JCG) which includes the NHS Haringey, Probation, Supporting People and the police have been consulted and endorse extension of the contract.

### **13. Service Financial Comments**

- 13.1. The Pooled Treatment Budget is comprised of different funding streams from Dept of Health, Home Office and NHS Haringey. The funding is use for drug and alcohol services which are commissioned by the Joint Commissioning Manager and overseen by senior representatives from all the partnership bodies.
- 13.2. The Drug and Alcohol Action Team commission this service from the Pooled Treatment Budget (PTB) which is 'hosted' by the PCT. Although the total indicative budget allocation is forecasted to reduce the service is a Government priority and will need to continue to be funded The indicative budget will be published in October 2009 and any minor changes to funding will be made at this point. .
- 13.3. The budget is approved on the understanding that the work will continue to deliver against the targets and milestones set in the contracts and Performance Management Group. The service is regularly monitored and any significant changes will be identified through the quarterly review.
- 13.4. The full cost of funding for this service depends on the Government grant and that the estimated cost of the 2 years extension of the contract, may vary due to the nature of the funding from the government as stated on 3.2 of the contract.

### **14. Use of appendices /Tables and photographs**

- 14.1. [click here to type]

### **15. Local Government (Access to Information) Act 1985**

- 15.1. [List background documents]
- 15.2. [Also list reasons for exemption or confidentiality (if applicable)]