



## Item No: 9

Meeting Date: Wednesday 20<sup>th</sup> November 2019

### Glasgow City Integration Joint Board

**Report By:** Jackie Kerr, Assistant Chief Officer, Adult Services and North West

**Contact:** Geri McCormick, Head of Commissioning

**Tel:** 0141 287 2732

#### ALCOHOL RELATED BRAIN DAMAGE (ARBD) COMMISSIONED SERVICES STRATEGIC REVIEW OUTCOMES

<b>Purpose of Report:</b>	To update the IJB on the outcomes from the strategic review of Alcohol Related Brain Damage (ARBD) services and to seek approval to proceed with 3 key recommendations.
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<b>Background/Engagement:</b>	In 2019, the Glasgow City Health and Social Care Partnership (GCHSCP) concluded a strategic review of directly provided and purchased ARBD service provision in the city. The review was carried out by GCHSCP Commissioning and the outcomes are detailed within this report.
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<b>Recommendations:</b>	The Integration Joint Board is asked to:  a) note the contents of this report; b) approve completion of a competitive tender for a citywide ARBD supported living service; c) approve reconfiguration of the Penumbra Bardowie Street service; and d) approve renegotiation of the weekly rate in relation to the Loretto Fullarton service.
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#### Relevance to Integration Joint Board Strategic Plan:

Changes recommended to the system of care for people with ARBD in Glasgow will support the Partnership's key priorities of shifting the balance of care and enabling independent living for longer.

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**Implications for Health and Social Care Partnership:**

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	<p>Outcome 1: People are able to look after and improve their own health and wellbeing and live in good health for longer</p> <p>Outcome 3. People who use health and social care services have positive experiences of those services, and have their dignity respected</p> <p>Outcome 4. Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services</p> <p>Outcome 5. Health and social care services contribute to reducing health inequalities</p> <p>Outcome 7. People using health and social care services are safe from harm</p> <p>Outcome 9. Resources are used effectively and efficiently in the provision of health and social care services</p>
<b>Personnel:</b>	There will be no personnel implications for staff within the HSCP as a result of this report.
<b>Carers:</b>	None
<b>Provider Organisations:</b>	<p>All ARBD provider organisations have accepted the findings of the strategic review.</p> <p>The recommendations will involve the re-tendering of ARBD supported living services currently delivered by Penumbra and Scottish Association for Mental Health (SAMH).</p> <p>The recommendations will also involve the re-configuration of ARBD services currently delivered by Penumbra and Loretto Care.</p>
<b>Equalities:</b>	<p>Two Equality impact Assessments were carried out and are available on the GCHSCP website as follows:</p> <ul style="list-style-type: none"><li>• Individual link to EQIA for Bardowie Redesign: <a href="https://glasgowcity.hscp.scot/publication/eqia-bardowie-unit-redesign">https://glasgowcity.hscp.scot/publication/eqia-bardowie-unit-redesign</a></li><li>• Individual link to EQIA for Tender for City Wide ARBD Service: <a href="https://glasgowcity.hscp.scot/publication/eqia-tender-city-wide-arbd-service">https://glasgowcity.hscp.scot/publication/eqia-tender-city-wide-arbd-service</a></li></ul>
<b>Fairer Scotland Compliance:</b>	Complies with Fairer Scotland Guidance by ensuring access to services is fair and equitable regardless of socio-economic factors.
<b>Financial:</b>	It is not anticipated there shall be any change to the current overall financial package for purchased ARBD services. The

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	current value of the 6 services in scope for this review is £2,798,631 per annum.
<b>Legal:</b>	If approved, support from legal services will be required to support tender process and service re-design. If approved the recommendations will be progressed in accordance with the relevant public sector procurement regulations.
<b>Economic Impact:</b>	It is not anticipated that there will be any change to the current overall financial package for purchased ARBD services. Services will seek to maximise employment opportunities for local people as part of their recruitment processes.
<b>Sustainability:</b>	<p>Review recommendations will strengthen sustainability of services for service providers.</p> <p>The Council is committed to best value by securing continuous improvement in the performance and delivery of its functions, maintaining an appropriate balance between quality and whole life cost, having regard to efficiency, economy, effectiveness and equal opportunities, and contributing to sustainable development.</p> <p>To help ensure best value in the performance and delivery of this contract the Council expects to contract with an employer who can demonstrate commitment to maintaining a well-managed, motivated and properly remunerated workforce by promoting fair work practices.</p> <p>The Council has adopted policies which help to meet these requirements for its own workforce. This includes:</p> <ul style="list-style-type: none"><li>• Supporting the Glasgow living wage by guaranteeing a minimum standard of income for all Council employees. For further information on Glasgow's Living Wage please see the following link at: <a href="http://www.glasgowlivingwage.co.uk">www.glasgowlivingwage.co.uk</a></li><li>• A wide range of staff training and development opportunities</li><li>• Flexible working and flexi time</li><li>• Trade Union recognition otherwise alternative arrangements to give staff a voice gender balance and wider representative workforce</li><li>• Offering an employee assistance scheme</li><li>• A strong commitment to Modern Apprenticeships</li><li>• No inappropriate use of zero hours contracts</li></ul>
<b>Sustainable Procurement and Article 19:</b>	Not applicable.
<b>Risk Implications:</b>	There are risk implications in relation to the redesign and tendering processes. These include:

