



Oldham
Council

Report to Health Scrutiny Committee

Adult Integrated Substance Misuse Treatment and Recovery Service

Portfolio Holder:

Councillor Brownridge, Cabinet Member Health and Social Care

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Purpose of the Report

To update the Health Scrutiny Committee on the outcome of the recent collaborative commission by Oldham Council and Rochdale Council for the provider of an Adult Integrated Substance Misuse Treatment and Recovery Service through an open competitive tendering procedure.

To introduce the new Adult Integrated Substance Misuse Treatment and Recovery Service to be delivered by Turning Point and provide an overview of the delivery model and priorities for the first 12 months – Presentation from Steve Simmons, Senior Operations Manager.

Executive Summary

Having a high functioning drug and alcohol treatment and recovery service offer is an essential component of the range of activity required to achieve better population health and reduce demand on health and social care services.

Oldham Council and Rochdale Council have worked in collaboration to jointly commission a provider for the provision of a drug and alcohol treatment and recovery service through an open competitive tendering procedure.

It was agreed at Cabinet in February 2022 to delegate authority to the Director of Public Health, in consultation with the Cabinet Member for Health and Social Care, to approve the recommendation of the evaluation panel.

In accordance with the results of the tendering exercise (based on quality, social value and financial modelling) and completion of the tender evaluation processes, the contract was awarded to Turning Point Services Limited, and as per the delegated authority agreed by Cabinet in November 2022.

The core contract term is for a period of five years up to the end of 31 March 2028 at a value of £4.4m per year (equal contributions of £2.2m from Oldham Council and Rochdale Council). There is an option to extend the contract year on year for up to a further five years.

A further £600k per year (£300k per authority) is available to support inpatient detoxification and residential rehabilitation placements.

Additional grant funding is within the scope of the contract, with clear exit strategies that can disaggregate spend away from the core specification.

Representatives from Turning Point have been invited to attend the meeting to provide an overview of the delivery model and priorities for the first 12 months of service delivery from 1st April 2023 onwards.

Recommendations

Health Scrutiny Committee are recommended to note the outcome of the recent tender exercise to procure a provider for the delivery of the Adult Integrated Substance Misuse Treatment and Recovery Service.

Health Scrutiny Committee are also asked to consider the new Adult Integrated Substance Misuse Treatment and Recovery offer which is available for residents of Oldham.

Adult Integrated Substance Misuse Treatment and Recovery Service**1 Context**

- 1.1. Under the Health and Social Care Act 2012, local authorities have a duty to reduce health inequalities and improve the health of their local population by ensuring that there are public health services aimed at reducing drug and alcohol misuse. The Greater Manchester Drug and Alcohol Strategy sets out the collective ambition to make Greater Manchester a place where everyone can have the best start in life, live well and age well, safe from the harms caused by drugs and alcohol. Reducing these harms is central to improving the safety, wellbeing and prosperity of our residents.
- 1.2. As of March 2022 the number of adult drug users in treatment in Oldham was 1,197 compared to 1,046 in the previous year – an increase of 14%. The number of adult alcohol-only clients also increased significantly by 18% from 385 in March 2021 to 454 in March 2022. These increases are significantly greater than averages for Greater Manchester, the North West region and England.
- 1.3. The number of new presentations to adult drug treatment services in Oldham increased sharply by 28.9% from 450 to 580 which was accompanied by a rise of 18.3% amongst alcohol-only clients from 268 to 317. Estimates of unmet need, based on the proportion of people who are dependent on opiates and/or crack cocaine or alcohol not in the treatment system, show that rates amongst Oldham's population, with the exception of 'crack (only)', are lower than the national averages.
- 1.4. Within Oldham's adult in-treatment drug user population 72% are male. White/White British ethnicities represent 85% of this cohort, with Asian/Asian British communities being the next largest grouping at 8%. This means that while White ethnicities are over-represented in the treatment population, South Asian communities are significantly under-represented when compared to the general population. In terms of age, 30 to 49 year olds account for 63% of adults in treatment.
- 1.5. Almost 7% of drug users in treatment indicated 'urgent housing problems' and 13% cited other 'housing problems'. Approximately two-thirds (65.7%) had a 'mental health treatment need identified' when they presented to drug treatment services in Oldham.
- 1.6. In March 2022 the largest referrers to drug treatment services in Oldham were 'Self, Family & Friends' (53.1%) with the next largest proportion of referrals coming from 'criminal justice' agencies (22.6%).
- 1.7. The proportion of adults Oldham with opiate problems in treatment for 6 years or more is 33% compared to 27% nationally.
- 1.8. Amongst adult alcohol only clients in treatment in Oldham 62% are male and 38% are female. More than nine in ten (94%) are from White/White British backgrounds. Almost one in five (19.2%) are aged 30-39 years, 28.9% aged 40-49 years and almost 36% aged 50-64 years.
- 1.9. Almost 1.3% of alcohol only clients in treatment indicated 'urgent housing problems' and 8.2% cited other 'housing problems'. Approximately two-thirds (65.9%) had a 'mental health treatment need identified' when they presented to alcohol treatment services in Oldham.
- 1.10. In March 2022 the largest referrers to alcohol treatment services in Oldham were 'Self, Family & Friends' (51.7%) with the next largest proportion referral coming from 'hospital'

(12.0% up from 6.7% in the previous year). The third highest proportion was via GPs with 7.3%.

