

Finance and Resources Committee

10 am, Thursday, 16 January 2014

Offender Recovery Service for Edinburgh and Midlothian

Item number	7.1
Report number	
Wards	All

Links

Coalition pledges	P12 ; P43
Council outcomes	CO10 ; CO11 ; CO15 ; CO26
Single Outcome Agreement	SO2 ; SO4

Peter Gabbitas

Director of Health and Social Care

Contact: Pauline McKinnon, Pathways Manager (Criminal Justice, Substance Misuse)

E-mail: pauline.mckinnon@edinburgh.gov.uk Tel: 0131 553 8226

Executive summary

Offender Recovery Service for Edinburgh and Midlothian

Summary

Following a review and extensive consultation with a broad range of partners (City of Edinburgh Council, Midlothian Council, NHS Lothian, Police Scotland, Lothian and Borders Community Justice Authority, HMP Edinburgh and third sector partners), the City of Edinburgh Council, NHS Lothian, and Midlothian Council have tendered for an Offender Recovery Service for people over the age of 18, from Edinburgh and Midlothian, serving sentences in Scottish prisons. The majority of these prisoners will be released from HMPs Edinburgh and Polmont. This service will, for the first time, provide complete continuity of care from the community, inside prison and on release. It will bring together the following services under one contract:

- Arrest Referral
- Prison treatment and support
- Voluntary Throughcare

This will replace the contracts with SACRO and Phoenix Futures, which will expire on 31 March 2014.

Recommendations

It is recommended that the Finance and Resources Committee approve the award of the contract for the Offender Recovery Service for Edinburgh and Midlothian to Lifeline Project Ltd. for a period of three years, with the option to extend for up to two years.

Measures of success

- The improved prison throughcare and treatment service will provide a continuum of care for male offenders in prison and in the community (female offenders will be signposted to the women's community justice service, the Willow Centre).
- Reduced levels of reoffending and substance misuse.
- The restructure of the existing service will provide a saving for the City of Edinburgh Council and NHS Lothian.

Financial impact

- The total value of the contract, including extension options, covers expenditure from the City of Edinburgh Council, Midlothian Council and NHS Lothian.
- The annual funding for 2013/14 available from the Lothian and Borders Community Justice Authority and NHS Lothian, based on the breakdown below, is £612,468:

Edinburgh Criminal Justice Services	£400,000
NHS Lothian	£193,000
Midlothian Criminal Justice Services	£19,468
Total	£612,468

- The total amount of funding from Edinburgh and Midlothian Criminal Justice Services is £419,468. It was agreed that 15% of this amount (£62,920) would be allocated to the Willow Centre, based on the known percentage of women offenders. The Willow Centre addresses the needs of female offenders from the 5 local authorities in the Lothian and Borders Community Justice Authority area and has recently been allocated additional funding from the Scottish Government until March 2015. The £62,920 allocated for the delivery of these services will complement the services provided by Willow to Edinburgh and Midlothian.
- The remaining £549,548 from Edinburgh and Midlothian Criminal Justice Services (£356,548) and NHS Lothian (£193,000) will be available to fund the Offender Recovery Service, which will work with male offenders and will signpost female offenders to the Willow Centre.
- If approved, the cost of this contract with Lifeline Project Ltd. will be £503,125.66 per annum providing a saving of £46,422.34 from the budget of £549,548 per annum.

Equalities impact

The new service will promote recovery from offending and substance misuse, both of which marginalise service users and contribute to inequalities.

Consideration has been given to the impact on service users of the cessation of the current service. The existing contracting arrangement will end on 31 March 2014 and the new service will commence on 1 April 2014, with the minimum of service disruption. The development of a new service has been necessary to offer improved outcomes for service users. This will contribute to reducing reoffending rates.

A proportion of the budget will contribute to the development of the Willow Centre, which will provide a specialist service to address the needs of female offenders.

Sustainability impact

As part of the contract, the provider is required to evidence their Sustainable Development Policy, which must set out their organisation's commitments to supporting the economic, social and environmental aspects of sustainable development.

The service will offer recovery opportunities for people in prison and the community to reduce reoffending, increase community safety, improve the lifestyles of service users and assist them to achieve their potential as rehabilitated members of society.

Consultation and engagement

Consultation and engagement were carried out with service users, Council partner organisations, Midlothian Council, NHS Lothian, the Lothian and Borders Community Justice Authority, Police Scotland and the Scottish Prison Service.

A project team was established with members of each body to develop the new service specification. Midlothian Council and NHS Lothian were represented on the evaluation of the bidders' submissions.

Background reading / external references

- Scottish Prison Service: Prisoner Survey 2011
- Prison statistics Scotland: 2010-11 Statistical Bulletin, 2011
- SACRO Edinburgh & Midlothian Arrest Referral Service Annual Report 2010/11
- Substance Misuse Throughcare Focus Group held 15 May 2012 at TPS Leith, Edinburgh.
- HMG Cabinet Office (2002), Reducing re-offending by ex-prisoners, Social Exclusion Unit
- National Investigation into Drug Related Deaths in Scotland, 2003
- 'Intensive Referral to 12-Step Self-Help Groups and 6-Month Substance Use Disorder Outcomes'
- SACRO data (2011/12) provided 23 May 2012, SACRO
- Report from the Scottish Government Commission on Women Offenders (2012), The Scottish Government

Offender Recovery Service for Edinburgh and Midlothian

1. Background

- 1.1 The current prison, arrest referral and voluntary throughcare contracts with SACRO and Phoenix Futures will expire on 31 March 2014.
- 1.2 The services were reviewed, and in order to meet the increasing needs of offenders, both in prison and in the community, a restructure was recommended. The review identified that existing services did not provide continuity between the community and prison, and that a restructure would focus on reducing rates of reoffending, for example, a prison gate pick-up for released prisoners and service provision outwith normal working hours.
- 1.3 The new service is essential to support offenders to reduce reoffending and substance misuse.
- 1.4 The service was tendered in collaboration with Midlothian Council and NHS Lothian.

2. Main report

- 2.1 The recommendations from the review of the existing service provided the justification for the service restructure, i.e. that service users' needs were not being met effectively.
- 2.2 The requirement for the Offender Recovery Service was advertised through the Public Contracts Scotland website. This was conducted in accordance with Part B application of the Public Contract Scotland Regulations 2012. The opportunity was advertised as a single stage process. A single provider procurement strategy was followed in order to ensure continuity of service for individuals.
- 2.3 The tender was advertised with Small and Medium Sized Enterprises in mind, encouraging partnership working and subcontracting.
- 2.4 The first stage of the evaluation process required bidders to satisfy mandatory questions based on criminal convictions and business probity, financial standing and technical ability. The later stage was based on weighted award criteria relating to the requirements of the service.
- 2.5 The award criteria were based on weightings of 70/30 (quality/price).
- 2.6 There were three bidders and all were compliant.

Bidder	Quality 70%	Price 30%	Overall Score 100%	Rank
Lifeline Project Ltd	70	30	100	1
Bidder B	55.6	29.5	85.1	2
Bidder C	54.1	28.8	82.9	3

- 2.7 Risks to the contract were assessed and monitored regularly by the project group. This group met on a six-weekly basis to manage the service restructure and procurement tasks. A key risk is the sole supply. This risk will be managed through contract monitoring arrangements.
- 2.8 Key Performance Indicators (KPIs) were established within the contract. Regular contract meetings will be held with the provider to ensure that the KPIs are met and benefits tracked. The contract manager will be the Senior Manager for Mental Health, Criminal Justice, Substance Misuse and Homelessness services or their nominated officer. The service will provide quarterly performance reports and will be monitored on an ongoing basis by the contract manager. This performance monitoring procedure will be based on information gathered by the Provider using the Reducing Reoffending Assessment Tool, which will be completed in partnership with each individual who is referred to the service.
- 2.9 The recommended bidder is Lifeline Project Ltd. Lifeline was established in 1971 and has become a significant provider of recovery and reducing re-offending interventions. It has an active caseload of over 25,000 individuals, including 5,000 in criminal justice services. It has 38 current contracts with local authority, prison and health organisations in England, many of these of long standing duration. It provides services in 20 prisons including eight integrated drug and alcohol recovery services.

3. Recommendations

- 3.1 The Finance and Resource Committee is asked to approve the recommendation to award the Offender Recovery Service Contract for Edinburgh and Midlothian for a period of three years, with an option to extend for up to two years.

Peter Gabbitas

Director of Health and Social Care

Links

Coalition pledges	P12 – Work with Health, Police and third sector agencies to expand existing and effective drug and alcohol treatment programmes P43 – Invest in healthy living and fitness advice for those most in need
Council outcomes	CO10 – Improved health and reduced inequalities CO11 – Preventative and personalised support in place CO15 – The public is protected CO26 – The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives
Single Outcome Agreement	SO2 – Edinburgh’s citizens experience improved health and wellbeing, with reduced inequalities in health SO4 – Edinburgh’s communities are safer and have improved physical and social fabric
Appendices	None