

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

<b>Directorate:</b>	<b>Service area:</b>
<b>Lead person: Ian Street</b>	<b>Contact number: 0113 378 7859</b>
<b>Date of the equality, diversity, cohesion and integration impact assessment:</b>	
<b>7<sup>th</sup> September 2022</b>	

<b>1. Title: Authority to Procure a Contractor for the Leeds Integrated Community Drug and Alcohol Service.</b>
Is this a:
<input type="checkbox"/> <b>Strategy / Policy</b> <input checked="" type="checkbox"/> <b>Service / Function</b> <input type="checkbox"/> <b>Other</b>
<b>If other, please specify</b>

**2. Members of the assessment team:**

<b>Name</b>	<b>Organisation</b>	<b>Role on assessment team For example, service user, manager of service, specialist</b>
Kate Daly	LCC	Programme Lead
Ian Street	LCC	Drug & Alcohol Programme Lead / Contract Manager for Forward Leeds
Dan Burn	LCC	Public Health Improvement Principal for Drugs & Alcohol
Eleanor Clark	LCC	Commissioning Manager
Helen Moran	LCC	Commissioning Manager
Liz Conner	LCC	Senior Commissioning Officer
Jonathan Sharp	LCC	Commissioning Officer

### 3. Summary of strategy, policy, service or function that was assessed:

The service involved in this assessment is the city's Community Drug and Alcohol Prevention, Treatment and Recovery Service. Known as Forward Leeds it is delivered by a consortium of four organisations, led by Humankind Charity with St Anne's Community Services, Barca Leeds and Leeds and York Partnership NHS Foundation Trust (LYPFT). Since 1 July 2015, Forward Leeds has provided an integrated citywide service to support anyone in Leeds affected by drug and / or alcohol issues which includes:

- Recovery co-ordination
- Harm reduction
- Detox and Rehab
- Specialist support including:
  - Families
  - Young people
  - Pregnancy
  - Co-occurring mental health alcohol and drug use
- Group Work
- Sustained recovery
- Services in GP surgeries
- Hospitals
- Training for professionals

The current contract with Humankind Charity for delivery of this service comes to an end on 30 June 2023. Approval is being sought to recommission an "Integrated Community Drug and Alcohol Service" directly with Humankind Charity to ensure that high quality drug and alcohol services continue to support people in Leeds.

### 4. Scope of the equality, diversity, cohesion and integration impact assessment

(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

#### 4a. Strategy, policy or plan

(please tick the appropriate box below)

The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>

**Please provide detail:**

n/a

<b>4b. Service, function, event</b> please tick the appropriate box below	
The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input type="checkbox"/>
Procuring of a service (by contract or grant)	<input checked="" type="checkbox"/>
<p><b>Please provide detail:</b></p> <p>The proposal involves procuring a new contract with Humankind Charity (as a consortium model as currently delivered) for the provision of an Integrated Community Drug and Alcohol Service (Forward Leeds) for 5 years commencing 1 April 2023 (with the option to extend for a period of up to 60 months in any combination).</p> <p>This means that the city will continue to benefit from Forward Leeds which is one of the most successful high performing and high quality drug and alcohol services in the country.</p> <ul style="list-style-type: none"> <li>• It is the only service in a major city in England that is rated green on the national Public Health Outcome Framework for successful completions.</li> <li>• The Care Quality Commission (CQC) recently inspected the Forward Leeds service (May 2022) and gave an overall Outstanding rating. They found the service truly considered the needs of different people using the service and sought to address gaps where individual needs were not being met, including those with a protected characteristic or with communication support needs.</li> </ul> <p>The impact of the proposal will be a service that:</p> <ul style="list-style-type: none"> <li>• provides an integrated model for drug and alcohol treatment which supports all people to achieve and sustain recovery.</li> <li>• delivers a high quality, high performing service which meets the diverse needs of the target population and delivers positive outcomes for individuals from all communities.</li> <li>• is innovative and delivers best value for money by taking account of fluctuating needs and changes that might impact a client’s short and long term needs.</li> <li>• develops a culture that inspires people to believe that change is possible.</li> <li>• meets strategic requirements such as those laid out in Dame Carole Black’s review of the national drugs policy and the subsequent 10-year drug strategy “<i>From Harm to Hope</i>” which: <ul style="list-style-type: none"> <li>○ aims to build a world class treatment and recovery system which promotes equality and meets the needs of all communities, including people who are LGBT, those from ethnic minority backgrounds and women.</li> <li>○ includes a focus on staff retention and recruitment to ensure a high-quality and agile workforce who can respond to the needs of different populations.</li> </ul> </li> </ul>	

These proposals have been developed over the past 12 months by the Drug and Alcohol Project team comprising officers from Adults and Health Commissioning, Public Health, Children's Services, and Procurement and Commercial Services.

