Report to CABINET

Future arrangements for developing an integrated drug and alcohol treatment system

Portfolio Holder:  
Councillor Moores, Cabinet Member for Health and Wellbeing

Officer Contact:  Executive Director Health and Wellbeing

Report Author: Alan Higgins, Director of Public Health  
Ext. 4750

21st November 2016

Reason for Decision

The current treatment system, One Recovery, was commissioned from 1 April 2015 for 2 years with the option of a further two years, year-on-year (2+1+1). The service is performing well therefore it is proposed that the current contract is extended for one year. Extending the contract will enable work to take place to put appropriate procurement arrangements in place and a robust process for transitioning to a new contract from 1 April 2018.

It is proposed that Oldham and Rochdale work towards the joint procurement and commissioning of an integrated treatment system to be delivered from 1 April 2018, with the option of Bury also being part of the collaborative arrangements.

Executive Summary

N/A

Recommendations

1. To agree the extension of the One Recovery contract until 31 March 2018.

2. To agree the commencement of work with Rochdale (and potentially Bury), to jointly commission an integrated substance misuse treatment system via an agreed Specification, with Oldham leading the procurement and taking the role of lead commissioner.
Future arrangements for developing an integrated drug and alcohol treatment system

1. Background

1.1 Supported by the AGMA Public Service Reform Team and New Economy, the ten local authority substance misuse commissioning leads in Greater Manchester (GM) have worked together to develop a shared vision for substance misuse commissioning, (which has been endorsed by the CCG Association Governance Group, GM Police and Crime Leads; GM Directors of Public Health; GM Complex Dependency Executive) as follows:

“GM partners will work collaboratively to ensure that local systems of substance misuse intervention and treatment are commissioned and provided in accordance with common principles and standards, so that individuals and families affected by all forms of substance misuse, including alcohol, are supported to achieve recovery and live independently”.

1.2 Commissioning Plans across Greater Manchester are as follows:

- Manchester and Tameside have recently awarded new contracts.
- Bolton, Salford and Trafford have reached formal agreement to tender as a cluster (lead provider model) to commence new contracts in October 2017.
- Oldham and Rochdale are proposing to collaborate, to commence contracts April 2018 (Bury still has the opportunity to join this cluster – confirmation needed by October 2016).
- Wigan and Stockport have no confirmed intentions at the moment.

1.3 Oldham commissioned a new integrated drug and alcohol treatment system from 1 April 2015. This treatment system is known as One Recovery and is a partnership with a lead provider, Addiction Dependency Solutions. The other partners are Pennine Care, Intuitive Thinking Skills, and Acorn Recovery Service. The contract is for two years with the option to extend year-on-year for a further two years. The initial two year contract expires on 31 March 2017.

1.4 There is a commonly held perception that drugs and alcohol services achieve limited success in supporting the long term recovery of people with drug and/or alcohol dependence. However, contrary to this perception, the performance of One Recovery has been good. Current data (June 2016) for successful completions as a proportion of all opiate and non-opiate users aged 18+ in treatment shows that Oldham is 3rd out of 10 Greater Manchester areas, 7th out of 23 in the North West and 26th out of 151 nationally in respect of drug and alcohol treatment performance. A more detailed report on the performance of the services is currently being prepared for the Health and Wellbeing Board.

2. ‘One Recovery’ existing contract

2.1 One Recovery, the current treatment system in Oldham, is now bedded in and is well integrated into Council and partnership activities including Early Help (with one worker seconded to train and support staff) and the MASH (with one worker supporting activity). Performance is good and there are strong partnership relationships in place.

2.2 A decision is now needed regarding extension of the contract of One Recovery when the initial two year contract expires on 31 March 2017. There is every reason to extend as the performance has been, and is, good and there has been an overall and consistent upward trend in performance improvements. The service is well integrated into other delivery models in Oldham including Early Help, the Multi-Agency Safeguarding Hub (MASH) and
the Hospital. The service is also involved in addressing complex dependency issues for people with chaotic high-end dependency issues beyond substance misuse.

2.3 Extending the contract will also allow work to begin to design a new joint specification with at least one other local authority. This is in line with the redesign of substance misuse treatment services across Greater Manchester and the move to more collaborative commissioning.

3. **Potential for joint commissioning**

3.1 In aligning to the GM work programme and taking into account the timeframe, commissioning officers from Oldham and Rochdale have started to look at the possibility of collaborative commissioning, with the option of other LA involvement at a later stage.

3.2 The current substance misuse contracts in Oldham and Rochdale both expire on 31 March 2017, albeit with options to extend. All other boroughs in Greater Manchester are in a different contract timeframe varying from expiring in 2018 to running until 2025.

3.3 As well as being physical neighbours, there are already other examples of collaborative commissioning arrangement across the two boroughs. The two boroughs share Pennine Acute Hospital Trust and therefore the Clinical Commissioning Groups already collaborate on alcohol services in acute settings. Oldham and Rochdale Councils have also recently collaborated in the commissioning of community sexual health services, along with Bury.

3.4 The benefits of jointly commissioning with Rochdale include the opportunity to create the best services for local residents in the current economic climate through economies of scale (reduced management costs for a joint treatment system), opportunities to develop cross border services, a potential reduction in premises costs and greater flexibility as services will be delivered across two areas.

4. **Proposed future procurement and commissioning arrangements**

4.1 An Options Paper was taken to the Oldham Alcohol and Drugs Strategic Forum in May 2016 and the Rochdale Prevention and Wellbeing Commissioning Group. Both recommended the collaborative commissioning of a new joint treatment system and the timeframe.

4.2 The proposal is that Oldham procures the joint treatment system and is therefore the lead commissioner. A partnership agreement will be drawn up to support joint procurement, commissioning, and performance management.

4.3 Key benefits of a new joint treatment system have been identified. These include potential for improved accommodation options across the two areas; increased opportunities for creativity; streamlining acute and wrap-around services and developing a joint criminal justice model in line with the Greater Manchester recommendations.

4.4 The proposed timeline and key milestones for the design and procurement of a new joint treatment system are as follows;

<table>
<thead>
<tr>
<th>Milestone</th>
<th>Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop Service Specification: agree outcomes; address findings from the Needs Assessment; address identified risks.</td>
<td>August 2016 – April 2017.</td>
</tr>
<tr>
<td>Consultation- on new model. Service users, providers.</td>
<td>January 2017</td>
</tr>
<tr>
<td>Construct ITT questions and scoring matrix.</td>
<td>March 2017</td>
</tr>
<tr>
<td>Host a provider event</td>
<td>May 2017</td>
</tr>
<tr>
<td>Advertise tender</td>
<td>June 2017</td>
</tr>
<tr>
<td>Shortlist bids &amp; hold interviews</td>
<td>September 2017</td>
</tr>
</tbody>
</table>
4.5 Two groups have been established to support this work: A Design Group to agree content and detail and develop the specification, and a Strategic Group to ratify the recommendations of the Design Group. Appropriate representatives from Oldham and Rochdale will attend both groups. The Design Group will meet monthly and the Strategic Group quarterly.

4.6 Bury will be approached again to offer them inclusion in the cluster group. A decision will be needed by December 2016, based on the agreed Specification drawn up between Oldham and Rochdale.

4.7 As joint commissioning arrangements develop between Oldham and Rochdale (and potentially Bury), strategic and commissioning capacity required for the drugs and alcohol agenda will be reviewed and future requirements assessed.

5. Options

5.1 Option 1: To agree a one year extension of the One Recovery Contract up to 31 March 2018, and the joint commissioning of an integrated substance misuse treatment system with Rochdale (and potentially Bury), from 1 April 2018 for 3 years with the option to extend (3+1+1 years).

The extension of the contract for a period of one year would maintain service delivery. The performance has been good and there is now a consistent upward trend in performance which is very encouraging. The extension of the contract would facilitate the work being undertaken to establish joint commissioning arrangements for an integrated treatment system for Oldham and Rochdale, with Oldham leading the procurement and taking the role of lead commissioner.

5.2 Option 2: To agree a one year extension of the One Recovery Contract up to 31 March 2018 and go through a procurement process to identify another provider after that time. This would not include joint work with Rochdale.

5.3 Preferred Option: Option 1. The current treatment system, One Recovery, is a robust, efficient and effective system and performance is good. This has resulted in Oldham being a high performer in this respect across Greater Manchester, the North West and nationally. The intention is to identify other opportunities and added value through a collaborative commission with Rochdale, building on an already successful treatment system.

6. Consultation

6.1 A paper was presented to the Alcohol and Drugs Strategic Forum, a multi-agency group of stakeholders, including the Head of Commissioning at Oldham Council. The Forum is chaired by the Director of Public Health. The Forum agreed with Option 1.

6.2 Service users are being consulted on key elements of a new treatment system using a questionnaire designed and delivered by Rochdale. Consultation has been factored into the project plan, to include service providers and potential service providers at different stages of the procurement process.

7. Financial Implications

7.1 This report is in relation to Public Health service area within the Health and Wellbeing Directorate.
The report is seeking approval to extend the contract with Addiction Dependency Solutions for the treatment system One Recovery, which is an element of the Public Health Offer.

This contract is currently funded by the Public Health grant and is not subject to an inflationary price increase.

The Public Health function, in line with other Council managed functions, is conducting a review of the activities it will fund in 2017/18. No proposals have been made to reduce spending in this area. As a result, adequate resource exists within the Medium Term Financial Strategy to meet the cost of extending this contract by one year.

There are no adverse revenue implications as a result of this report. (Joyer Gibson Finance Manager/Jenny Howarth Senior Accountant)

Legal Services Comments

On the basis that the tendered contract was advertised with the option to extend the two year initial period by a further one year, there should be no legal reason for not approving the extension. (Elizabeth Cunningham Doyle)

Co-operative Agenda

One of the three corporate objectives is a cooperative Council creating responsive and high quality services and the One Recovery treatment system is a high quality service. The corporate objectives underpin the objective of a cooperative future where everyone does their bit which also reflects the ethos of the treatment system.

Human Resources Comments

People Services have reviewed the proposal. There no staffing implications associated with the extension of this contract. A subsequent assessment of staffing implications would need to take place when the details of the proposed joint commissioning arrangements are known as this may impact on capacity. (Emma Gilmartin, HR Business Partner)

Risk Assessments

A risk log has been compiled and is being managed by the Strategic Group.

IT Implications

None

Property Implications

None

Procurement Implications

There is provision in the existing contract to extend the current arrangements and this is compliant with Contract Procedure rules. Strategic Sourcing support Option 1 to extend the current contract for a further year until 31st March 2018 to enable Oldham to implement collaborative commissioning models across GM. (Neil Clough).
<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>15</td>
<td>Environmental and Health &amp; Safety Implications</td>
<td>None</td>
</tr>
<tr>
<td>16</td>
<td>Equality, community cohesion and crime implications</td>
<td>None</td>
</tr>
<tr>
<td>18</td>
<td>Key Decision</td>
<td>Yes</td>
</tr>
<tr>
<td>19</td>
<td>Key Decision Reference</td>
<td>HWB-02-16</td>
</tr>
<tr>
<td>20</td>
<td>Background Papers</td>
<td>None</td>
</tr>
<tr>
<td>21</td>
<td>Appendices</td>
<td>None</td>
</tr>
</tbody>
</table>