- 1.11. The overall caseload of the Oldham service is currently at 1651 clients at any time for alcohol & drugs. Current analysis show that clients are presenting with higher levels of complexity in relation to mental ill health, physical health and safeguarding.
- 1.12. A copy of Oldham Drug & Alcohol Needs Assessment 2022 is in appendices.

2 Background

- 2.1. The current contract for the delivery Rochdale and Oldham Active Recovery (ROAR) service, held by Turning Point, is a collaborative commission between Oldham Council and Rochdale Council and has been in place since April 2018. The contract was for 3 years with an option to extend for up to 2 years on an annual basis and terminates on 31 March 2023. An Inter-Authority Collaboration Agreement has been signed by both Councils which agrees that Oldham Council is the lead commissioner.
- 2.2. The annual contract value is £4.4m and is made up by equal contributions from Oldham and Rochdale. In addition, there is also a budget of £600,000 per annum for Tier 4 inpatient detoxification and rehabilitation placements with funding split equally between the two local authorities.
- 2.3. Oldham & Rochdale Councils also received additional funding from Office of Health Improvement & Disparities (OHID) and Department of Levelling Up Housing & Communities (DLUHC). This is to deliver key programmes in relation to increasing engagement in drug treatment and reducing drug related crime, improving support for rough sleepers and access into treatment and Individual Placement and Support (IPS) to increase treatment engagement and improve employment opportunities for clients in recovery. These additional grants are conditional on no disinvestment in our treatment and recovery services. The total value of this additional grant funding for our substance misuse services is c.£1.3m for Oldham.
- 2.4. The overall aim of the contract is to deliver an integrated recovery-orientated treatment system for adults (aged 18 and over), providing triage, assessment, and structured treatment. The service aims to reduce the risk of harm and support people to maintain long term recovery from their addiction. It enhances support for people with multiple or complex dependencies, working with complex dependency teams where they exist. The service enables people with problematic drug and alcohol use to make positive changes to their lives and support them to move towards a life free from dependency and criminal offending. The service provides support packages covering a range of psychosocial and clinical substitute prescribing interventions based on individual need.
- 2.5. The service works closely with housing providers to ensure service users have access to appropriate accommodation and support to sustain stable housing. In addition, the service recognises the importance of employment in individual recovery capital, health and wellbeing and will support clients from treatment outset to achieve their personal aims in this regard. The service is accessible, inclusive, and recovery-focused and will cater for people having problems with all substances.

3 Adult Integrated Substance Misuse Treatment and Recovery Service

- 3.1. The new specification sets out the requirement for the Oldham and Rochdale Integrated Adult Substance Misuse Service. Oldham and Rochdale Councils have worked collaboratively for the last 5 years to deliver a jointly commissioned service for adults needing community

treatment across both boroughs. This collaborative arrangement is to continue with an updated specification that builds on 'lessons learnt' from the previous commission.

- 3.2 In addition, across Greater Manchester there is a shared vision for substance misuse commissioning, supported by Greater Manchester Combined Authority (GMCA). Key to delivery of the service is understanding each areas Locality/Corporate Plan, Greater Manchester Drug & Alcohol Strategy and HM Government 10-year drugs plan to cut crime and save lives.
- 3.3 The overall aim of the Integrated Adult Substance Misuse Service is to provide a high quality, recovery focused treatment offer across Oldham and Rochdale, that will support people to become free from dependency from substances and enable them to thrive. The service will reduce risk levels in our more complex clients and seek to embed substance misuse-related prevention and early intervention as key priorities across our system.
- 3.4 The service will adopt a holistic, and whole family, approach to service delivery to ensure that the wider determinants of health are supported within care plans along with treatment specific objectives. Establishing effective partnerships with wider stakeholders is crucial to providing a comprehensive service offer. The service is also expected to act as an 'expert' resource within the boroughs in relation to substance misuse. This will empower the wider system and communities to deliver substance misuse preventative interventions and address identified gaps, provide shared preventative messages and connect people to support that meets their needs.

The priority outcomes the service will be expected to achieve are:

- A reduction in levels of drug and alcohol related harm
- A reduction in drug and alcohol related offending.
- An increase in the number of people in and sustaining recovery.
- A reduction in drug and alcohol related deaths.
- Contribute to the reduction in demand for other services linked to complex drug and alcohol issues (e.g., reduction in the number of emergency department attendances and admissions by those who have multiple attendances and repeat presentations to adult social care).