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	<ul style="list-style-type: none"> <li>• There is a financial risk to providers if changes to the pathway for supporting people with ARBD result in voids within the service.</li> <li>• Failure to effectively support service users to move-on may lead to the system of care reaching capacity in a short timeframe, reducing opportunities for others.</li> </ul>
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<b>Implications for Glasgow City Council:</b>	Ongoing requirement for contract management from GCHSCP commissioning. Instruction to tender and redesign as recommended will result in resource implications for Commissioning, Finance and Legal Services. The proposals will enable the council to deliver modern and effective ARBD services that respond to need and deliver outcomes for individuals.
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<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	The recommendations from the strategic review of purchased ARBD provision will lead to a more effective pathway for individuals in order that their needs can be met in their homes or community social care settings. Pathways to ARBD services from acute and in-patient settings will be required and will contribute to fewer A&E presentations and delayed discharges.
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<b>Direction Required to Council, Health Board or Both</b>	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	✓
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	

**1. Purpose**

1.1 To provide an update on the outcomes of the purchased service Alcohol Related Brain Damage (ARBD) review which was concluded by Addictions and Mental Health commissioning teams in 2019.

1.2 To seek approval from the IJB to:

- 1) Tender for a citywide ARBD supported living service
- 2) Reconfigure the Penumbra Bardowie Street service
- 3) Renegotiate the weekly rate in the Loretto Fullarton service

**2. Background**

2.1 In January 2003, Glasgow City Council authorised open tendering procedures for a range of ARBD services in partnership with the then Glasgow Addiction Service (SWS and NHSGG&C) Partnership. The programme provided the basis for the realignment of investments in services that were based outwith Glasgow in order to develop the City's own infrastructure and capacity in the field of ARBD. The aim being to minimise further admissions to nursing home beds outwith Glasgow and where appropriate, provide a range of resettlement opportunities locally.

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- 2.2 Contracts were awarded to, Loretto Care, Mungo Foundation, SAMH and Penumbra. Commissioned services developed at different paces and there is now a total of 48 ARBD beds across 4 services and 2 Supported Living services spread across the city. The current value of these services is £2,798,631 per annum.
- 2.3 ARBD is a consequence of long-term thiamine deficiency caused by long term alcohol dependency and misuse. Regular excessive consumption of alcohol results in thiamine deficiency, which causes damage to the nervous system. People affected by ARBD may experience difficulties with memory and recall, daily functioning, ability to learn new information, and planning. It is important to highlight that ARBD is both a preventable illness and, unlike other dementing illnesses, cognitive impairments can be at least partially reversed in many cases, and fully reversed in some patients. This requires abstinence from alcohol and timely diagnosis and intervention.
- 2.4 Prevalence of ARBD is difficult to report accurately due to the broad range of disorders, misdiagnosis and under-diagnosis, as well as co-morbidity. Early onset of ARBD is often missed by professionals as symptoms are not obvious, and symptoms such as loss of social inhibition and memory difficulties are often attributed to alcohol use. Nevertheless, the Mental Welfare Commission recently reported that ARBD is present in 1.5% of the general population, but in 30% of people with alcohol dependence (Mental Welfare Commission for Scotland, 2019). There are individuals with ARBD inappropriately placed in a range of social care settings across the city, including homelessness funded care homes, emergency accommodation, mental health supported accommodation and long term nursing homes.
- 2.5 Improving outcomes for individuals with ARBD relies on service responses being evidence based, timeous, consistent, person centred and Recovery focussed. Opportunities exist to reduce the amount of time individuals with ARBD spend in hospital and to reduce the number of relatively young men and women being admitted to nursing homes due to their care needs.
- 2.6 Key learning points from the recently published Mental Welfare Commission Good Practice Guide ARBD (2019), have been considered as part of the review and recommendations will help support the delivery of a more recovery focussed and evidence based pathway.  
([https://www.mwscot.org.uk/sites/default/files/2019-06/arbd\\_gpg.pdf](https://www.mwscot.org.uk/sites/default/files/2019-06/arbd_gpg.pdf))
- 2.7 The services in scope for review were:

