

**Report of:** Director of Public Health

**Report to:** Leeds Health and Wellbeing Board

**Date:** 27<sup>th</sup> September 2022

**Subject:** Drug and Alcohol Funding and Partnership Update

Are specific geographical areas affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of area(s):		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number: Appendix number:		

## Summary of main issues

This report covers the following main issues:

Providing information about the additional funding being received, by Leeds, from the Supplemental Substance Misuse Treatment and Recovery Grant, over the next three years. The additional funding, from the Office for Health Improvement and Disparities (OHID) is to be specifically used to increase and enhance drug and alcohol prevention, treatment and recovery service provision.

Describing the proposal for a new Drug and Alcohol Partnership and governance arrangements, which is a requirement linked to the additional funding for drug and alcohol treatment described above.

Updating on progress against the other requirements set out in the Combatting Drugs Unit Guidance linked to the additional funding. It should be noted that although the name of the Unit suggests that the funding is focused on drug treatment it does also cover alcohol treatment.

## Recommendations

1. Note the update on the additional funding being received, by Leeds, from the Supplemental Substance Misuse Treatment and Recovery Grant.
2. Endorse the proposal for the new Drug and Alcohol Partnership and governance arrangements including the relationship to the HWBB.
3. Agree to receive the findings of the drug and alcohol needs assessment and updated Drug and Alcohol Strategy and revised action plan in 2023.

## 1 Purpose of this report

1.1 The purpose of this report is to inform the Health and Wellbeing Board of the following issues:

- the additional funding, from the Office for Health Improvement and Disparities (OHID), over the next three years, to increase and enhance drug and alcohol prevention, treatment and recovery service provision for Leeds.
- the establishment of the Drug and Alcohol Partnership Board and other requirements that need to be met, including conducting a joint needs assessment and agreeing a local drug and alcohol strategy delivery plan.

## 2 Background information

### 2.1 Additional drug and alcohol funding

2.2 The Office for Health Improvement and Disparities (OHID) has recently announced a number of grants for local authorities to deliver the treatment element of the Government's 10 year Drug Strategy – From Harm to Hope. This new funding builds upon the grants previously received, with their overall aim to increase the number of people in treatment (20% nationally), reduce drug related deaths and improve quality through the reduction of caseloads by increasing staffing levels across treatment services.

### **Forward Leeds – Integrated Drug and Alcohol Service**

Forward Leeds is the city's integrated service that supports adults and young people affected by drug and / or alcohol issues. There are no thresholds to enter the service (in other areas only people drinking above a certain amount will be eligible, for example). The service is delivered from three main hubs (in Armley, Seacroft and Kirkgate) and in primary care settings. The key elements of the service are:

- Recovery co-ordination - one to one sessions, support from prescribed medicines if necessary and access to different activities to support recovery
- Harm reduction – supporting people to reduce drug and alcohol harm through outreach and advice, provision of needle exchange and distribution of naloxone to reduce risk of death from an opiate overdose.
- Detox and Rehab – supporting people to prepare for and access a range of detoxification and rehabilitation services with follow up aftercare support to help sustain recovery.
- Specialist support including:
  - Families – dedicated support for parents to help get the best possible outcomes for children alongside supporting the parents through their treatment journey.
  - Young People – non-judgemental support to young people at home, school or a neutral place for that young person.

- Pregnancy – specialist team of midwives and a health visitor who can help throughout pregnancy and drug and/or alcohol treatment, as well as during the first few weeks after birth.
- Co-occurring mental health alcohol and drug use – a team of psychiatrists, psychologists, nurse specialists, therapists, non-medical prescribers and associate practitioners providing support for people who have additional complex needs.
- Group Work – a variety of group programmes that promote recovery by raising knowledge and awareness, developing recovery skills, promoting changes in thinking, emotion and behaviour and offering a means to get support from people with lived experience
- Sustained recovery - recovery support, relapse prevention, confidence and social mobility building, education training and employment support via the dedicated 5 Ways Recovery Academy
- Services in GP surgeries – working in partnership with a number of GP practices and health centres across Leeds to make services more accessible
- Hospitals – providing a hospital in reach team based across the two main Leeds Hospitals supporting patients admitted to any ward identified as having problematic drug or alcohol use as well as advice to people brought into Accident and Emergency
- Training for professionals – a variety of training courses around drugs and alcohol for staff in other agencies across Leeds including social care staff, Leeds City Council teams, Charities and Third Sector organisations.

