

# Title of report: Drug and Alcohol Service 2-year Extension

**Decision maker:** Cabinet member – adults, health and wellbeing

**Report by:** Public Health Lead - Substance Misuse / Tobacco

## Classification

Open

## Decision type

### Key

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function concerned. A threshold of £500,000 is regarded as significant.

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

### Wards affected

(All Wards);

### Purpose

1. This report seeks the approval for an extension to the contract with Turning Point Services Ltd, to deliver drug and alcohol support services to adults and young people resident within Herefordshire for a further 2 years (2026–2028) from 1 April 2026. There is a provision within the contract to extend for 2 years.

### Recommendation(s)

**That:**

- 2. The contract for Herefordshire Drug and Alcohol Recovery Service, (contract ID 101755) provided by Turning Point Services LTD be extended for 2 years until 31 March 2028 for a total value of £3,121,514.**
- 3. Authority to award the contract extension and all other operational decisions is delegated to the Corporate Director Community Wellbeing, in consultation with the s151 officer and Cabinet Member Adults, Health and Wellbeing.**

### Alternative options

4. Allow the contract to expire at the end of the contract period. This option is not recommended due to the detrimental impact this would have on current and future service users, and the wider impact on primary and secondary care providers who would become responsible for supporting in the region of 1000 service users requiring physiological, pharmacological support or both. It is also a requirement to have Drug and Alcohol service as we receive a grant for the service from central Government.
5. Changing supplier, or adding another, would be challenging and disruptive due to the nature of the treatment services provided, potentially disrupting continuity of care and confusion within the health and social care system. Ensuring continuity with the same provider will allow for improved health intelligence of this population group. Relationships with partner agencies have been established and changing provider would mean starting afresh to build these.

### Key considerations

#### Summary of the current scheme, project or service

6. The Herefordshire Drug and Alcohol Recovery Service is provided by Turning Point Services Ltd, a national health and social care social enterprise (registered charity) and is commissioned by Herefordshire Council to deliver an integrated drug and alcohol recovery service for people living in Herefordshire.
7. Turning Point Services Ltd began delivering the service on 01/04/2021. The Herefordshire service provides support to young people aged 11-17, young adults aged 18-24, and adults aged 25+. The central hub for the service is in Hereford, with additional hubs across the county to provide a replicable service wherever someone lives, and an outreach offer to bring treatment to the people who need it. Turning Point Services Ltd currently employ a member of staff based with the ECHO team, as well as a part-time worker co-located with the Youth Justice Team. The criminal justice team also attend court, the local police station and probation to support the delivery of required assessments and community sentence treatment requirements.
8. The service provides access to a range of treatment options to support people who use substances (including non-dependent and dependent drinkers, those requiring treatment to manage opiate dependency, and people using non-opiate substances such as cannabis, ketamine, and cocaine). Turning Point Services Ltd employ a robust psychosocial intervention (PSI) offer to support behaviour change, which includes delivery of evidence-based treatment programmes and 1:1 key working.

