

Report of Head of Commissioning, Adults and Health

Report to Director of Public Health

Date: 12th June 2019

Subject: Extension of contract for a three year period with Humankind for the Community Drug and Alcohol Prevention, Treatment and Recovery Service in accordance with Contracts Procedure Rule 21.1 (contract extensions).

Are specific electoral wards affected? If yes, 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 checked="" type="checkbox"/> Yes <input 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. Leeds City Council commissions a Community Drug and Alcohol Prevention, Treatment and Recovery Service that provides an integrated service that supports anyone in Leeds misusing or at risk of misusing drugs and / or alcohol.
2. The contract currently in place is delivered by a consortium of organisations (Humankind, BARCA, St Anne's Community Services and Leeds and York Partnership Foundation Trust (LYPFT)) with the contract lead being Humankind. The service operates under the name of Forward Leeds. The contract was put in place in July 2015 after an extensive review and consultation exercise, followed by a competitive procurement process. The contract is for five years with an option to extend for a further three years available.
3. The current contract will enter the final year of delivery in July 2019 and it is necessary to take a decision regarding extending the contract to avoid uncertainty and disruption to service delivery.
4. A review has been undertaken to inform the decision making process around invoking the three year extension (see Appendix 1 for full analysis). This has concluded that the service is performing well, is of high quality and represents value for money. It continues to meet the original contract aims and objectives to provide a strategically important service that meets the Council's future ambitions.

Recommendations

The Director of Public Health is recommended:

To approve the contract extension of three years by utilising the available three twelve month extension periods to the existing contract with Humankind for the Community Drug and Alcohol Prevention, Treatment and Recovery Service with effect from 1 July 2020 for a maximum value of £8,143,450 per annum.

1. Purpose of this report

1.1 The purpose of this report is to seek approval to invoke the full three year extension period available to the existing contract with Humankind for the Community Drug and Alcohol Prevention, Treatment and Recovery Service.

2. Background information

2.1 There was a comprehensive review and consultation process undertaken in 2014 concerning services to support those people misusing or at risk of misusing drugs and / or alcohol which concluded that Leeds required:

- A single integrated service, rather than a series of linked services, that works across all age ranges and targets those misusing or at risk of misusing drugs and / or alcohol, has a clear identity and is easily accessible.
- A responsive service that addresses the needs of individuals in treatment and the changing patterns of drug and alcohol use in the city.
- A focus on recovery that is embedded within service delivery to provide the right package of support to maximise each individual's chances of achieving their goals.
- A life course approach, which puts children, young people and their families at the heart of the treatment provided and contributes to people's health, well-being and safety at every stage of their lives.

2.2 Following the competitive procurement exercise the contract to deliver the service was awarded to a consortium of organisations (Humankind, BARCA, St Anne's Community Services and Leeds and York Partnership Foundation Trust (LYPFT) with the contract lead being Humankind. The service operates under the name of Forward Leeds.

2.3 The current contract is for five years with an option for up to three 12 month extensions and has been in place since 1 July 2015 and the overall contract value at the time of award was £42,496,208. The initial five year period expires on 30 June 2020.

2.4 The integrated citywide service delivered by Forward Leeds supports anyone in Leeds affected by drug and / or alcohol issues and there are no thresholds to enter the service and receive support. The service is delivered from three main hubs (in Armley, Seacroft and Kirkgate) and in primary care settings providing tailored support to individuals based on needs.

2.5 There are around 3,500 active service users at any one time and the integrated service includes: early intervention and prevention; harm reduction (including needle exchange); recovery co-ordination; community and residential detox; support for families; young people's services; specialist services for those who have

additional complex needs e.g. mental health or pregnancy; and aftercare services (including “5 Ways” – a dedicated Recovery Academy).

- 2.6 A service review has been undertaken to inform this decision and provides an overview of the work and progress of Forward Leeds. The review is structured around the themes of the quality management framework used to monitor the quality of our services, namely well-led, performance, safe, effective and client involvement, as well as considering value for money and case studies provided by clients of the service. The full review document is attached as Appendix 1.

3. Main issues

- 3.1 The current contract will enter the final year of delivery in July 2019 and it is necessary to take a decision now regarding extending the contract to avoid uncertainty and disruption to service delivery.

- 3.2 A service review has taken place to inform this decision (see Appendix 1 for full analysis). The findings of the review were:

- Forward Leeds is a high quality, well performing and innovative service that addresses need is well led and has a passionate and committed staff team.
- It has and continues to deliver a service in line with the Council’s initial ambitions.
- The service has become one that is very much embedded across the city and works very constructively in a multi-agency way looking to deliver the best possible outcomes for clients and has played an integral role in the development of the new citywide Drug and Alcohol Strategy due to be launched later this year.
- The service is very busy and facing a rise in complexity of clients and an ever evolving and changing landscape requiring innovation and flexibility in delivery. They have shown themselves to be very much able to meet these challenges.
- The conclusions reached after conducting this review are mirrored in the recent initial feedback from the CQC inspection of the service.

- 3.3 As a result of carrying out this review the recommendation is to invoke all of the three twelve month extension periods that are available for this contract. This will importantly provide surety to the consortium as it enters the final year of the contract. The extension will avoid disruption for clients, the service and partnership working across city. It will ensure that the service will be able to retain and further develop an experienced staff team. It will prevent a dip in performance due to these factors and a need to focus on a re-tendering process.

- 3.4 Implementing the full three year extension period now will mean that from 1 July 2019 there will be four further years of service delivery under the current contractual arrangements. This will importantly provide the time for in depth discussions and consultation to take place about what the long term future needs of the city are with regards to drug and alcohol provision and to implement any recommendations. Contract terms and conditions still enable changes or termination if required should circumstances change.

- 3.5 A second option would be to let the contract lapse at the end of 2019/20. Should this course of action be undertaken it would require a re-procurement exercise to be undertaken. However the findings of the review are that there are no grounds for

doing this as the current contract is performing well, is of good quality and provides value for money.

- 3.6 A third option would be to extend for 12 months and review again at the end of each year. However choosing this option would create annual disruption and uncertainty for the service and clients.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 This contract has been in place since 1 July 2015 and was commissioned following an extensive period of stakeholder consultation and review during 2014 which included ward members. The review was prompted by a number of key drivers including :

- Changes to national and local strategies with a greater emphasis on recovery
- Opportunities relating to the transfer of responsibility for Public Health into the Authority
- Changes in patterns of drug use
- A desire to improve outcomes for those in treatment
- The need for service provision to be easier to access and navigate
- The need for services to reach the 18-24 year old age group

- 4.1.2 The original review was undertaken alongside the development of the Leeds Drug and Alcohol Strategy and Action Plan 2013-2016.

- 4.1.3 In addition to work on mapping, data and financial analysis significant consultation and engagement took place with service providers, service users, people in recovery, carers and concerned others, strategic partners and other stakeholders.

- 4.1.4 Key findings from the consultation were shared with service providers, service users and other stakeholders and directly influenced the development of the service specification for the contract being delivered by Forward Leeds.

- 4.1.5 In relation to this contract extension, consultation has taken place with the Executive Member for Health, Wellbeing & Adults, Director of Public Health, Chief Officer (Healthy Living and Health Improvement), Procurement and Commercial Services (PACS) and the service.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The drug and alcohol service is available to all Leeds residents but in particular works with many people 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.

- 4.2.2 The current service has been in operation since 1 July 2015 and reflects the specification of an integrated model of delivery which involved service users in its design and commissioning.

4.2.3 An Equality Impact Assessment Screening Tool has been completed in relation to this decision and is attached for information at Appendix 2 and there are no issues to be addressed.

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 service has been closely involved in the development of the new city wide drug and alcohol strategy, due for launch later in 2019 and it will play a significant role in helping to deliver the strategy.

4.3.3 The service also contributes 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’
- the ‘prevention’ strand of the ‘Leeds Health and Care Plan’ supporting the development of a more integrated healthy living model in Leeds in order to maximise the health outcomes that can be achieved through sustained behaviour change and healthy living
- the Inclusive Growth Strategy supporting Leeds to be the best city for health and wellbeing.

Climate Emergency

4.3.4 This report relates to the extension of contract to deliver the existing Drug and Alcohol Prevention, Treatment and Recovery Service citywide. The service operates from a number of sites to ensure easy access for service users, and therefore minimising the need to travel and encouraging the use of public transport. This helps to reduce carbon emissions and environmental pollution which contributes to city actions to better manage air quality. The type of interventions provided are aimed at improving health and well-being in particular the prevention of hospital admissions which helps ensure we better manage our use of resource intensive (and high footprint) health and care services.

4.3.5 The service specification requires that Forward Leeds undertakes the services to meet all legislation, guidance and good industry practice in environmental management and the objectives of the Council’s sustainability policies. Officers from Adults and Health work with Forward Leeds through the established contract

management process to ensure the service is proactively seeking to minimise its carbon footprint and thereby support the Council in achieving its ambition to be carbon neutral by 2030.

4.4 Resources and Value for Money

- 4.4.1 The cost of the contract extension is met by revenue Public Health funding and there is provision within the Public Health budget for this contract extension.
- 4.4.2 Public Health England have compiled a Social Return on Investment tool, to calculate the financial benefits of the investment in drug and alcohol treatment. The values are based on the number of people receiving structured treatment during 2016/17 and the estimated number that will remain in recovery for the next 10 year. It includes:
- NHS savings (e.g. GP, hospital admissions etc.) for people receiving treatment
 - NHS savings applied to opiate users in recovery as a result of improvements in the health of their family / carers aged 18+
 - Local authority savings from having fewer opiate users using needle and syringe programmes
 - Local authority savings from improved housing conditions among drug users
 - Local authority children's social care benefits for drug users in treatment and adult social care benefits for people receiving treatment for their alcohol dependency
 - Average crime-related costs before and after treatment
 - Crime-related economic and social benefit values
 - Financial benefits associated with reduced mortality and improved quality of life for drug users and alcohol only clients receiving treatment and in recovery
- 4.4.3 Using the Social Return on Investment tool, during 2016/17 the Council spent £8.3m on drug and alcohol treatment, equating to a return of approximately £5.50 of "in treatment" benefit and £28 of "in treatment and recovery" benefit for every pound spent.
- 4.4.4 Per person, this works out at £7,646 saving to the public purse during 2016/17 and £38,553 over 10 years.
- 4.4.5 The contract value at the time of award was £42,496,208, but has been subject to variation to account for a 10% cost saving reduction, the inclusion of activity-based expenditure (medication, testing and harm reduction), and small increases to help manage some specific targeted work. There is also some complementary funding from the Clinical Commissioning Group (CCG).
- 4.4.6 The performance of the service has also helped to lever in other funding to the city. This has included funding from the Public Health England capital fund to purchase the 5 Ways Recovery Academy and portable fibro scanners for screening of alcohol related liver disease and funding from the Ministry for Housing Communities and Local Government (MHCLG) to provide drug and alcohol support directly onto the streets for people who are rough sleeping and / or begging.

- 4.4.7 This is a key public health service. The contract extension is required to ensure continuity of service for this key service providing support to people to help them recover from drug and or alcohol misuse. The service was subject to a competitive procurement process and is high quality and performing well.
- 4.4.8 The service will continue to be contract managed by the Commissioning team in Adults and Health Directorate. Robust contract management processes allow for the on-going monitoring of quality, performance and value for money.

4.5 Legal implications, access to information, and call-in

- 4.5.1 The extension of the contract is a key decision and is therefore subject to Call In.
- 4.5.2 There is provision remaining of three twelve month extensions within the original contract.
- 4.5.3 The recommendation within this report is in accordance with Contracts Procedure Rule 21.1 which allows a contract to be extended before its expiry date where it is in accordance with its terms and proves to deliver value for money.
- 4.5.4 There are no grounds for treating the contents of this report as confidential with the Council's Access to Information Rules.
- 4.5.5 Although there is no overriding legal obstacle preventing the extension of this contract the contents of this report should be noted. In making their final decision, the Director of Public Health should be satisfied that the course of action chosen represents best value for the Council.

4.6 Risk management

- 4.6.1 The approval of the 3 year contract extension will enable continuity of service provision and increased surety for the providers. This will help to retain staff and enable continued innovation.
- 4.6.2 If the extension is not approved there is a risk that the existing service that is working well will cease at the end of the contract period and there would be disruption to vulnerable clients and a significant drop in performance and outcomes.
- 4.6.3 Appropriate governance arrangements are in place to identify and mitigate identified risks including regular contract management meetings, performance and quality meetings, overview of contract risk and reporting to the Public Health Programme Board.

5. Conclusions

- 5.4 The contract extension is required to ensure that there is no disruption to the current service which is delivering a high quality, good performing service that meets the original aims of the contract in providing an integrated drug and alcohol service to anyone in Leeds who needs it.

5.5 Throughout the three year extension period, the contract will continue to be robustly contract managed to ensure that performance, quality and value for money is being achieved for the Council.

6. Recommendations

6.1 The Director of Public Health is recommended:

To approve the contract extension of three years by utilising the available three twelve month extension periods to the existing contract with Humankind for the Community Drug and Alcohol Prevention, Treatment and Recovery Service with effect from 1 July 2020 for a maximum value £8,143,450 per annum.

7. Background documents¹

7.4 Forward Leeds Extension Review (Appendix 1)

7.5 Equality, Diversity, Cohesion and Integration Screening (Appendix 2)

¹ 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.