There are usually around 3,500 people being supported at any one time, with on average 300 people moving into and leaving the service each month. To put this into context, Leeds has the third largest treatment population in England (behind Birmingham and Lancashire). Demand has been increasing – at the end of the 2021/22 financial year, there were 3,645 active clients, the highest it has been since 2016/17 and an increase of 5% on last year and 10% on the year before.

The national benchmark measure for drug and alcohol treatment services is the proportion of people who successfully complete treatment and then do not re-present to services within six months. For some years now, Forward Leeds has consistently been one of the highest performing services across all substance types of the Core Cities, as well as comparing well with the England average.

Forward Leeds is also one of only a few drug and alcohol treatment services in the country that is rated outstanding by the Care Quality Commission (CQC) and the only large city service to be rated outstanding. This provides a strong foundation for the additional funding to further enhance what is already an excellent source of support for people and communities who are struggling with drug and alcohol issues.

### 2.3 **Drug and Alcohol Partnership**

Alongside this funding, the Joint Combatting Drugs Unit have issued [Guidance for local delivery partners](#), which sets out a number of requirements, including the

establishment of a Drug and Alcohol Partnership Board, that need to be met before the end of 2022.

### 3 Main issues

#### 3.1 Additional Drug and Alcohol Funding

3.2 Following the publication of the national drug strategy, [From Harm to Hope](#), Leeds City Council has been allocated substantial grant funding, from the Office for Health Improvement and Disparities (OHID), over the next three years. On 14 April, OHID confirmed the funding available for the first year of the grant, with indicative amounts for 2023/24 and 2024/25, which are: £2,596,729 for 2022/23 (confirmed), £4,254,712 for 2023/2024 (indicative); £8,212,541 for 2024/25 (indicative). The funding is to increase and enhance drug and alcohol prevention, treatment and recovery service provision for Leeds. The Government's overall aim for the grant funding is to deliver a world-class treatment and recovery system, by improving quality, capacity and outcomes of local authority commissioned substance misuse services. This will include rebuilding the professional workforce, ensuring better integration of services, improving access to accommodation alongside treatment, improving employment, increasing referrals into treatment in the criminal justice system and keeping prisoners engaged in treatment after release. OHID instructed public health and commissioners to work with their treatment providers to co-produce plans to meet the objectives of the funding.

The following ten key intervention areas need to be addressed through the planning documents associated with the funding:

- System co-ordination and commissioning
- Enhanced harm reduction provision
- Increased treatment capacity
- Increased integration and improved care pathways between the criminal justice settings, and drug and alcohol treatment
- Enhanced treatment quality
- Increased residential rehabilitation and detoxification
- Better and more integrated responses to physical and mental health issues
- Enhanced recovery support
- Other interventions which meet the aims and targets set in the drug strategy
- Expanding the competency and size of the workforce.

Public Health and Commissioning colleagues worked with the existing providers and key health and criminal justice partners to develop proposals for the use of the funding in 2022/23 based on the OHID prescribed intervention areas. The proposals included:

- Increased strategic leadership, public health expertise and commissioning officer resources within the Council's Public Health and Commissioning teams.
- Increased and enhanced prevention, treatment and recovery provision within Forward Leeds. This involves increasing capacity across several teams including the Active Recovery Team, Focussed Intervention Team, Hospital In reach Team, Harm Reduction Team, Co-Occurring Mental Health Alcohol and Drug Team, and Clinical Team. This will enable enhanced recovery support in communities, improve physical health and wellbeing assessments and support, provide prescribing support to the assertive outreach service, increase medically managed inpatient detoxification provision and increase numbers in treatment and completing treatment successfully
- Continuing the increase in residential alcohol detox and / or rehabilitation capacity within Leeds.
- Integrating and improving care pathways between criminal justice settings and treatment through the continuation of additional support workers within the Integrated Offender Management support service.

Proposals (which contained a detailed proposal for 2022/3 and outline plans for 2023/4 and 2024/5) were submitted to OHID on 11 May 2022 and approved by them on 20 June 2022.

