

# Delegated Decision by Cabinet Member for Public Health & Inequalities

5 SEPTEMBER 2023

## ADULT COMMUNITY ALCOHOL AND DRUG SERVICE

### Report by Corporate Director Public Health and Community Safety

#### RECOMMENDATION

1. The Cabinet Member **is RECOMMENDED to** approve the contract extension, via the appropriate legal route, for the Community Alcohol and Drug Service, provided by Turning Point for a period of 4 years.

#### Executive Summary

2. The Community-based Alcohol and Drug Services in Oxfordshire are provided by Turning Point. The current contract commenced on 1 April 2020 for an initial period of 4 years, in the contract there is an option to extend the contract up to a further 4 years thereafter to 2028.

The options appraisal and business case recommend extending the contract rather than ceasing or re-procuring the service.

The annual contract value will be over £500,000 at £5,000,000 per annum for the core contract.

#### Background

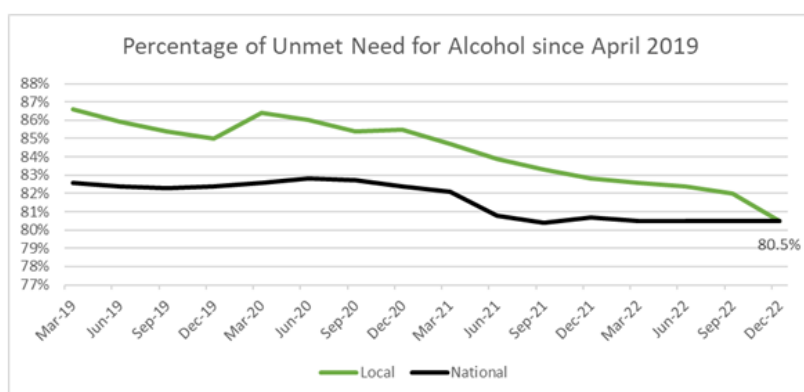
3. Community-based alcohol and drug treatment and support services in Oxfordshire are provided by Turning Point, under a contract that commenced 1 April 2020, for a period of 4 years with the option to extend or a further 4 years to 31 March 2028.
4. The Service provides comprehensive and integrated treatment and care for adults in Oxfordshire who are experiencing problems with their drug or alcohol use. The service provides a range of group and individual interventions to meet the range of need; including brief interventions, structured psychosocial and pharmacological treatment and assessment for residential treatment, through to interventions to sustain recovery for those users who have completed their treatment.
5. Since the contract started, there has been a renewed national focus of the impact of drugs and alcohol leading to the new 10 year plan [From Harm to Hope](#). Two key ambitions of the new national strategy are to increase the number of people in drug treatment by 20%, nationally, by March 2025 and to increase the continuity of care for people leaving prison with a drug treatment need into community services.
6. There are also interdependencies with this contract and the provision of the following services:
  - (a) Supplementary Substance Misuse Services (funded by grants from the Office for Health Improvement and Disparities) also delivered by Turning Point

- (b) GP DAPL for the Drug Misuse Service (initial term to 31 March 2026) to which Turning Point provide Nurses and Recovery Workers in GP Practices to see patients with opiate dependency to support service delivery
- (c) Residential detoxification and rehabilitation DAPL (initial term to 30 April 2026) for which Turning Point provide assessment, case management and support to people accessing residential treatment
- (d) Children and Young Peoples service for which Turning Point provide assessment and prescribing services for young people where they are assessed as requiring clinical interventions, as the CYP service does not have clinical staff
- (e) The Oxfordshire County Council Family Solutions Plus service, which requires Turning Point to provide Adult Facing Practitioners to work alongside children's social care teams supporting parents with alcohol or drug use that is impacting on their child/children (funding in addition to the above core contract value).

## Key Issues

7. The options appraisal considered the following options:
  - (a) Do nothing/terminate the contract
  - (b) Bring the Service In House
  - (c) Jointly commission with other local authorities
  - (d) Procure a new service form an external provider
  - (e) Extend the current contract.
8. This paper recommends the last option to extend the current contract. This option aligns with local and national strategic aims and supports the Council's commitment to substance use treatment and recovery. This would enable our priorities to be met, in a cost-effective way, whilst maintaining the local responsibility and oversight of the service. It also has less impact on the community of people accessing treatment and support for alcohol and/or drug use and allows continued stability in this service.
9. **Review of the Turning Point Service** - In May 2023 the team undertook a quality monitoring review of the Turning Point Service. The review included visits to each Hub, interviews with managers and key staff, engagement with key stakeholders, staff surveys and focus groups with people in service. Information was then collated and evaluated using the Public Health monitoring toolkit, CQC key lines of enquiry, and national and local guidelines. The feedback from stakeholders was overwhelmingly positive and the service was rated Green with no issues of concern.
10. **PHOF Performance** - Since the first contract was awarded to Turning Point in 2015, Turning Point Oxfordshire have significantly improved performance against the key Public Health Outcomes Framework (PHOF) measures including the number of people completing treatment successfully for both drugs and alcohol. Successful completion performance data for the service highlights that Oxfordshire is performing well, and consistently in the top quartile of performance nationally in terms of numbers of individuals successfully completing treatment.
11. **Unmet Need for Alcohol Performance** – there are an estimated 5,487 people who are dependent on alcohol in Oxfordshire<sup>1</sup>. Turning Point Oxfordshire have also successfully closed the gap between local and national rates of unmet need for alcohol during the current contract period, bringing Oxfordshire in line with the national rate of 80.5% unmet need.

<sup>1</sup> Public Health England (2021). [Estimates of alcohol dependent adults in England](#). Accessed 26<sup>th</sup> June 2023.



12. **Social Value** - Provision of the service has the potential to provide benefits across a variety of sectors in Oxfordshire. The list below provides further examples of potential gains to society of recommissioning the community drug and alcohol service:
- Reduced substance misuse-associated criminality and anti-social behaviour, and reduced fear among Oxfordshire residents of being a victim of crime.
  - Reduced drug and alcohol-related morbidity and mortality.
  - Reduced drug and alcohol-related demand on healthcare services, particularly urgent care services such as ambulance call-outs or Accident & Emergency attendances.
  - Increased economic productivity and employment outcomes among people who use alcohol and drugs who are typically individuals of working age.
  - Enabling individuals to prevent getting involved in, and being supported to come out of, sex work.
  - Enabling individuals to prevent becoming homeless and being supported in overcoming homelessness.
  - Reduced domestic violence.
  - Reduced adverse impact on family members, particularly children whose parents may misuse alcohol or drugs, which may in turn enhance behaviour, school attendance and school performance.

## Corporate Policies and Priorities

13. **Local Strategic Priorities** - Provision of an alcohol and drug service is aligned with the Oxfordshire County Council Strategic Plan 2023-2025<sup>2</sup> by tackling inequalities in Oxfordshire and prioritising the health and wellbeing of residents and the Oxfordshire Joint Health and Wellbeing Strategy 2018-2023<sup>3</sup> by reducing the impact of ill-health through provision of alcohol advice and treatment. It also supports the BOB ICB Strategic Priorities<sup>4</sup> by supporting people reduce their drinking and increasing the number of people receiving support to tackle their alcohol misuse (priority 3).
14. Governance for strategic development of services falls under the remit of the new formed [Combating Drugs Partnership](#) (CDP), a multi-agency partnership group overseeing the local implementation of strategic plan delivery. The Oxfordshire CDP Action Plan includes a number of actions to achieve the national drug strategy ambitions including increasing the numbers of people in treatment, improving pathways and continuity of care for those coming out of prison with an ongoing drug treatment need. The CAD service is our delivery partner to achieve these aims. Extending the current contract will mean we have the benefit of an established well performing service, which can focus on the

<sup>2</sup> [Our strategic plan 2022 - 2025 | Oxfordshire County Council](#)

<sup>3</sup> [Oxfordshire Joint Health and Wellbeing Strategy](#)

<sup>4</sup> [7412dde8ee3fd572bf249ae0cb8058c2\\_Master\\_BOB\\_Strategy\\_Document\\_Draft\\_vFINAL2.pdf \(amazonaws.com\)](#)

national and local ambitions of increasing the number of people in treatment for alcohol and drugs.