## 5. Fact finding – what do we already know

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

Information from a variety of sources has informed the proposal and has also been used to understand the impact this will have on equality, diversity, cohesion and integration. These are further detailed below.

### Consultation Findings

As part of a review of the current service, consultation has been undertaken with a range of services, pharmacies and GPs across Leeds to seek their views and experiences of existing provision. Overall, comments were obtained from 87 individual professionals from across those areas.

An independent review of the Forward Leeds service was carried out and a subsequent report was released in September 2021. The review resulted in responses from over 50 staff from the Forward Leeds partnership which provided valued and varied reflections of the delivery of the service in Leeds. This review also collated 102 completed service user surveys which showed that 82% of service users were satisfied or extremely satisfied with the service they received, with 59% stating that staff treated them with respect.

Additional service user satisfaction surveys have recently been distributed by Humankind and the results provided valuable collective views on the service.

Further details of these consultations and engagement are provided in section 6.

### Service User Demographics

A full range of demographic data as provided by the service is available. Key data (June 2022) shows the following breakdown:

Gender:

	Forward Leeds Data		Leeds 2021 Census	
	Count	Percentage	Count	Percentage
Male	2,347	66.80%	369,300	48.80%
Female	1,167	33.20%	415,600	51.20%

Age range:

	Forward Leeds Data	ONS Data March 2021
Under 15	1.10%	17.8%
16 – 64	96.90%	66.6%
65 and over	2.00%	15.6%

Ethnicity:

Due to differences in the way ethnicity data has been grouped by ONS and Forward Leeds, it was not possible to compare all ethnicities. For the purposes of this report details for those from a white British ethnicity have been compared.

	Forward Leeds Data	ONS Data 2011
White British	88%	81.8%

### CQC Assessment

The Care Quality Commission (CQC) recently inspected the service (May 2022) and gave it an overall Outstanding rating. There are very few drug and alcohol services rated outstanding in the country and none in any of the other major cities. The inspectors highlighted:

- The service was extremely well led.
- The service was highly innovative and ensured it was up to date with and involved in, new ways of working.
- The service truly considered the needs of different groups of people using its service and sought to address gaps where people's needs were not being met.
- The teams included or had access to the full range of specialists required to meet the needs of clients under their care.
- Staff worked extremely well together as a multidisciplinary team and with relevant services outside the organisation.
- Staff treated clients with compassion and kindness and respect, and truly understood the individual needs of clients.
- There was a strong person-centred culture which was incorporated into all aspects of the service.
- The service was easy to access.

### Service Performance Data

- It is the only service in a major city in England that is rated green on the national Public Health Outcome Framework for successful completions.
- National Drug Treatment Monitoring System (NDTMS) data shows there is a dip in performance when cities competitively re-tender their drug and alcohol service provision and this can take 18 months or longer to return to previous levels.

### Strategy Documents and Reports

- Leeds Drug and Alcohol Strategy and Action Plan 2019 – 2024
- National 10-year Drug Strategy – “From Harm to Hope”

### **Are there any gaps in equality and diversity information Please provide detail:**

Demographic data for the Gypsy and Traveller ethnicity group is not currently being recorded by the service.

Prevalence data, provided by the Department of Health, which shows the incidence of substance misuse within the general population is not broken down by gender, age or other equality characteristics and therefore it is not possible to fully understand the degree to which the current service user profile is representative (or not) of the population who need access to the service.

### **Action required:**

Improvements to be made to the current equality monitoring records to bring the data in line with the current Leeds City Council equality monitoring data form.

Further work required to better understand the demographic profile to identify those which are underrepresented and how the service can target accessibility improvements for those identified groups.

### **6. Wider involvement – have you involved groups of people who are most likely to be affected or interested**

Yes

No

### **Please provide detail:**

In developing the proposals, wider groups have been engaged and involved by reviewing the current service to determine how population needs are met.

### Stakeholders

Consultation with stakeholders resulted in responses from 63 different professional organisations, which included 20 different services, 24 different pharmacies and 19 different GPs. When services were asked if the Forward Leeds service was appropriate to

needs (e.g. cultural beliefs and values), 72% said they are.

Some repeat standout comments from all stakeholders about the service were:

- strong communication
- positive partnership working
- rapid, assertive and dynamic street outreach
- successful engagement from those with more complex needs
- a strategic understanding of the wider impact of health inequality

Some additional comments regarding possible improvements were noted, which includes reviewing the scope of services available to women in women only environments, and the broader inclusion of families when considering treatments and treatment planning.