### 3.3 Drug and Alcohol Partnership

Alongside this funding, the Joint Combatting Drugs Unit have issued [Guidance for local delivery partners](#), which sets out a number of requirements that need to be met with deadlines, including:

- Nominating a Senior Responsible Officer (SRO) (by 1 August 2022)
- Establishing a local Drug and Alcohol Partnership (by 1 August 2022)
- Agreeing a footprint for the partnership (by 1 August 2022)
- Agreeing the terms of reference and governance structure of the partnership (by end September 2022)
- Conducting a joint needs assessment (by end November 2022)
- Agreeing a local drug and alcohol strategy delivery plan (by end December 2022)
- Agreeing a local performance framework (by end December 2022)
- Regular review of progress (first progress report by end April 2023 and every 12 months thereafter).

It has been agreed, by the required partners (Local Authority Chief Executive, Local Authority Director of Public Health, Local Authority Elected Leader, West Yorkshire Deputy Mayor for Policing and Crime, Regional Probation Director and Integrated Care Board Leeds Accountable Officer), that the SRO will be the Director of Public Health and the partnership footprint will be Leeds. This enables us to build upon robust partnership arrangements that were already in place around drugs and alcohol. Confirmation of this was officially submitted to the Joint Combatting Drugs Unit, on 28 July 2022. The required organisations are currently in the process of nominating representatives for the membership of the partnership.

The Drug and Alcohol Partnership will provide strong strategic leadership and support effective partnership working around drugs and alcohol. It will report to the Leeds Health and Wellbeing Board, Safer Leeds Executive and Children and Young People Partnership.

The Partnership Board will also link with a new West Yorkshire-wide meeting, currently being proposed (and to be facilitated) by the Mayor's Policing and Crime Team. The purpose of this meeting is to encourage sharing of knowledge, innovation and best practice and potentially commissioning opportunities to complement what is working at place.

Progress against the requirements set out above is currently on track despite the challenging deadlines. The draft terms of reference for the Partnership Board are attached to this briefing and will be reviewed and agreed by the membership. The inaugural meeting of the Partnership is expected to be held in November 2022.

Work on the joint needs assessment is currently being led by Public Health, in collaboration with Safer Leeds and partners. The needs assessment will be used to inform the work of the Partnership Board, the updated Leeds Drug and Alcohol Strategy and Action Plan and local performance framework.

Further updates will be provided as the work progresses over the coming months. Once the needs assessment has been completed and the Drug and Alcohol Strategy refreshed with a revised action plan it is proposed that a further report should be brought to the HWBB in 2023.

## **4 Health and Wellbeing Board governance**

### **4.1 Consultation, engagement and hearing citizen voices**

4.1.1 In line with the grant funding requirements, public health and the commissioning team have undertaken considerable consultation around the development of the proposals detailed within this report with the existing drug and alcohol treatment providers who regularly consult with service users, the IOM support service provider, and the IOM project team (including Safer Leeds, West Yorkshire Police and the Probation Service). In addition, the new partnership will include a public involvement lead and service user representation.

### **4.2 Equality and diversity / cohesion and integration**

4.2.1 The proposal directly contributes to the three pillars of our Best City Ambition, particularly the Health and Wellbeing pillar, that in 2030 Leeds will be a healthy and caring city for everyone: where those who are most likely to experience poverty improve their mental and physical health the fastest, people are living healthy lives for longer, and are supported to thrive from early years to later life.

4.2.2 An Equality, Diversity, Cohesion and Integration Screening has been completed in relation to the drug and alcohol treatment service commissioning decisions.

### **4.3 Resources and value for money**

4.3.1 It is estimated that the national social and economic cost of alcohol related harm is £21.5bn, while harm from illicit drug use costs £10.7bn. Well funded drug and alcohol services are good value for money. Alcohol treatment reflects a return on investment of £3 for every £1 invested (which increases to £26 over 10 years), with drug treatment reflecting a return on investment of £4 for every £1 invested (which increases to £21 over 10 years).

#### 4.4 **Legal Implication, access to information and call In**

4.4.1 There are no legal or access to information implications of this report. It is not subject to call in.

#### 4.5 **Risk management**

4.6 The funding described within this report will be allocated and paid to the existing service providers to deliver the prescribed proposals. As a result, should the service provider fail to deliver the proposals then there is a low risk that Leeds City Council could have to repay the grant to OHID. Contract amendments will reflect any clawback conditions attached to the funding received from OHID listed under this report. This will be mitigated by having providers with the necessary experience and skills to manage and deliver the required services, payment in instalments, a performance framework with KPIs, robust monitoring of the project by Adults and Health Integrated Commissioning Team and ongoing updates and communication with OHID.

4.6.1 At this point the additional funding from OHID is for a period of three years and there are no guarantees that it will continue beyond this point therefore there are some risks for both Leeds City Council and providers should funding cease.

## 5 Conclusions

Leeds is receiving additional funding, from the Office for Health Improvement and Disparities (OHID), over the next three years, to increase and enhance drug and alcohol prevention, treatment and recovery service provision. Alongside this funding, the Joint Combatting Drugs Unit have issued [Guidance for local delivery partners](#), which sets out a number of requirements that need to be met with challenging deadlines. These include the establishment of the Drug and Alcohol Partnership Board, conducting a joint needs assessment and agreeing a local drug and alcohol strategy delivery plan before the end of 2023.

## 6 Recommendations

1. Note the update on the additional funding being received, by Leeds, from the Supplemental Substance Misuse Treatment and Recovery Grant.
2. Endorse the proposal for the new Leeds Drug and Alcohol Partnership and governance arrangements including the relationship to the HWBB.
3. Agree to receive the findings of the drug and alcohol needs assessment and updated Drug and Alcohol Strategy in early 2023.

## 7 Background documents

Draft Terms of Reference for Leeds Drug and Alcohol Partnership.

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# Implementing the Leeds Health and Wellbeing Strategy 2016-21

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## **How does this help reduce health inequalities in Leeds?**

The proposals in this report directly contribute to the three pillars of our Best City Ambition, particularly the Health and Wellbeing pillar, that in 2030 Leeds will be a healthy and caring city for everyone: where those who are most likely to experience poverty improve their mental and physical health the fastest, people are living healthy lives for longer, and are supported to thrive from early years to later life. In addition, the proposals support the Leeds Drug and Alcohol Strategy and Action Plan key outcome to increase the proportion of people recovering from drug and / or alcohol misuse.

## **How does this help create a high quality health and care system?**

Forward Leeds is a highly effective consortium of third sector and NHS providers and has a strong partnership working ethos at its core. The funding and partnership approach will further strengthen partnerships and multiagency work across the city to support people and communities affected by drug and alcohol use. The additional investment will enhance the services offered, add flexibility, decrease waiting times and enable more people to benefit from the service.

Performance frameworks and monitoring processes will be put in place by the Public Health and the Adults and Health commissioning team to ensure value for money, delivery of the intended outcomes and improved service quality. In addition, the Council will be required to submit comprehensive performance information to OHID who will carefully monitor outcomes of their additional investment in treatment services.

## **How does this help to have a financially sustainable health and care system?**

The overall aim of this grant funding is to deliver a world-class treatment and recovery system over the life of the new national 10-year drug strategy (From Harm to Hope), through rebuilding local drug and alcohol treatment and recovery services, including for young people and offenders. As Leeds already has an all-age community drug and alcohol service (Forward Leeds), which is well embedded in the local health system and street governance structures, the approach described within this report will strengthen this integration and partnership work and prevent potential service duplication and disruption for service users (including those who are engaged with criminal justice agencies with a substance misuse issue).

OHID have provided a confirmed amount of funding for 2022/23, with significant increased indicative amounts published for the following 2 years. Leeds City Council is therefore working with the existing providers and key local partners to develop an effective plan, which will deliver the intended outcomes and achieve best value.

## **Future challenges or opportunities**

Drug and alcohol programme challenges (e.g. recruitment to a large number of posts) are actively discussed and managed as part of the team's project meetings, where the need for escalation of risk is determined.

<b>Priorities of the Leeds Health and Wellbeing Strategy 2016-21</b>	
(please tick all that apply to this report)	
A Child Friendly City and the best start in life	✓
An Age Friendly City where people age well	✓
Strong, engaged and well-connected communities	✓
Housing and the environment enable all people of Leeds to be healthy	
A strong economy with quality, local jobs	✓
Get more people, more physically active, more often	
Maximise the benefits of information and technology	✓
A stronger focus on prevention	✓
Support self-care, with more people managing their own conditions	✓
Promote mental and physical health equally	✓
A valued, well trained and supported workforce	✓
The best care, in the right place, at the right time	✓