

**Report of Strategy and Commissioning**

**Report to Ian Cameron, Director of Public Health**

**Date: 09 March 2016**

**Subject: Request to approve a contract variation in accordance with Contracts Procedure Rule (CPR) 21.7 to vary the contract awarded to Developing Initiatives for Support in the Community (DISC) for the Forward Leeds service**

Are specific electoral wards affected? If relevant, name(s) of ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" 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? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. In 2014 the contract for delivery of the Community Drug and Alcohol Prevention, Treatment and Recovery Service (YORE-9F7N76) was awarded to DISC (Developing Initiatives for Support in the Community) with the new service, known as Forward Leeds, commencing on 1 July 2015 with an annual contract value of £8.5m.
2. Discussions involving the Council, the Clinical Commissioning Groups (CCGs) and Forward Leeds have resulted in the three CCGs in Leeds agreeing to provide additional investment into the new service currently amounting to over £758k during the initial contract term from 1 July 2015 to 30 June 2020 as follows:

Financial Year Period	01/07/15-31/03/16	01/04/16 - 31/03/17	01/04/17- 31/03/18	01/04/18- 31/03/19	01/04/19 31/03/20	01/04/20- 30/06/20	Total
Amount	£209,711	£ 219,830	£119,561	£92,781	£92,781	£23,195	<b>£757,859</b>

3. The CCGs will provide their funding to the Council through a Section 256 Agreement and the Council will formalise the investment in the Forward Leeds service through a variation to the contract with DISC for this service.

**Recommendations**

4. The Director of Public Health is recommended to approve a variation to the above contract with DISC to reflect the additional investment in the service by the CCGs.

## **1. Purpose of this report**

- 1.1 This report seeks approval to vary the contract with DISC for the Community Drug and Alcohol Prevention, Treatment and Recovery Service (YORE-9F7N76) which is known as Forward Leeds to reflect the additional investment by the CCGs in Leeds drug and alcohol services. The current annual value of the contract is £8.5m and the additional investment is between £23,000 and £220,000 per annum (refer to paragraph 2 above).

## **2. Background Information**

- 2.1 In 2014 the contract for delivery of a combined drug and alcohol prevention, treatment and recovery service for adults, children and young people in Leeds was awarded to DISC with the new service commencing on 1 July 2015. Known as Forward Leeds, the service is delivered by DISC in conjunction with four consortium partners (Barca, St Anne's, St Martin's Healthcare Services and Leeds and York Partnership Foundation Trust) and the involvement of a number of GP practices across the city.
- 2.2 Prior to the new service commencing, treatment was delivered by a number of commissioned providers who primarily specialised in delivering either drug treatment services or alcohol treatment services. One of these providers, Alcohol Dependency Solutions (ADS), was also funded by the three CCGs in Leeds to deliver alcohol treatment with these arrangements coming to an end prior to the new service starting.
- 2.3 Following commencement of the Forward Leeds service, ongoing discussions between the CCGs and Forward Leeds have resulted in the CCGs agreeing to continue their investment in drug and alcohol services.

## **3. Main issues**

- 3.1 The specification for the new drug and alcohol treatment service commissioned by LCC included a requirement for increased alcohol capacity as part of a wider integrated recovery model in the city. Following the appointment of DISC, discussions took place with the CCGs to ascertain whether their investment in alcohol treatment should continue and if so whether it should remain separate or be made through the Forward Leeds contract.
- 3.2 Consideration was also given as to whether to fund specific workers/interventions or invest in the integrated service as a whole, also whether interventions would be solely for alcohol misuse or include drugs as well.
- 3.3 The outcome of the discussions resulted in all three CCGs determining that the funding of additional interventions, tailored to local need and delivered as part of the Forward Leeds service would add value to the existing provision with the North CCG area and the South and East CCG area both expanding the scope of their investment to include drug interventions as well as alcohol.
- 3.4 All three CCGs were in agreement that the investment is for dedicated primary care workers, working out of nominated GP surgeries with individuals and families, undertaking assessments and delivering brief interventions, extended brief interventions, structured treatment and alcohol reduction programmes. Clients

requiring maintenance prescribing and all clients in West CCG area who have a primary drug problem will be referred at assessment to a hub or primary care service that can support their needs more fully.