Service	Capacity
Loretto Fullarton	22 beds
SAMH Hoddam	8 beds
SAMH Southside Response	250 hours p/w
Penumbra Bardowie Street	8 beds
Penumbra Supported Living	80 hours p/w
The Mungo Foundation Crannog	10 beds

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- 2.8 Mental Health and Addictions commissioners carried out service reviews on the above services and looked at outcomes across the system to make recommendations on future service delivery models. Commissioners consulted with service users, families, provider staff, operational colleagues and clinical leads over the course of the review. Review recommendations are in line with the feedback received.
- 2.9 During the same timeframe, GCHSCP carried out a review of the role and function of their directly provided multi-disciplinary ARBD team. The review processes were carried out alongside one another and the recommendations from both link closely. The reviews identified an opportunity to develop stronger and more effective links between directly delivered and purchased ARBD service provision.

### 3. Review Outcomes

#### 3.1 Key findings from the review are as follows:

- Commissioned ARBD services reduce the likelihood of individuals having subsequent Accident and Emergency presentations or acute admissions
- ARBD services deliver improved outcomes for individuals with multiple and complex care needs
- Residential ARBD services can support individuals to move onto lesser supported environments or home with support
- The complex needs and prevalence of co-morbid health conditions of service users supported in Loretto Fullarton is greater than anticipated at point of commissioning
- There is a gap in the system of care for individuals who receive a provisional diagnosis within hospital settings but require extended assessment. This often results in delayed discharges
- There is a need to address challenges presented by individuals with ARBD who frequently attend Accident and Emergency
- Service user's value specialist ARBD support in their own homes, but there is an imbalance of support available across the city and a lack of consistency in approaches between current providers.

### 4. Proposals

#### 4.1 The review process resulted in a number of service level recommendations for existing providers which are currently being actioned. The outcome of the review also demonstrated a requirement to make more significant changes to the ARBD system of care in Glasgow, namely:

1. Undertake an Open Tender process to establish citywide ARBD supported living services to address the imbalance of service availability and approaches across the city. GCHSCP will ensure continuity of care for service users currently supported by ARBD supported Living services
2. Reconfigure Penumbra Bardowie Street as a Glasgow ARBD "assessment service", with in-reaching clinical and recovery input from the GCHSCP multi-disciplinary ARBD team. Current service users will be re-assessed and alternative care environments sourced to meet their needs

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3. Renegotiate the weekly rate in Loretto Fullarton to reflect service user need and allow for the delivery of more recovery focussed outcomes and person centred support.
- 4.2 It is anticipated that all recommendations can be achieved within the current total financial envelope for ARBD services.
- 4.3 Glasgow aims to have the best ARBD system of care in the UK. The recommendations contained in this report will contribute to the delivery of improved outcomes for a vulnerable and often marginalised client group and support individuals to live independently for longer in their own communities.

## **5. Recommendations**

- 5.1 The Integration Joint Board is asked to:
  - a) note the contents of this report;
  - b) approve completion of a competitive tender for a citywide ARBD supported living service;
  - c) approve reconfiguration of the Penumbra Bardowie Street service; and
  - d) approve renegotiation of the weekly rate in relation to the Loretto Fullarton service.

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**DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD**

1	Reference number	201119-9a 201119-9b 201119-9c
2	Report Title	Alcohol Related Brain Damage (ARBD) Commissioned Services Strategic Review Outcomes
3	Date direction issued by Integration Joint Board	20 November 2019
4	Date from which direction takes effect	20 November 2019
5	Direction to:	Glasgow City Council only
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	No
7	Functions covered by direction	Alcohol Related Brain Damage commissioned services.
8	Full text of direction	Glasgow City Council is directed, as per the detail outlined in this report to: a) issue a competitive tender for ARBD citywide supported living service; b) reconfigure Penumbra Bardowie Street; and c) renegotiate the weekly rate in Loretto Fullarton.
9	Budget allocated by Integration Joint Board to carry out direction	The activity to carry out the work associated with this Direction will be carried out within existing resources. The delivery of ARBD services as a result of this Direction will be within the existing financial commitment of £2,798,631 per annum.
10	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
11	Date direction will be reviewed	20 November 2020