9. Turning Point Services Ltd are focussed on reducing harm to individuals and communities and work in partnership with a range of other stakeholders to provide wrap-around support to our service users, including Probation, the police, housing, mental health, primary care, and social services. They provide safe and reliable needle syringe provision (NSP) or needle exchange to reduce the risk of harm from injecting drug use, promote safe ways to use drugs, overdose prevention and distribution of naloxone (opiate overdose-reversal drug).
10. Turning Point Services Ltd deliver various clinical interventions to support client health and wellbeing, including Dry Blood Spot Testing (DBST) to test for Blood Borne Viruses (BBVs), fibro scan to check alcohol-related liver health, vaccinations for Hepatitis B and Pabrinex injections (which also reduces the risk of developing Wernicke-Korsakoff encephalopathy in dependent drinkers). The service achieved micro-elimination (ME) of hepatitis C, reducing the risk of wider impact on the local community and promoting health and wellbeing.
11. The provision of the drugs and alcohol recovery service forms part of the council's approach in tackling drug and alcohol related reoffending, drug related deaths and offering support for those misusing drugs and alcohol in Herefordshire.
12. In 2024, Turning Point Services Ltd announced the achievement of **Micro-Elimination of Hepatitis C** across its services, representing a significant contribution to national efforts to eliminate the virus as a public health threat by 2030. This milestone was the result of sustained partnership working with NHS England and local commissioners, and reflects the impact of embedding robust testing, treatment, and follow-up pathways within substance misuse services.
13. To achieve Micro-Elimination status, services are required to demonstrate compliance with four nationally defined targets. Turning Point Services Ltd successfully met each of these benchmarks:
  - a. **100% of service users were offered a hepatitis C test**, ensuring universal coverage and equitable access.
  - b. **98% of individuals with a history of injecting were tested**, focusing on those most at risk of infection.
  - c. **90% of this cohort were re-tested within the last 12 months**, embedding regular monitoring and early identification of new infections.
  - d. **90% of those diagnosed with hepatitis C initiated treatment**, reducing future health harms and preventing onward transmission.
14. The wider public health significance of this achievement is substantial. Hepatitis C is a leading cause of chronic liver disease, cirrhosis, and liver cancer, with disproportionate impact on vulnerable and marginalised populations, particularly people who inject drugs. By achieving micro-elimination, Turning Point Services Ltd has reduced the long-term burden of liver disease, prevented avoidable deaths, and contributed to tackling health inequalities. Furthermore, this work strengthens population-level infection control by interrupting chains of transmission, thereby reducing incidence rates in the wider community.

### Need and/or Demand for provision

15. A Joint Strategic Needs Assessment (JSNA) was produced in 2023, with an updated summary in 2024. The JSNA highlighted the following.
- Increasing numbers of people in treatment – between 2020 and 2022, new drug treatment presentations rose by 6%, and new alcohol treatment clients by over 50%.
  - Positive feedback from service users about treatment
  - Increasing engagement of former treatment service users as peer mentors
  - Below national rate of hospital admissions for drug poisoning – 24 per 100,000, compared to 43 per 100,000.
16. The needs assessment concluded that both treatment and prevention interventions should be strengthened and that a whole-system approach across the life course would be needed to secure a drug free Herefordshire. It also noted that many of the risk factors which draw people into substance misuse, such as poverty, domestic abuse, or adverse childhood experiences, were increasing and that it would be important to effectively mitigate these risks to avoid a worsening future pattern of substance misuse.
17. This extension ensures continuity of provision and avoids additional pressure on primary and secondary health services, which would otherwise be required to absorb around 1,000 service users.

### Scope

18. The proposal is to extend the existing Turning Point Services Ltd contract for two years (April 2026 – March 2028). A full-service review and potential future re-commissioning exercise will take place during the extension period to secure ongoing service delivery from April 2028.
19. The extension will ensure continuity of care, contribute to statutory obligations, and align with national and local strategies (Harm to Hope 10-year drugs plan, NHS workforce strategy, Public Health Outcomes Framework).

### Impact of proposed service, programme or project including measures of success

20. The following performance data have been taken from the 2024/25 end of year report (Performance Monitoring Framework):
- Turning Point Services Ltd received over 1,150 referrals during the year, with 561 self-referrals.
  - Over 720 adults and young adults started structured treatment, with 37 young people also starting treatment.
  - 54 people successfully completed treatment during the year.
  - Over 800 programmes were delivered, including in person and online sessions.

- 449 naloxone kits were issued, with 93% of opiate clients in possession of a kit.
- Sustained top quartile position within successful completion opiate cohort, achieved top quartile position for non-opiates, and 2nd for alcohol and alcohol & non-opiates (for our comparative group of 33 services)
- Exceeded Numbers in Treatment (NIT) targets at the end of Q4 (113%), with opiates (92%), alcohol (117%) and non-opiates and ANO (149%)
- 91% of people supported had an overall positive experience with Turning Point Services Ltd (94% reported they felt listened and communicated with)
- More than 2,700 needle syringe provision (NSP) transactions were delivered, which includes delivery on site and with local pharmacy partners.
- An increase in Required Assessments (RAs) being offered with 60% of RA's successfully completed in Q4.
- There were eight successful Community Support Treatment Requirements (CSTR) completions (91% of orders completed successfully during the year)
- There were 344 parents in treatment during the year, 108 open safeguarding cases, 104 children with an open social services case (i.e. Child in Need Plan, Looked After Child, etc).

### **Community impact**

21. The service falls within the implementation of the Council Plan for developing self-care and building community resilience within healthier communities under a strategic preventative approach. If these services are not provided, there would be a considerable impact on the health and wellbeing of those currently supported and their families. The impact on A&E departments, primary care/GP practices and mental health services without this provision, would be significant, resulting in higher system costs.
22. The continuation of the drug and alcohol service contributes directly to Herefordshire's Joint Health and Wellbeing Strategy and Council Plan priorities. It reduces harm to individuals, families, and communities caused by substance misuse, and supports wider priorities such as reducing offending, safeguarding children, and improving population health.
23. The service is integrated with local partners, including probation, police, housing providers, and primary care, ensuring wrap-around support for residents. Service user feedback consistently highlights the positive impact of access to treatment and recovery services, with over 90% reporting a positive experience in 2024/25.

### **Environmental Impact**

24. Herefordshire Council provides and purchases a wide range of services for the people of Herefordshire. Together with partner organisations in the private, public and voluntary sectors

we share a strong commitment to improving our environmental sustainability, achieving carbon neutrality and to protect and enhance Herefordshire's outstanding natural environment.

25. The decision to extend the contract represents a continuation of existing provision and will have minimal direct environmental impact. The provider is contractually required to operate in line with council sustainability expectations, including reducing energy use, minimising waste, promoting sustainable travel where possible, carbon emissions and to consider opportunities to enhance biodiversity. This will be managed and reported through the ongoing contract management.
26. The environmental impact of this proposal has been considered through the service specification and includes appropriate requirements on the contractor/delivery partner to minimise waste, reduce energy and carbon emissions and to consider opportunities to enhance biodiversity. This will be managed and reported through the ongoing contract management.

## Equality duty

27. The Public Sector Equality Duty requires the council to consider how it can positively contribute to the advancement of equality and good relations and demonstrate that it is paying 'due regard' in our decision making in the design of policies and in the delivery of services.
28. The mandatory equality impact screening checklist has been completed for this decision, and it has been found to have high impact for equality, therefore an Equality Impact Assessment is attached at Appendix 1.
29. In summary, this decision impacts on protected characteristics as follows:  
The service has a positive impact on people with protected characteristics by ensuring equitable access to treatment for young people, adults, and older people, and by supporting vulnerable groups disproportionately affected by substance misuse, including those experiencing poverty, homelessness, or mental health conditions.
30. This service works with some vulnerable individuals, many of whom will share a protected characteristic. A continually improving service will have a significant positive impact on the drug and alcohol outcomes for the individuals accessing the service.

## Resource implications

31. The contract is funded through the ring-fenced Public Health Grant. The current annual contract value is £1,560,757, totalling £7,803,785 over the initial five-year period (2021–2026). Approval of the two-year extension (2026–2028) will commit an additional £3,121,514 (£1,560,757 per year).
32. There has been one increase to the budget since it was previously commissioned in 2021. This was due to a 5% reduction in the Rough Sleepers Drug and Alcohol Grant. No inflationary increases have been allowed within the contract.
33. The costs are included within the Medium-Term Financial Strategy and will not create additional unfunded pressure.

34. The current budget for the service over the last five years is:

Revenue or Capital cost of project (indicate R or C)	2021/22	2022/23	2023/24	2024/25	2025/26	Total
R	£1,560,757	£1,560,757	£1,560,757	£1,560,757	£1,560,757	£7,803,785

35. Considering the proposed extension to the budget a 2-year contract for Substance Use Services would total £3,121,514 (financial year breakdown below).

Revenue or Capital cost of project (indicate R or C)	2026/2027	2027/2028	Total
R	£1,560,757	£1,560,757	£3,121,514

36. In addition to the above funding that is taken directly from the Public Health Ring Fenced Grant other income sources are detailed below.