The wider outcomes the service will be expected to achieve are:

- Reducing health inequalities
- Improving mental wellbeing
- Increasing volunteering opportunities
- Increasing the uptake of other preventative services (e.g. NHS Health Checks, screenings, flu vaccination etc.)
- Improved community engagement and reduced isolation
- Support people to access employment, education or volunteering opportunities
- Support people to improve their housing conditions and money management

This will be achieved by:

- Delivery of an accessible, inclusive and recovery-focused service that supports people having problems with all substances.
- Provision of accessible digital resources that support access to referral information, guidance and self-care advice.
- Providing evidence based, one to one and group interventions to individuals, in line with clinical standards and best practice guidelines.
- Providing support packages covering a range of psychosocial and clinical substitute prescribing interventions based on individual need.
- Embedding harm minimisation advice and guidance within the offer, supported by blood borne virus screening and treatment, wound care, and a needle exchange service.

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- Providing bespoke and targeted interventions that reach out to parts of the borough which are high risk of poor health outcomes.
 - Recognising the importance of employment in individual recovery capital and health and wellbeing and will support clients from treatment outset to achieve their personal aims in this regard
 - Delivery of a comprehensive recovery offer that supports sustained outcomes for clients. This will also extend into the community and ensure clients are linked to wider support that isn't necessarily delivered by the service.
 - Being an outwardly facing service that ensures that support offered to clients is done in meaningful partnership with other services e.g. primary care, social care, housing etc.
 - Positioning the service as a system leader in relation to substance misuse and the delivery of a comprehensive training package to the wider system re: substance misuse

3.5 This is an integrated service model across Oldham for adult substance misuse treatment and recovery. The model will provide support with all substances (including prescribed medication) and incorporate a neighbourhood delivery model in order to create better links within locality hubs.

3.6 The model will be delivered in line with the national drug strategy and forthcoming commissioning standards, and the principles of trauma informed delivery and Good Help will run throughout.

3.7 The service will be outwardly facing and ensure that support offered to clients is provided in meaningful partnership with other services i.e. primary care, social care, dual diagnosis, acute provider, mental health trust, housing, children's services and young people's substance misuse services. The service will also be expected to.

- I. further develop and enhance existing partnerships and pathways
- II. problem solve and suggest positive ways of working to move forward and engage with residents and partner agencies
- III. deliver a structured training programme for partners and establishing a key dialogue with the recovering community within both boroughs.

4 Adult Integrated Substance Misuse Treatment and Recovery Service

4.1 Turning Point Services Ltd will commence delivery of Adult Integrated Substance Misuse Treatment and Recovery Service from 1st April 2023, following completion of a successful procurement process and mobilisation period.

4.2 Representatives from Turning Point Services Limited will present an overview of the delivery model and the service priorities for the first 12 months to the Health Scrutiny committee.

5 Key Issues for Health Scrutiny to Discuss

5.1 Health Scrutiny Committee are recommended to note the outcome of the recent tender exercise to procure a provider for the delivery of Adult Integrated Substance Misuse Treatment and Recovery Service.

5.2 Health Scrutiny Committee are also asked to consider the new Adult Integrated Substance Misuse Treatment and Recovery offer which is available for residents of Oldham.

6 Key Questions for Health Scrutiny to Consider

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- 6.1 Health Scrutiny Committee is asked to consider whether an update on the first 12 months of delivery of the Adult Integrated Substance Misuse Treatment and Recovery Service, including relevant performance management information and contributions towards health outcomes, would be useful.

7 Links to Corporate Outcomes

- 7.1 Adult Integrated Substance Misuse Treatment and Recovery Service, as with all Public Health commissioned services, fully supports the Council's cooperative agenda as it promotes the active engagement of Oldham residents and providers delivering in Oldham in Thriving Communities, Co-operative Services and an Inclusive Economy. The commissioning of the service and the award of the contract to Turning Point Services Limited is consistent with the commitment within the Oldham Plan to take a person and community centred approach, that places prevention at the heart of our delivery model.

8 Consultation

- 8.1 A comprehensive consultation process was undertaken as part of the development of the specification and included engagement with residents and the market, as well as key stakeholders.
- 8.2 Officers from Procurement, Finance and Legal were part of the project team for the procurement exercise and were consulted throughout the process for any implications relevant to their respective specialisms. Procurement, finance and legal implications were included in the delegated decision for the award of the contract.
- 8.3 The Director of Public Health, as the key relevant statutory officer, was briefed throughout the process.
- 8.4 The Cabinet Member for Health and Social Care has been briefed prior to and throughout the procurement process.

9 Appendices

- 9.1 Oldham Drug & Alcohol Needs Assessment 2022



Oldham Drug &
Alcohol Needs Asse: