

## Investment within additional drug prevention, treatment and recovery provision within the city

Date: 25 May 2022

Report of: Head of Commissioning

Report to: Director of Public Health

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### What is this report about?

#### Including how it contributes to the city's and council's ambitions

- 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 and their overall aim is to increase the number of people in treatment (20% nationally), reduce drug related deaths, and to improve quality through the reduction of caseloads by increasing the staffing levels across treatment services. In addition, the Probation Service is due to provide additional funding to enhance the treatment and recovery services for service users engaged with criminal justice agencies.
- Leeds City Council has worked with a range of partners to develop separate proposals for each grant based on the approved intervention areas detailed by OHID within their grant documentation. The proposals include:
  - Increase strategic leadership and commissioning officer resources within the council's public health and commissioning teams,
  - Increase and enhance prevention, treatment and recovery provision within Forward Leeds. This will involve 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
  - Continue the additional capacity for residential alcohol detox and / or rehabilitation capacity within Leeds
  - Integrate and improve care pathways between criminal justice settings and treatment through the continuation of additional support workers within the Integrated Offender Management support service
- The proposals in this report directly contribute to the Best Council Plan's overarching vision of tackling poverty and reducing inequalities. They address the Best Council Plan's priorities of reducing health inequalities and improving the health of the poorest the fastest; supporting businesses and residents to improve skills, helping people into work and better jobs. In addition, the proposals support the Leeds Drug and Alcohol Plan key outcome to increase the proportion of people recovering from drug and / or alcohol misuse.

## Recommendations

- a) The Director of Public Health is recommended to :-
- b) Accept drug and alcohol treatment grant monies from the Office for Health Improvement and Disparities (OHID) (£2,596,729 for 2022/23 for the Supplemental Substance Misuse Treatment and Recovery Grant, a maximum of £650,000 for the Rough Sleeping Drug and Alcohol Treatment Grant, the sub-region grant allocation of £354,805 per annum with the Leeds allocation of £195,061 for the Inpatient Detoxification Grant) and the Dependency and Recovery funding from the Probation Service (a maximum of £234,821 for 2022/23).
- c) Approve the creation of new coordination and commissioning posts within Public Health and the Adults & Health Integrated Commissioning Team at a cost of £269,250 for 2022/23, and agree that future costs will be included in the funding proposals to OHID for 2023/24 and 2024/25.
- d) Approve the retrospective allocation of £3,255,596 (see table point 19 below) as a contract variation (payable in instalments) to the Community Drug and Alcohol Prevention, Treatment and Recovery Service (DN210921) (Forward Leeds) provided by Humankind for: additional harm reduction, treatment, wellbeing and recovery support; the drug and alcohol street-based lifestyle team; the management and administration of the inpatient detoxification grant and the enhanced criminal justice team from 1 April 2022 to 31 March 2023.
- e) Approve the retrospective allocation of £75,000 to be used for drug and alcohol treatment and prescription costs incurred by Leeds City Council from 1 April to 31 March 2023
- f) Approve the allocation of £80,962 as a contract variation (payable in instalments) to the IOM Support Service (DN387103) provided by Change Grow Live Services Ltd for additional support within criminal justice settings from 1 July 2022 to 31 March 2023.
- g) Approve the allocation of £155,610 as a contract variation (payment in instalments) to the Residential Alcohol Detoxification and Rehabilitation Service (DN410850) provided by St Anne's Community Services for additional residential detoxification and / or rehabilitation provision from 1 July 2022 to 31 March 2023.
- h) The responsibility for implementation of these decisions is with Public Health, the Adults and Health Integrated Commissioning Team, Human Resources and Procurement and Commercial Services.

## Why is the proposal being put forward?

- 1 Leeds City Council intends to accept additional funding from the Office for Health Improvement and Disparities (OHID) and The Probation Service to invest in additional drug prevention, treatment and recovery provision within the city.

### *Supplemental Substance Misuse Treatment and Recovery Grant*

- 2 In February 2022, OHID announced the new Supplemental Substance Misuse Treatment and Recovery Grant. The intention and scope of the funding goes beyond the scope of the previous universal grant as the new funding is aimed at delivering the treatment element of the Government's 10 year Drug Strategy – From Harm to Hope.
- 3 In April 2022, the funding envelope for the new grant was confirmed at £2,596,729 for 2022/23 with indicative amounts provided for the following 2 years (£4,254,712 for 2023/24 and £8,212,541 for 2024/25). The grant documentation stipulates that the council must work with their local treatment partners and key stakeholders to co-produce proposals to rebuild and grow their existing treatment services. The existing drug and alcohol and IOM support services are detailed in Table A.

**Table A: Existing drug and alcohol treatment and IOM support services**

<b>Contract Reference</b>	<b>Contract Name</b>	<b>Provider</b>	<b>Original Contract Value</b>
DN210921	Community Drug and Alcohol Prevention, Treatment and Recovery Service	Humankind	£63,497,840 (initial 5 year with 3 year extension period)
DN410850	Residential Alcohol Detoxification and Rehabilitation Service	St Anne's Community Services	£3,647,250 (initial 5 year contract period)
DN387103	Integrated Offender Management (IOM) support service	Change Grow Live Services Ltd	£2,160,000 (initial 3 year contract period)

- 4 The key outcomes of the funding are to increase the number of people in treatment (20% nationally), reduce drug relate deaths and improve service quality through the reduction of caseloads by increasing the staffing levels across treatment services. Allied to this it is recognised that additional commissioning and co-ordination capacity will be required within local authorities. To deliver these intended outcomes, OHID have provided ten key intervention areas, which the council and the existing providers has developed proposals for. The areas are:
  - 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 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
- 5 In accordance with the published timescales, public health and the commissioning team submitted the council's proposals on Wednesday 11<sup>th</sup> May 2022. Following their evaluation, OHID will confirm acceptance of the proposals in the beginning of June 2022. The submitted proposals for 2022/23 are:

- Increase the strategic leadership and commissioning capacity within public health and commissioning teams to deliver this new significant work programme and associated partnership working. These new posts will also ensure effective project management and funding accountability arrangements are in place and cost £359,000 per annum (£269,250 between 1 July 2022 to 31 March 2023). The roles will be Head of Public Health (JNC 45%), Commissioning Programme Leader (PO6), Advanced Health Improvement Specialist (PO4), Commissioning Manager (PO4), Health Improvement Practitioner (PO2) and 1.5 x Senior Commissioning Officers (PO2).
- Increase and enhance the treatment provision within the Community Drug and Alcohol Prevention, Treatment and Recovery Service (DN210921) (Forward Leeds). This will involve 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. The cost for 2022/23 (1 April 2022 to 31 March 2023) is £2,015,970.
- Maintain the increased residential alcohol detox and / or rehabilitation capacity at St Anne's Residential Alcohol Detoxification and Rehabilitation Service (DN410850). The three additional spaces per week will continue to be funded including a two-bed step down house where people can go (with support) towards the end of their rehab to smooth transition back to the community. The council will continue to work with St Annes to look at options to further expand capacity and enhance the service from 2023. The cost for 2022/23 (1 July 2022 to 31 March 2023) is £155,610.
- Maintain the three roles within the Integrated Offender Management (IOM) support service (DN387103) provided by Change Grow Live Services Ltd to improve and enhance pathways between criminal justice settings and treatment. The roles will be based within the Probation Service and court settings, police custody suites and one across the three prison estates. They will work alongside existing teams to coordinate prison releases, work within police custody, support court orders and court planning and support probation with support planning and coordination. The council will continue to work with IOM partners to expend and enhance this service provision to meet need and improve service user pathways into treatment. The cost for 2022/23 (1 July 2022 to 31 March 2023) is £80,962.

#### *Rough Sleeping Drug and Alcohol Treatment Grant*

- 6 Leeds City Council is due to submit another proposal to OHID for the Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG) for 2022/24. There are two components to this funding; a wrap around and engagement support element comprises interventions to engage those experiencing or at risk of rough sleeping with substance misuse needs to motivate them to take up and remain in structured drug and alcohol treatment. The structured treatment interventions within the community for those rough sleeping or at risk of are also to be funded by this grant. OHID are also developing proposals to fund inpatient detox and residential rehabilitation for this population.
- 7 OHID have confirmed that the core team currently funded by this grant will continue to be funded until March 2023 but that a proposal is required to be submitted to detail any changes required. The council plan to submit a proposal to continue the Leeds Drug and Alcohol Street Based Lifestyle Team, which was established within the Forward Leeds service (DN210921) using a previous funding round. The funding proposal will include both the costs of this team up to a maximum of £550,000 per annum and the structured treatment costs of up to a maximum of £100,000. These grant proposals are due to be submitted by the council in mid-May and the outcome of the grant process will be confirmed by OHID in June 2022. Following which, the funding for the Leeds Drug and Alcohol Street Based Lifestyle Team will form part of the contract variation to the Community Drug and Alcohol Prevention, Treatment and Recovery Service (DN210921) (Forward Leeds) for 2022/23.

#### *Inpatient Detoxification Grant*

- 8 In April 2022, OHID also confirmed that the inpatient detoxification grant for Leeds will continue with an allocation of £195,061 for 2022/23 (with the same amount indicatively allocated for 2023/24 and 2024/25). The purpose of this grant is to provide additional medically managed inpatient detoxification provision for the residents of Leeds.
- 9 A stipulation of this funding requires Leeds City Council to act as a lead local authority for a sub-regional consortium comprising Barnsley Metropolitan Borough Council, Calderdale Metropolitan Borough Council and North Yorkshire County Council who all commission Humankind to deliver their drug and alcohol services. The total amount for consortium is £354,805 per annum with the Leeds allocation being £195,061 per annum
- 10 To facilitate the sub-regional coordination role and use of this funding within Leeds, the council will undertake a contract variation to Community Drug and Alcohol Prevention, Treatment and Recovery Service (DN210921) (Forward Leeds) for 2022/23, which is delivered by Humankind.

*Probation Service – Dependency and Recovery Funding*

- 11 The Probation Service has funding available to commission dependency and recovery services for their service users with substance misuse and addiction issues within each West Yorkshire district. Instead of commissioning a separate and standalone service for Leeds, the Probation Service, the council's drug and alcohol team and Forward Leeds have been working together to develop proposals to enhance and increase treatment and recovery provision for those involved with criminal justice agencies. The funding will be used for additional posts to support and extend the existing criminal justice team including an independent prescriber, recovery coordinator, group worker and an administrator. The level of funding for is £234,821 per annum (for 2022/23 will be £176,115 from 1<sup>st</sup> July).

**What impact will this proposal have?**

<b>Wards Affected: All</b>		
Have ward members been consulted?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

- 12 The government's overall aim for the supplementary grant funding is to deliver a world-class treatment and recovery system through improving quality, capacity and outcomes of local authority commissioned substance misuse services. This will include increasing the capacity and quality of the service, 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.
- 13 Leeds already benefits from Forwards Leeds, an integrated city-wide service who support adults and young people affected by drug and / or alcohol use, with 3,645 active clients. The service already is judged good (and outstanding for well led) by the Care Quality Commission and performs well above other services within England's core cities. The additional investment will enhance the services offered, add flexibility, decrease waiting times and enable more people to benefit from the service.
- 14 An Equality, Diversity, Cohesion and Integration Screening has been completed in relation to this decision.

**What consultation and engagement has taken place?**

- 15 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, the IOM support service provider, and the IOM project team (including Safer Leeds, West Yorkshire Police and the Probation Service).
- 16 The Executive Member for Public Health was briefed on 9<sup>th</sup> May 2022.

## What are the resource implications?

- 17 The cost of the proposals described within this report will be met by the different funding proposals described within this report and will be paid to the existing providers in quarterly instalments alongside their contract payments.
- 18 As part of the grant documentation for the Supplemental Substance Misuse Treatment and Recovery Grant, OHID stipulates that Leeds City Council will need to maintain its existing investment in drug and alcohol treatment in 2022-23 and beyond.
- 19 Table B details the value of the contract variations required for each existing treatment and support service contract.

<b>Contract Reference</b>	<b>Contract Name</b>	<b>Contract variation total value</b>	<b>Percentage increase in relation to original contract value</b>
DN210921	Community Drug and Alcohol Prevention, Treatment and Recovery Service (Forward Leeds)	£3,255,596	5.1%
DN410850	Residential Alcohol Detoxification and Rehabilitation Service	£155,610	4.3%
DN387103	Integrated Offender Management (IOM) support service	£80,962	3.7%

## What are the legal implications?

- 20 This is a Key Decision which is subject to call-in as the maximum cost of the services within the scope of this decision is greater than £500k.
- 21 This report does not contain any exempt or confidential information under the Access to Information Rules.
- 22 The modification of contracts is governed under the Public Contracts Regulations 2015 at regulation 72. This considers the extent to which a contract may be modified before it should be considered so substantially changed as to necessitate a new contract. It also requires the consideration of the effect of cumulative variations. Therefore, this needs to be considered in taking this decision.
- 23 The figures set out at Table B of this report show the value of the initial contracts, and the proposed increase due to the request to vary the contract. Taking these figures into account, the modification of the contract by increasing the scope equates to no more than 50% of the initial contract value.
- 24 The provisions of Regulation 72 (1b) (i) & (ii) provide an exception “where all of the following conditions are fulfilled:—  
Regulation 72 (1) Contracts and framework agreements may be modified without a new procurement procedure in accordance with this Part in any of the following cases:—  
(b) for additional works, services or supplies by the original contractor that have become necessary and were not included in the initial procurement, where a change of contractor —  
(i) cannot be made for economic or technical reasons such as requirements of interchangeability or interoperability with existing equipment, services or installations procured under the initial procurement; and  
(ii) would cause significant inconvenience or substantial duplication of costs for the contracting authority, provided that any increase in price does not exceed 50% of the value of the original contract”.

- 25 In making this variation the above conditions of Regulation 72 (1b) (i) & (ii) are deemed to be satisfied for the following reasons:
- (i) The supplemental grant funding is new funding announced in February 2022. It intended to support improvements in the quality and capacity of existing drug and alcohol treatment services within local authority areas, starting immediately from 1<sup>st</sup> April 2022. The only way to effectively achieve this outcome in Leeds is by the council working with the existing well-performing providers.
  - (ii) 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 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 for service who are engaged with criminal justice agencies with a substance misuse issue);
  - (iv) OHID have provided a confirmed amount of funding for 2022/23, with significant increased indicative amounts published for the following 2 years. The 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.
- 26 In relying on this regulation, the Council will be required to send a notice to that effect for publication on Find a Tender and wait a minimum of 30 days from publication of the notice before entering into the variation. This gives any other market participants the opportunity to raise any queries or concerns in relation to the variation and reduces the chances of a successful challenge to this decision once the 30 day period has ended.
- 27 There is no overriding legal obstacle preventing the variation of this contract under CPRs 21.7 (variations) and the contents of this report should be noted. The percentage uplift of 50% is within the range permitted under Regulation 72 (1b) (i) & (ii) of the Public Contracts Regulations 2015. In making the final decision, the Director of Public Health should be satisfied that the course of action chosen represents best value for money.

### **What are the key risks and how are they being managed?**

- 28 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.
- 29 Drug and alcohol programme risks (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.
- 30 Recruitment to the council posts will be dependent on the funding being confirmed by OHID for 2022/23. Moving forward, the council posts will be included within future funding proposals to OHID, and therefore there is a risk that this proposal may not be supported. This is considered to be low as additional coordination and commissioning staffing capacity is identified as a need by OHID. This risk will be managed through close partnership work with OHID.

## Does this proposal support the council's 3 Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- 31 The proposal directly contributes to the Best Council Plan's overarching vision of tackling poverty and reducing inequalities. It addresses the Best Council Plan's priorities of reducing health inequalities and improving the health of the poorest the fastest; supporting businesses and residents to improve skills, helping people into work and better jobs.
- 32 In addition, the proposal supports the Leeds Drug and Alcohol Strategy key outcome to increase the proportion of people recovering from drug and / or alcohol misuse.

## Options, timescales and measuring success

### a) What other options were considered?

- 33 The overarching intention of this funding is to deliver a world-class treatment and recovery drug and alcohol service within Leeds. To achieve this, OHID stipulates that the proposals to deliver the ten key intervention areas are co-produced with existing service partners and key stakeholders. As drug and alcohol services require a CQC registered service provider, this report describes the only viable option to ensure that the city benefits for the intended outcomes of the different funding sources.

### b) How will success be measured?

- 34 Performance frameworks and monitoring processes will be put in place by 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 provide OHID and the Probation Service with performance information to meet their requirements.

### c) What is the timetable for implementation?

- 35 Some of the proposals will be implemented retrospectively from 1 April 2022 or some will start from 1<sup>st</sup> July 2022 as detailed within this report. The payments to the service providers will be to 31 March 2023, whereas the council roles will be permanent or time-limited appointments. It is anticipated that further additional funding will be allocated to Leeds in 2023/24 and onwards.

## Appendices

- 36 None

## Background papers

- 37 None.