Service	Value	Funding Stream
Drug and Alcohol Services	£891,040	DATRIG*
Drug Intervention Programme	£ 30,378	PCC
ECHO Worker	£ 42,065	Children's and Young Peoples Directorate

\*DATRIG funding subject to yearly allocation by DHSC

Totals:

Revenue or Capital cost of project (indicate R or C)	2026/2027	2027/2028	Total
R	£2,524,240	£2,524,240	£5,048,480

## Legal implications

37. This section is to be completed in its entirety by the legal services team.

## Risk management

38.

Risk/ Opportunity	Mitigation
Risk 1 – Service disruption if contract lapses a. Impact: Major b. Likelihood: unlikely	Approve extension to maintain continuity.
Risk 2 – Workforce instability a. Impact: Moderate b. Likelihood: Possible	Extension supports recruitment and retention.
Risk 3 – Increased cost to health system if the contract is not extended a. Impact: Major b. Likelihood: Likely	Continued commissioning avoids cost-shifting to NHS/primary care.

39. The risks will be managed at a service level through the public health risk register.

40. Assurance Statement:

The risks associated with the extension of the Drug and Alcohol Service contract have been reviewed and are being managed in accordance with the Council's Risk Management Strategy. Ongoing oversight through established governance structures will ensure that risks are monitored, escalated, and addressed as necessary to support the delivery of safe and effective services.

## Consultees

41. Regular financial discussions have taken place with the provider since July 2024.

42. Service User Surveys reported - **87%** of individuals supported by Turning Point report having a positive overall experience, **88%** feel listened to and well communicated with, **85%** get the support that mattered to them, and **90%** feel safe in the service they use.

43. This decision has been to PGC briefing (04/09/2025).

44. The PCG took place on 19th September 2025:

## Councillors' Key Comments & Suggestions – PGC

- **Liberal Democrats**

- Requested trend data on drug-related deaths from 2021–2025 to see if lessons are being learned.
- Suggested that recommissioning should include more analysis of drug-related death trends and lessons learned.

- **Green Party**

- Asked about accessibility of services in rural vs urban areas and outreach capacity.
- Questioned whether KPIs are sufficiently challenging for the final two years and into the new contract.
- Suggested scrutiny should review the service before recommissioning so findings can feed into the new contract.
- Raised the impact of housing issues on recovery and access to services.
- Suggested scrutiny take a closer look at this contract as it would be a strong topic.
- Queried whether the service is more effective for certain socio-economic or age groups, and whether delivery should adapt accordingly.
- Asked whether the extension process was being used to amend or strengthen the contract terms.

- **Conservatives**

- Asked for cost clarification of the two-year extension.
- Requested the Cabinet report explicitly include detail about “Lance” (the mobile outreach vehicle) and rural delivery work.
- Suggested including councillors’ questions/concerns (e.g. deaths data, rural provision, KPIs, housing issues) in the Cabinet report for clarity.
- Proposed inviting Turning Point to present at the Health & Wellbeing Scrutiny Committee to showcase progress compared to previous provider.
- Suggested showcasing Turning Point’s improvements clearly in the Cabinet report (particularly around service adaptation and outcomes).
- Asked whether Herefordshire has a Narcotics Anonymous (NA) group as an informal access route; noted the lack of NA locally and questioned whether this should be explored.
- Raised concerns about fentanyl/synthetic opioids and asked about preparedness and response.

## Appendices

45. Appendix 1: Equality Impact Assessment Drug and Alcohol service



2025%20Drug%20and%20Alcohol%20EIA%20Appendix%201

## Background papers

46. [Substance Misuse Service Recommissioning main report.pdf](#)

**Report Reviewers Used for appraising this report:**

**Please note this section must be completed before the report can be published.**

Governance	Click or tap here to enter text.	Date Click or tap to enter a date.
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Procurement	Click or tap here to enter text.	Date Click or tap to enter a date.
Risk	Click or tap here to enter text.	Date Click or tap to enter a date.

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**Please include a glossary of terms, abbreviations and acronyms used in this report.**