## Financial Implications

15. **Value for money and cost efficiencies** were achieved in the first commissioning round in 2015 by including comprehensive training for professionals across the county as well as by integrating the service that was previously provided by two Providers. In the 2019/2020 procurement the value of the contract was decreased from £5,001,539 to £5 million which represents a significant reduction when considering the inflationary rises, and unforeseen additional costs such as PPE, seen in the first four years since the contract started and the remaining potential 4 year term of the extension.
16. The current **maximum core contract value** of delivering these services is £5 million per annum. 10% of this contract value is paid against performance measures that are aligned to our key priorities including the number of people successfully completing treatment and increasing the number of people in treatment for alcohol. The Service Provider has consistently achieved these performance targets.
17. The value of continuing to commission/provide a service is expected to continue to be in the region of £5 million per annum as per the core contract value. There is no automatic inflationary or cost of living increase built into the contract, ongoing discussions with the provider confirm that this is still affordable within the budget, whilst they also provide additional services. Therefore, if the maximum contract extension of four years is agreed this is **up to £20 million** as per the original procurement.
18. The annual core contract value will be £5 million per annum, £20 million over the four-year contract extension term.

Comments checked by:

Thomas James, Finance Business Partner, Thomas.James@Oxfordshire.gov.uk  
(Finance)

## Legal Implications

19. The proposed extension is an option exercisable by the Council which forms part of the contract and was communicated to all bidders during the original procurement. It is therefore lawful under procurement rules. There are no legal implications in exercising the option to extend the contract

Comments checked by:

Jonathan Pool, Solicitor, Jonathan.Pool@oxfordshire.gov.uk (Legal)

## Procurement Implications

20. The extension will be exercised utilising a pre-existing option that forms part of the existing contract. Therefore, there are no procurement implications for the proposed extension.

Comments checked by:

Alex White, Category Manager – Public Health, alex.white@oxfordshire.gov.uk  
(Procurement)

## Staff Implications

21. The Live Well Improve and Enable Substance Use Team within the Public Health and Community safety Directorate will continue to performance manage the contract.

## Equality & Inclusion and Climate Implications

22. Issues with substance use are not equally distributed within the population. Strong links exist between deprivation, adverse childhood experiences and substance use, with increased risk of poor outcomes borne by vulnerable populations such as people who are homeless, sex-workers and those in contact with the criminal justice system. This service addresses the wider determinants of health, identified in regular needs assessments, by targeting services and aiming to ensure equality of access. They provide non-judgmental and accessible psychosocial and clinical services across Oxfordshire, engaging vulnerable groups and those not currently accessing services through targeted assertive outreach and engagement activities to ensure improved outcomes for these populations.
23. In light of this recommended contract extension a Climate Impact Assessment has been approved by the Climate Impact Team on 20 July 2023.

## Risk Management

Risk	Mitigation
The budget is restricted with little flexibility and measures of inflation are not included. Fixed annual pricing in the contract needs to be accompanied by an agreed approach to mitigate the influence of inflation, to ensure the service provider does not struggle to provide the service	This risk will continue to be mitigated by ensuring that there is good partnership working between OCC and the service provider.
If we do not continue to have a community alcohol and drug services, there would be clinical risks to adults with substance use issues, including specific risks for circa 900 patients on opiate substitution therapy with the service and a further 225 patients in GP Practice OST. Change and discontinuity between service providers may also affect the engagement of people with substance use issues in treatment, increasing drug- and alcohol-related health harms, and their wider systemic impacts	Seeking agreement to proceed a contract extension for delivery of these services to ensure continuity of delivery
If the community alcohol and drug services is reprocured, there is a risk that current staff may choose not to move employer, which could lead to a loss of experienced staff and the culture that has worked to achieved high performance during the current contract	Seeking agreement to proceed a contract extension for delivery of these services to ensure continuity of delivery
Budget reductions during contract extension period	<ul style="list-style-type: none"> <li>• The contract has a 12-month notice period and therefore the contract could still be ceased should core funding significantly reduce</li> <li>• The OHID grant funded services are managed through a separate contract, therefore reducing the impact on this core service should the grant funding cease</li> <li>• As this is the core service provided for adults engaging in alcohol or drug misuse, should further service savings be</li> </ul>

	necessary it is expected that funding for this service would be prioritised above other services.
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**Key Dates / Next Steps**

- 24. The current contract is due to expire on 31 March 2024. The contract contains an option to unilaterally extend with 6-months’ notice, after that it would be by agreement. This could lead to requests for price increase which couldn't be facilitated under the contract due to the value of previous variations.
- 25. If this key decision is agreed the contract extension will be enacted before 30 September 2023 in time for the contract notice period, with appropriate agreement from legal.

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**Background papers:** Nil

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