- 3.5 Although a flexible approach will be taken, there will be a focus on moving clients through the surgeries in six sessions. Where ongoing support is needed, transfers would be through to other parts of Forward Leeds, such as recovery co-ordinators, the detox team, primary care enhanced services, sustained recovery etc.
- 3.6 Different levels of investment and duration of provision have been agreed by each of the three CCG areas reflecting local need / resource requirements and the funding available for commitment at this point in time.

<b>CCG Area</b>	<b>Primary Care Staff (FTE)</b>	<b>Duration</b>	<b>Total Value</b>	<b>Substance</b>
South and East	2.5 (plus 0.5 admin)	5 years	£464k	Drugs and Alcohol
West	2.5	2 years	£214k	Alcohol
North	2.8	1 year	£80k	Drugs and Alcohol

- 3.7 Relevant performance measures from within the performance management and outcome framework for the service will be used to measure the effectiveness of this investment. This will help determine levels of future investment in the service especially by West and North who have not yet committed funding for the full 5 year contract term. Performance measures include referrals, assessments, starts and treatment completes/transfers supported by service data (e.g. substance type, geographic area etc), case studies and service user feedback. Targets specific to each CCG area's level of investment have been agreed. Full details can be found in the service specification at Appendix 1 with details of investment levels in Appendix 2.
- 3.8 Performance monitoring and reporting will be undertaken by officers within Strategy and Commissioning through the existing contract management arrangements for the Forward Leeds service which include reporting to the Drug and Alcohol Commissioning Group on a regular basis and to the Public Health Commissioning Group and Drug and Alcohol Board as required. Over-arching governance of the Section 256 agreement will be through the Integrated Commissioning Executive (ICE).
- 3.9 This investment reflects an awareness of the growing issues of alcohol and drug misuse across the wider community and the wish to make services as accessible as possible with a view to attracting increasing numbers, especially from diverse backgrounds, to come forward for information, advice and treatment at a point where this will have maximum impact and before significant issues have developed with their substance use.

## **4 Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The agreement of CCG investment in the Forward Leeds service follows a period of consultation and discussion between the contracted provider DISC, the three CCG areas in Leeds (South and East, North, and West) and the Head of Commissioning, Strategy and Commissioning. Advice and support have been sought from the Business Manager in Public Health and the Adults & Health Category Manager in the Projects, Programmes and Procurement Unit (PPPU).
- 4.1.2 The CCG funding is bringing additional investment and increased capacity to the new Forward Leeds service which was re-commissioned following an extensive period of stakeholder consultation and review which included ward members, service users, existing providers at the time and a range of relevant agencies including third sector organisations, West Yorkshire Police, Probation, Prison Service, Adult Social Care, and Children's Services.

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

- 4.2.1 The current Forward Leeds service has been in operation since 1 July 2015 and reflects the specification for a new integrated model of delivery which involved service users in its design and commissioning. The findings of in-depth consultation undertaken at the time and the EIA published with the report to executive board in January 2014 regarding the commissioning of this service (see background documents below) are considered still relevant and applicable to this decision.
- 4.2.2 The Forward Leeds service is available to all Leeds residents but in particular works with many service users who have complex needs including mental health problems and homelessness. It includes dedicated support for expectant mothers, children / young people and families including those participating in the Family Drug and Alcohol Court pilot in West Yorkshire. GPs often have regular contact with or are often a first port of call for many of these protected groups making them ideally placed to engage people in support and treatment.
- 4.2.3 The increased targeting of services through GP surgeries reflects the specification for a hub and spoke model which recognises the use of community based - settings like these as having a key role to play in improving accessibility in particular for those who wish to receive support closer to where they live or prefer a more anonymous setting and would not seek help directly from a traditional drug or alcohol service.

### **4.3 Council policies and best council plan**

- 4.3.1 The Forward Leeds service is the principal deliverer of many elements of the Leeds Drug and Alcohol Strategy and Action Plan which is currently being updated and sets out the following ambition: "Leeds is a city that promotes a responsible attitude to alcohol and where individuals, families and communities affected by the use of drugs and alcohol can reach their potential and lead safer, healthier and happier lives".
- 4.3.2 The CCG investment will help ensure that commissioned drug and alcohol services achieve the vision and objectives of the Leeds Drug and Alcohol Strategy

and Alcohol Plan as well as contributing to a number of other Council and city wide plans and objectives including:

- the Best Council Plan which includes “supporting healthy lifestyles and supporting communities and tackling poverty” amongst its aims
- the Leeds Joint Health and Wellbeing Strategy outcome of “People will live longer and healthier lifestyles”
- the Safer Leeds Strategy objective to “ reduce crime related to drugs and alcohol”
- “supporting people to live longer and have healthier lives” which is a key aspiration of the Leeds vision ‘to be the best city in the UK by 2030’.

#### **4.4 Resources and Value for Money**

- 4.4.1 The increase in contract value is being fully funded by CCG investment through a Section 256 agreement.
- 4.4.2 Different levels of annual investment have been agreed by the three CCGS in order to ensure that the level of resource and targeting of provision reflects local need and demonstrates additionality in relation to the wider integrated service offering from Forward Leeds. The effectiveness of the investment will be monitored through existing contract monitoring arrangements and the achievement of performance measures specific to the investment.
- 4.4.3 The three CCGs have each agreed to invest for different lengths of time and it is anticipated that subject to satisfactory performance and the availability of funding, Leeds West and Leeds North CCGs will in due course extend their investment to the end of the initial five year contract term which Leeds South and East CCG has already committed to. Provision for the Section 256 agreement to be resigned in the event of funding levels changing has been built into the agreement.

#### **4.5 Legal Implications, access to information and call In**

- 4.5.1 Under section 82 of the National Health Service Act 2006 the CCGs and the Council are required to work together in order to secure and advance the health and welfare of the people of Leeds. The CCGs are empowered by section 256 of this act to fund Council expenditure on services which have an effect on the health of any individuals, have an effect on or are affected by any NHS functions, or are connected with any NHS functions.
- 4.5.2 Although there is no overriding legal obstacle preventing the variation of this contract the contents of this report should be noted. In making the final decision, the Director of Public Health should be satisfied that the course of action chosen represents best value for money.
- 4.5.3 This report does not contain any exempt or confidential information. This is a significant operational decision as the annual value of expenditure is greater than £100,000 but not more than £250,000 and is not subject to call in.

## 4.6 Risk management

4.6.1 Appropriate financial processes will be implemented to ensure the Council can comply with the financial terms attached to the Section 256 agreement which require the Council and its external auditor to certify annual expenditure and to repay any unspent funding to the CCGs:

- Officers in Strategy and Commissioning will work closely with Forward Leeds through the established contract monitoring processes to ensure funding is being used towards achievement of the aims and objectives for which it has been provided and is within annual budget limits agreed for the individual CCG areas.
- Payment will be made quarterly in arrears to Forward Leeds by the public health business support team based on invoices supported by evidence of expenditure within each CCG area up to the maximum budgets agreed.
- Prior to payment, the public health business support team will draw down the funding annually from the CCGs or more frequently as agreed with CCGs based on their individual requirements.
- The public health business support team will arrange each year for the officer responsible under the s151 of the Local Government Act to authenticate an annual expenditure voucher provided by the CCGs and pass this by 30th September to the Council's external auditor for certification and submission to the CCGs no later than the 31 December.

4.6.2 The Forward Leeds Service works with clients experiencing a range of physical and mental health needs and involves the collection and storage of highly sensitive information in delivering the service. Contract management officers will continue to review and work with the Forward Leeds service to ensure appropriate safeguarding and information governance arrangements are in place across the Forward Leeds service.

4.6.3 Furthermore, the Forward Leeds service is to be varied so that DISC becomes the data controller for the service thereby assuming responsibility for information governance and data protection compliance instead of the Council. Should a data breach occur the current arrangement places the Council at risk in being responsible for reporting to the Information Commissioner and liable for any fine. DISC have indicated they may need to take further legal advice prior to agreeing to new information governance terms so the variation for this is being progressed separately so as not to hold up the CCG contract variation which requires immediate implementation.

4.6.4 Officers in Strategy and Commissioning will work closely with Forward Leeds through the established contract monitoring processes to ensure the CCG funded provision delivers against agreed objectives and targets. This will be a key factor in ensuring continued investment by all three CCG areas for the whole of the initial 5 year contract term and for any extensions beyond (the contract includes 3 x 12 month extension options).

4.6.5 To date the South and East CCG area has committed to 5 years funding whereas West and North have each committed to 2 and 1 years respectively. Discussions regarding future commitment will be taken forward through the Drug and Alcohol Commissioning Group. The Forward Leeds service would need to scale back this aspect of its operation in the event that current annual funding levels aren't

maintained with a corresponding reduction in access to locally based, anonymous provision.

- 4.6.6 The contract variation will be issued after the Section 256 agreement has been signed by all parties and not before.

## **5 Conclusions**

- 5.1 The three CCGs in Leeds have committed to providing £758k of additional funding over a five year period for GP based service provision delivered by the Forward Leeds Service representing a significant level of investment and providing an opportunity to expand access to the Forward Leeds service across Leeds. This was a requirement of the newly commissioned service model which highlighted the use of community based - settings as having a key role to play in improving accessibility in particular for those who wish to receive support closer to where they live or prefer a more anonymous setting and would not seek help directly from a traditional drug or alcohol service. The effectiveness of drug and alcohol provision in Leeds will be enhanced by this investment and the Director of Public Health is therefore asked to approve the recommendations in this report.

## **6 Recommendations**

- 6.1 The Director of Public Health is recommend to approve variation of the contract with DISC for the Community Drug and Alcohol Prevention, Treatment and Recovery Service (YORE-9F7N76) which is known as Forward Leeds to reflect the additional investment by the CCGs in Leeds drug and alcohol services. amounting to £758k over a five year period.

## **7 Background documents<sup>1</sup>**

- 7.1 Review and Commissioning of Drug and Alcohol Treatment and Recovery Services - a joint report of the Directors of Public Health, Children's Services, Environment and Housing, and Adult Social Services to Executive Board, 22 January 2014 which includes at Appendix 3 an in-depth Equality, Diversity, Cohesion and Integration Impact Assessment completed 22 November 2013.

The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

### **Appendix 1**

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## **CCG Investment in Forward Leeds Service**

### **Service Specification**

Forward Leeds (FL) will provide a range of interventions across agreed GP practices to address the wide range of substance misuse, and, in particular alcohol issues.

Working out of GP surgeries FL will provide a highly accessible service to complement delivery from the hubs and spokes, and primary care enhanced service hubs that will be established giving Leeds residents wider access to the substance misuse service. FL is aware of the growing issues of alcohol and drug misuse across the wider community and wish to make services as accessible as possible. FL will attract increasing numbers into treatment and encourage people to come forward for advice and information at a point where this will have maximum impact and before significant issues have developed with their substance use. This primary care provision will provide a greater choice for people to receive a service across the city that is widely accessible by local residents with the aim of increasing the number of people from diverse backgrounds to seek help, support and treatment.

Dedicated staff will provide individual and family appointments in GP surgeries. Interventions will include brief interventions, extended Brief interventions, structured treatment, alcohol reduction programmes, referral to community and residential detoxification and aftercare. Service users will be encouraged and supported to access mutual aid and take advantage of volunteer and peer support.

Working as part of the Forward Leeds Service the full range of resources will be available to staff working across primary care. Staff will belong to one of the three area multi-disciplinary teams that have a wide range of skills and knowledge that can be drawn upon.

The Primary Care workers will assess any client referred to them for alcohol or drug misuse. Subsequent to referral in the West CCG area they will only work with clients who have a primary alcohol problem. In the South and East CCG area and the North CCG area they will work with clients who have primary alcohol and drug problems. If the client requires maintenance prescribing then they will need to be referred on to a hub or primary care service that can support their needs more fully.

The service would focus on moving people through the surgeries in a timely manner. Whilst the need for a flexible approach is required in the main there would be a focus to try and move most clients through the surgery in six sessions. Transfers would be through to other parts of Forward Leeds, such as recovery co-ordinators, detox team, primary care enhanced services, sustained recovery etc. Clients that make agreed changes within that time frame, not transferred on, would be discharged in line with standard NDTMS codes.

The dedicated staff will develop strong relationships with GP Practice staff and work with them to ensure the service is promoted to patients and their families using a variety of publicity and information materials. FL marketing staff will liaise closely with the CCG equivalents to plan and design promotion events, materials etc. Where agreed with the surgery, the service would be promoted in neighbouring GP practices and referrals would be taken from other nearby practices.

### **Performance Reporting**

Forward Leeds will provide quarterly reports from Systm1 to the three CCG commissioners and Leeds City Council which will cover the following for each CCG area:-

- Number of starts\*



- Number of treatment complete or forwarded on\*
- Referral Source
- Demographics
- Primary, secondary and tertiary substance
- Discharge/ transfers out

\* broken down by NDTMS substance type definition: Any Opiate / Non Opiate Only / Alcohol Only / Alcohol and Non Opiate

Reports will be provided through the workers on:-

- Referrals
- Assessments (structured and non-structured)
- DNA's / cancellations
- Individual practice activity

FL will also provide:

- case studies and feedback from service users.
- a quarterly update on expenditure with an explanation of any variance to agreed budgets.

### Targets

Targets per worker	Year 1 (1 July 2015 to 31 March 2016)		Year 2 + (p.a. from 31 March 2016)	
	Total	Per quarter	Total	Per Quarter
Referrals	165	55	280	70
Assessments	105	35	180	45
Starts	90	30	150	37 / 38
Treatment Completes/ transfers	60	20	100	25

Area Targets (Targets per worker multiplied by total FTE equivalents per area)		Year 1 (1 July 2015 to 31 March 2016)	Year 2 + (p.a. from 31 March 2016)
<b>South and East (2.5 FTE) *</b>	Referrals	412	700
	Assessments	262	450
	Starts	225	375
	Treatment Completes/ transfers	150	250
<b>North (2.8 FTE)</b>	Referrals	462	784
	Assessments	294	504
	Starts	252	420
	Treatment Completes/ transfers	168	280
<b>West (2.5 FTE)</b>	Referrals	412	700
	Assessments	262	450
	Starts	225	375
	Treatment Completes/ transfers	150	250

\* Excludes 0.5 admin post.

DISC (Forward Leeds) will be accountable for the delivery and performance of the Services through the existing reporting structures and contract management arrangements for the Forward Leeds service which will include the quarterly Drug and Alcohol Commissioning Group which Forward Leeds will attend if so requested."

## CCG Investment in Forward Leeds Service

<b>CCG Investment in Forward Leeds Service</b>							
<b>CCG Area</b>	<b>Investment Period</b>						
<b>South and East</b>	1 July 2015 to 30 June 2020						
<b>West</b>	1 July 2015 to 30 June 2017						
<b>North</b>	1 July 2015 to 30 June 2016						
<b>Forward Leeds Expenditure Profile</b>							
<b>CCG Area</b>	<b>2015/16 *</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21*</b>	<b>Total £</b>
<b>South and East</b>	69,586	92,781	92,781	92,781	92,781	23,195	<b>463,905</b>
<b>West</b>	80,341	107,121	26,780				<b>214,242</b>
<b>North</b>	59,785	19,928					<b>79,713</b>
<b>Total</b>	<b>209,711</b>	<b>219,830</b>	<b>119,561</b>	<b>92,781</b>	<b>92,781</b>	<b>23,195</b>	<b>757,860</b>

\* The Forward Leeds contract start date is 1 July 2015 and the contract end date is 30 June 2020.