### Service Users

A service user satisfaction survey of adults and young people using the service undertaken by Forward Leeds highlighted that:

- 99.4% agreed or strongly agreed that they feel safe at the service.
- 98.7% agreed or strongly agreed that they felt respected by the service.
- 96.2% agreed or strongly agreed that they are getting the support they need from the service.
- 98% agreed or strongly agreed that the service works well with families, carers and friends.

### Forward Leeds Staff

An independent review of the Forward Leeds service was carried out in 2021 by West Yorkshire - Finding Independence (WY-FI), a Humankind-led partnership which has experience of evaluating system and service design particularly from a co-produced perspective. As part of the review, 56 staff were interviewed, including managers, and their views recorded in the final report. Forward Leeds staff feel they are highly skilled, resilient and committed to continuous improvement in order to support service users to have happy and purposeful lives. They state that they feel supported by management and that they feel able to do their jobs well.

Many state that the service is so inclusive and accessible that referral numbers have increased, especially since the covid-19 pandemic. The effective accessibility of the service is thought to be associated with their broad integration and strong links with the wider community. Staff commented on how well the Forward Leeds consortium work in a multi-agency way which enables the service to offer a presence in other city-wide agencies that Forward Leeds might not typically be reaching. Some suggested improvements includes:

- More presence in GPs

- Drop-in sessions in community centres
- Outreach in religious communities
- Outreach in underrepresented communities

**Action required:**

Further work required to better understand the demographic profile to identify those which are underrepresented and how the service can target accessibility improvements for those identified groups.

**7. Who may be affected by this activity?**

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

**Equality characteristics**

**Age**

**Carers**

**Disability**

**Gender reassignment**

**Race**

**Religion or Belief**

**Sex (male or female)**

**Sexual orientation**

**Other -**

(**Other** can include – marriage and civil partnership, pregnancy and maternity, and those areas that impact on or relate to equality: tackling poverty and improving health and well-being)

**Please specify:**

Other characteristics that are defined as protected by the Equality Act 2010 which are not listed above: marriage and civil partnership, pregnancy and maternity.

Additional characteristics specifically related to this service have been identified as: sex workers, rough sleepers, offenders, those involved in domestic violence and abuse (both survivors and perpetrators) and people with complex mental health needs.

**Stakeholders**

**Services users**

**Employees**

**Trade Unions**

**Partners**

**Members**

**Suppliers**



**Other please specify**

**Potential barriers**

- |                                     |  |                                     |  |
|-------------------------------------|--|-------------------------------------|--|
| <input type="checkbox"/>            | <b>Built environment</b>   | <input checked="" type="checkbox"/> | <b>Location of premises and services</b> |
| <input checked="" type="checkbox"/> | <b>Information and communication</b>                                   | <input type="checkbox"/>            | <b>Customer care</b>                     |
| <input type="checkbox"/>            | <b>Timing</b>  | <input type="checkbox"/>            | <b>Stereotypes and assumptions</b>       |
| <input type="checkbox"/>            | <b>Cost</b>  | <input type="checkbox"/>            | <b>Consultation and involvement</b>      |
| <input type="checkbox"/>            | <b>Financial exclusion</b>   | <input checked="" type="checkbox"/> | <b>Employment and training</b>           |
| <input type="checkbox"/>            | <b>specific barriers to the strategy, policy, services or function</b> |                                     |  |

**Please specify**

**8. Positive and negative impact**

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers.

**8a. Positive impact:**

The proposal will impact positively on all equality groups and additional groups identified by ensuring they all continue to have access to a high quality, integrated and effective treatment service which has no thresholds for access.

There are particular positive impacts which this proposal will sustain and build upon as described below:

- The service is integrated and positively engages with adults, young people and children. Specialist services are available for older age groups with greater health needs such as supervised consumption at home and palliative care pathways. Forward Leeds also recognises the significance of treatment and recovery for young people and have specialist “Family Plus” support workers who provide a holistic, “Think-Family” approach to prevent second generational substance misuse. All service users are in control of who is included in their support plan and the “Think Family” approach considers those who are in a partnership or relationship with another service user, offering them different support workers and the option of complete anonymity if requested. Forward Leeds recognises the disparity in population data when looking at age groups against the population distribution in Leeds and will be addressing this in the new service delivery structure.

- Forward Leeds are active partners with Carers Leeds who regularly attend drop-in sessions at nominated Forward Leeds hubs. This enhances the support already offered through Forward Leeds to carers, family and friends of all service users. The domiciliary services available provides people with options for treatment at home in addition to palliative care pathways. Virtual appointments are available through Forward Leeds to maximise their reach, an area which will be further developed in the service delivery structure.
- Forward Leeds currently offers gender specific treatment and recovery options and is committed to making improvements to these where highlighted. Women only groups are available, and all service users can request a gender specific worker. Women only access will be reviewed in the new delivery structure to improve current access options. Forward Leeds has dedicated female sex worker pathways, specialist outreach services and work in close partnership with Joanna Project and Basis Yorkshire, as well as the Leeds Sexual Health Service.
- Specialist pregnancy and parenting pathways are available through Forward Leeds who have a team of midwives and a health visitor to support people who are managing substance misuse whilst pregnant or thinking about starting a family.
- Forward Leeds has experience of working with community groups such as the Gypsy and Traveller community and earlier outreach work in some faith communities. However, there is further work required to ensure that Forward Leeds is recording all ethnicity data in accordance with local and national demand to ensure that they understand where access improvements are needed.
- Forward Leeds has been attending drop-in session at Yorkshire MESMAC's city centre locations since 2018 which has increased its accessibility to the LGBTQ+ community. At the time of the recent CQC inspection, staff were carrying out a piece of work to identify whether the service was meeting the needs of the LGBTQ+ community where they identified some need for and sourced gender identity training.
- Forward Leeds has formed a positive partnership with the Safer Leeds Street Support Team, who support homeless people by assuming a multi-agency and holistic approach to engage with those rough sleeping, begging or living life on the streets.
- Links that Forward Leeds has formed with criminal justice agencies in the city enhances the current specialist offer delivered which will be further expanded in the new service delivery plan.
- Forward Leeds engages in activities to support people who are at risk from or, are experiencing domestic violence and abuse such as the Leeds Front Door Safeguarding Hub, Multi Agency Risk Assessment Conferences, and daily Risk Assessment Management Meetings. They also support people who are already accessing services by working closely with the Leeds Domestic Violence Service.
- The COMHAD team within Forward Leeds provides people specialist support for people with "Co-Occurring Mental Health and Drugs" needs. They work closely with LYPFT to develop a strong, specialist multi-agency network to support complex needs.

As highlighted above, the Forward Leeds consortium has an in-depth knowledge and experience of considering the needs of different groups of people. This makes them well

placed to identify gaps and barriers and embed improvements into future delivery models.

**Action required:**

Ensure continuation of service benefits through requirements of the service specification and subsequent contract management of the service.

Further work required to better understand the demographic profile to identify those which are underrepresented and how the service can target accessibility improvements for those identified groups. Specifically in relation to age groups, gender specific treatment and recovery options and improved outreach to underrepresented communities.

**8b. Negative impact:**

In developing these proposals and through ongoing performance management of the service, areas where the benefit for certain equality groups could be enhanced and the potential barriers addressed have been identified as follows:

- The distribution of Forward Leeds hubs is consistent with the areas of most need, however there are known limitations for disabled access to some of the buildings. These are currently addressed through individual needs assessments. Accessibility of treatments and recovery will be reviewed to widen the options available for all people who require support and will include:
  - Location, access and distribution of hubs
  - Improved outreach
  - Expansion of digital access
  - Expansion of the Primary Care offer
- Criminal justice staff within Forward Leeds are predominantly female, who work to support a higher proportion of male service users. Forward Leeds will consider how gender representation and preference can be expanded across the whole service and not just those designed for women. This may involve understanding and developing required policies to safeguard the service and all service users in relation to gender identity.
- The transfer rate of offenders accessing Forward Leeds from prison discharge is currently below the national target, however this is currently out of the control of Forward Leeds. Forward Leeds will respond to any changes accordingly and work with all criminal justice partners to facilitate future improvements.
- Forward Leeds are aware of the benefits a diverse workforce has on effectively supporting service users through treatment and recovery and have proposed to recruit more people with lived experience to facilitate an appropriate representation of the service user profile. Contract management will support Forward Leeds to utilise appropriate policies to enable recruitment and retention that is representative of all equality groups.

The Forward Leeds consortium has an in-depth knowledge and experience of considering the needs of different groups of people. This makes them well placed to identify gaps and barriers and embed improvements into future delivery models.

**Action required:**

Through contract management the service will ensure that they continue to address gaps in provision to ensure needs of all equality groups are met, including those identified above.

**9. Will this activity promote strong and positive relationships between the groups/communities identified?****Yes****No****Please provide detail:**

Forward Leeds is an all age and city-wide service which helps people receiving support with substance misuse to re-engage with society. During rehabilitation, service users are encouraged to join support groups, undertake volunteering and learn new skills. On leaving treatment, the 5 ways recovery academy provides a community-based setting for access to recovery groups, courses and activities.

Successful treatment and recovery for people who misuse substances reduces local crime and anti-social behaviour which delivers safer stronger communities. The Individual Placement and Support team, which is delivered through Forward Leeds supports service users to gain employment, peer mentoring and volunteering opportunities.

Forward Leeds has a track record of responding to tensions connected to substance misuse in local communities reinforced by their strong multi-agency links, positive outreach approach, and experience of dealing with ward members and community representatives to allay concerns.

A key impact of this proposal will be to contribute to the community treatment outcomes which includes:

- An increase in the number of people receiving high quality treatment
- Improved treatment for people rough sleeping or at risk of rough sleeping
- Lives saved through a reduction in drug related deaths
- An increase in the continuity of care for people moving from prison into treatment
- Contributing to reduction in crime through effective treatment for offenders
- An increase in the number of people in long term recovery
- An increase in the number of people in recovery who are in sustained employment
- An increase in the number of people in recovery who are in safe and stable accommodation

**Action required:**

Ensure continuation of service benefits through requirements of the service specification and subsequent contract management of the service.

**10. Does this activity bring groups/communities into increased contact with each other?** (for example, in schools, neighbourhood, workplace)

Yes

No

**Please provide detail:**

The service does not specifically work to bring different groups together. Its focus is on supporting individuals to change their lives for the better. It involves empowering people to engage positively in society which in turn will benefit all communities in the city.

**Action required:**

Ensure continuation of service benefits through requirements of the service specification and subsequent contract management of the service.

**11. Could this activity be perceived as benefiting one group at the expense of another?** (for example where your activity or decision is aimed at adults could it have an impact on children and young people)

Yes

No

**Please provide detail:**

There is no threshold of substance use to access the Forward Leeds service, which is an all age, city-wide integrated service. Therefore, this activity will not be benefitting one group at the expense of another. On the contrary, this proposal will work to minimise any current gaps in service provision and deliver a fully inclusive and accessible service for all individuals irrespective of the group they are in.

**Action required:**

Ensure continuation of service benefits through requirements of the service specification and subsequent contract management of the service.

**12. Equality, diversity, cohesion and integration action plan**

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
<p>Ensure continuation of service benefits through requirements of the service specification and subsequent contract management of the service.</p>	<p>October 2022 for specification. For the duration of the contract and contract management.</p>	<p>Appropriate requirements to consider EDCI are included in the specification.  EDCI will be assessed through performance management tools for example KPIs, Quality Management Framework and CQC inspections.</p>	<p>Ian Street</p>
<p>Making provision in the new specification to ensure the service remains committed to delivering a fully accessible service. The service will take positive action to understand the demographic profile to identify those which are underrepresented and how the service can target accessibility improvements for those identified groups.  This will include, but is not</p>	<p>October 2022 for specification.  Monitored through contract management processes for the duration of the contract.</p>	<p>Appropriate requirements to consider EDCI are included in the specification.  EDCI will be assessed through performance management tools for example KPIs, Quality Management Framework and CQC inspections.</p>	<p>Ian Street</p>

<b>Action</b>	<b>Timescale</b>	<b>Measure</b>	<b>Lead person</b>
limited to, women only access times, maximising virtual access options and improved outreach.			
Improvements to be made to the current equality monitoring records to bring the data in line with the current Leeds City Council equality monitoring data form.	October 2022 in line with the specification.	EDCI will be assessed through performance management tools for example KPIs and Quality Management Framework.	Ian Street
Robust contract management will continue to support Forward Leeds to deliver a high-quality service that adapts and responds appropriately to service user need.	On going	EDCI will be assessed through performance management tools for example KPIs, Quality Management Framework and CQC inspections.	Ian Street

**13. Governance, ownership and approval**

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job title	Date
Anna Frearson	Chief Officer, Consultant Public Health / Adults & Health (Healthy Living and Health Improvement)	20.09.2022
<b>Date impact assessment completed</b>		<b>07/09/2022</b>

**14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)**

- As part of Service Planning performance monitoring
- As part of Project monitoring
- Update report will be agreed and provided to the appropriate board  
Please specify which board
- Other (please specify)

**15. Publishing**

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality impact assessment should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality impact assessments that are not to be published should be sent to [equalityteam@leeds.gov.uk](mailto:equalityteam@leeds.gov.uk) for record.

Complete the appropriate section below with the date the report and attached assessment was sent:

For Executive Board or Full Council – sent to <b>Governance Services</b>	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate <b>Directorate</b>	Date sent: 20.09.2022
All other decisions – sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a>	Date sent: