

orkney alcohol and drugs



## Commissioning Strategy

This Commissioning Strategy sets out the mechanics of how Orkney Alcohol and Drugs Partnership (ADP) will implement its strategic aims as outlined in the ADP Strategy. Ensuring that there are services available locally to tackle the issue of substance misuse through commissioning.

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## Index

	<b>Page</b>
<b>1</b> Introduction	4
<b>2</b> Purpose of this Strategy	4
<b>3</b> Working Together to Reduce Harm	5
<b>4</b> What do we mean by Commissioning?	5
<b>5</b> Why a Commissioning Strategy	5
<b>6</b> Consultation	7
<b>7</b> How will the Strategy be monitored?	7
<b>8</b> Relationship between quality, cost and outcomes	7
<b>9</b> Prevention and Intervention	8
<b>10</b> Contribution of the third sector	8
<b>11</b> Current Commissioning Arrangements	8
<b>12</b> Monitoring Performance	9
<b>13</b> Recognising success and ensuring quality	11
<b>14</b> Strategy Review	12
<b>Appendix 1</b>	13
<b>References</b>	14

## **1. Introduction**

People who misuse drugs, alcohol or other substances can cause considerable harm to themselves and to society. This includes harm to their own physical and mental health and wellbeing, and possibly to their families' lives by damaging the health and wellbeing of their children and places a burden of care on other relatives (including their children). There is also a risk of harm to the communities in which they live through the crime, disorder and anti-social behaviour associated with substance misuse.

The prevalence of substance misuse in Orkney raises issues for all communities, organisations and individuals. This is due to varied and substantial impacts including:

- Physical health: there is a significant link between alcohol and chronic illness and deaths;
- Mental health: there is a clear link between people's mental wellbeing and their substance misuse. Many people experience co-occurring mental health and substance misuse problems.
- Accommodation and homelessness: a lack of suitable accommodation can have a significant effect on someone's substance misuse and other health and social issues;
- Young people: there are concerns about the amount of alcohol and drugs children and young people have access to. Additionally, there are children living in Orkney who experience hidden harm through the substance misuse of their parents or guardians.
- Crime and disorder: communities in Orkney experience anti-social behaviour as a result of substance misuse and in particular the misuse of alcohol.
- Family or relationship breakdown; the emotional impact of breakdown in couple relationships and/or family life can have significant long term emotional effects on parents and children, and lead to risky behaviour such as substance misuse.

## **2. Purpose of this Strategy**

ADPs within Scotland are responsible for the commissioning and delivery of substance misuse services, including preventative interventions, which respond to local needs and circumstances. This Commissioning Strategy sets out the mechanics of how Orkney Alcohol and Drugs Partnership (ADP) will implement its strategic aims as outlined in the ADP Strategy. Ensuring that there are services available locally to tackle the issue of substance misuse through commissioning.

### **3. Working Together to Reduce Harm**

The purpose of Orkney ADP is to co-ordinate the work of the key stakeholders involved with the prevention and treatment services to ensure quality substance misuse services are available within Orkney. In 2009 Orkney ADP published a Strategy which outlined its strategic intentions for the coming three years and centred around the 3 priority themes of:

- Treatment and Recovery
- Education and Prevention
- Supporting People Affected by Substance Misuse

Through working together, under the umbrella of Orkney Community Planning Partnership, local agencies will deliver a range of key outcomes relating to substance misuse as part of the wider framework of priority outcomes contained within Orkney's Single Outcome Agreement.

The ADP will seek to achieve its many of its priority outcomes through the commissioning of services.

### **4. What do we mean by Commissioning?**

The Audit commission defines commissioning as:

“The process of specifying, securing and monitoring services to meet people’s needs at a strategic level. This applies to all services, whether they are provided by the local authority, NHS or other public agency or by the private or voluntary agencies.”<sup>1</sup>

The important elements within a commissioning process are:

- To understand needs;
- To understand the capacity to meet needs;
- To commission services to meet these needs.

### **5. Why a Commissioning Strategy?**

This Strategy will:

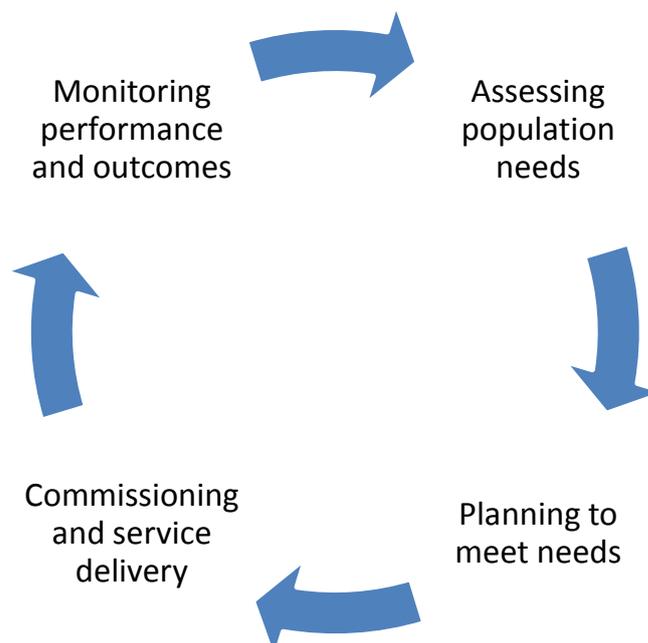
- Set out how Orkney ADP will achieve its vision for substance misuse services in the Orkney area;
- Plan how Orkney ADP will meet the needs of people who misuse substances as well as providing support for the people close to them, such as children and families;
- Help us to make sure that the services we commission are those that are effective;

- Help us to make sure that the services we commission are those that people need;
- Influence how services are delivered and set out any changes that we need to make in order to see improvements;
- Help us to make the best use of the money we spend on substance misuse services;
- Help us to make sure the services we commission are based on regulatory requirements and good practice.

### **The Commissioning Cycle - How Decisions about Investments Are Made**

Orkney ADP will adopt a rolling process of service planning, procurement, monitoring and evaluation in line with Figure 1. This will involve partnership working with service providers, service users and other local stakeholders. The rolling programme will operate on a 2 yearly cycle, providing a degree of continuity for service providers who are currently only funded on an annual basis.

**Figure 1: Commissioning Cycle**



The ADP Strategy Group has overall responsibility for setting the strategic direction of the ADP in relation to what types of services it chooses to commission however there is a system of delegated authority whereby a Commissioning Sub Group takes

responsibility for all operational aspects of service commissioning. The membership, role and remit of this sub group is detailed in the ADP's Terms of Reference.

## **6. Consultation**

Orkney ADP is committed to developing its strategic documents in partnership with input from its partner organisations, service, stakeholders and service users.

This Strategy will be circulated in draft to all those quoted in Appendix 1 and additionally will be placed on the Orkney ADP website for public access.

## **7. How will the Strategy be monitored?**

Substance misuse issues are the responsibility of Orkney ADP as a thematic group of Orkney Community Planning Partnership.

Progress and performance will be reported locally and nationally through various means, these include:

- Annual reporting to the Scottish Government on achievement against national key performance indicators;
- Reporting to the Orkney Community Planning Partnership;
- Annual reporting to NHS Orkney's Finance and Performance Committee;
- Performance monitoring of services providers;
- Clinical Outcome Reporting mechanisms.

## **8. Relationship between Quality, Cost and Outcomes**

Current commissioning arrangements largely focus on what we have commissioned in the past, instead of an assessment of current and future needs. Up until now we have commissioned services in an ad-hoc way with no long term plan about how we want services to develop.

In recent times, we have made some movement towards commissioning services that are based on outcomes for individuals and have begun asking our service providers to indicate what evidence they have for the way they work.

Through this Strategy we will move away from the previous way of working and instead commission services on the basis of what people need and what works for them.

Achieving meaningful progress in tackling alcohol and drug problems means agreeing and measuring clearly defined outcomes. Service Level Agreements are

contracts between NHS Orkney (as the organisation accountable for alcohol and drugs funding) and its partner organisations that specify what work will be done in return for an agreed amount of funding.

This helps to ensure that the ADP is effective and offers good value for money by outlining the activities and interventions that will be carried out (Outputs); any resources, including funding requirements that will be used within the service (Inputs) and results, or measurable changes that can be attributed directly or indirectly to the treatment/intervention programme (Outcomes). This approach underpins a systematic performance monitoring system linking national targets and standards to local systems of service delivery.

## **9. Prevention and Intervention**

This Commissioning Strategy will commission services based on the ADP strategy and ensure a balance of treatment services, with prevention to prevent problems from developing or escalating.

The ADP will work with partners to ensure that targeted prevention services are available locally as well as treatment services to meet the needs of those already experiencing substance misuse issues.

## **10. Contribution of the Third Sector**

Orkney ADP currently commissions services from both voluntary and statutory service providers. Recognising the valuable contribution they make to service delivery unique strengths, the ADP is committed to continuing to invest in the Third Sector in the future where providers can demonstrate their ability to meet the required outcomes.

## **11. Current Commissioning Arrangements**

The current expenditure on substance misuse services is mainly historic with support being tailored to enable the continuation of existing services.

Current commissioning arrangements see different funds being invested into different providers and the need to develop links between what the ADP commissions through its allocations from Scottish Government and what other partners commission through their funding streams is recognised. A breakdown of the allocations received by NHS Orkney, on behalf of the ADP is provided in Table 2. At present, details of all other monies being directed by partners to the pursuit of

outcomes in relation to drugs and alcohol in Orkney are not known. However, this is an area where the ADP hopes to make progress in the coming months.

**Table 2: Allocations from Scottish Government 2011/12**

<b>Allocation</b>	<b>Amount</b>
Alcohol Funding	£418,720
Drug Funding	£64,000
ADP Support Funding	£85,000

The ADP will ensure commissioned services:

- Offer best value;
- Follow national and evidence based guidelines such as the Quality Alcohol Treatment and Support (QATS) guidelines published by Scottish Government in 2011 Reflect the principles of the Quality Strategy (reference)
- Focus on outcomes for the individuals accessing their service and also the
- Number of individuals who achieve this health and wellbeing gain.
- Align with the delivery of the Single Outcome Agreement

## **12. Monitoring Performance**

### Service Level Agreements

Achieving meaningful progress in tackling alcohol and drug problems means agreeing and measuring clearly defined outcomes. Service Level Agreements are contracts between NHS Orkney Board and its partner organisations that specify what work will be done in return for an agreed amount of funding. This helps to ensure that NHS Orkney and its partners are effective and offer good value for money. Where NHS Orkney is a provider, a Memorandum of Understanding is used. Like Service Level Agreements, Memorandums of Understanding outline the:

- Activities and interventions that will be carried out (outputs)
- Resources, including funding, staffing requirements, including levels of competence, buildings, equipment, medication and other consumables that will be used within the service (inputs)
- Results, or measurable changes that can be attributed directly or indirectly to the treatment programme (outcomes)

This approach ensures a clear linkage of national targets and standards to local systems of delivery.

### Monitoring

The World Health Organisation defines monitoring as “the following up of activities to ensure that they are proceeding according to plan”. Monitoring alcohol and drug activity against planned activity and reviewing the initial impact of treatment provided is essential in order to:

- Ensure that alcohol and drug services are meeting Service Level Agreements on activity and quality indicators;
- Ensure that alcohol and drug services are meeting Memorandums of Understanding on activity and quality indicators;
- Assist in understanding which provisions are most effective with target groups and therefore be in a position to make incremental improvements to treatment and the targeting of treatment;
- Assist in understanding the relationships between resources and treatment outcomes, to inform decisions regarding the future allocation of resources and development of the treatment system.

Orkney ADP, on behalf of NHS Orkney, reserves the right to monitor and review on a regular basis the operation of all Service Level Agreements entered into by NHS Orkney and service providers. Each service provider is asked to provide to the ADP when required:

- A mid-year and end of year accountability report regarding the service provided and outcomes achieved. A template will be provided for this purpose. The information contained within these reports will be used to inform reporting to NHS Orkney’s Finance and Performance Committee and Orkney Community Planning Partnership.
- Access to records regarding the services, including any financial, staffing and complaints records;
- Access to consult with staff, volunteers and the Service Users as to the effectiveness of the Service Level Agreement.

The service provider and an ADP representative will meet quarterly to monitor the Service Level Agreements. The agenda for these meetings will focus on:

- I. Outputs of the service;
- II. Outcomes of the service;

- III. Progress in meeting project milestones;
- IV. Financial position.

### Outcomes

The overall outcome sought from alcohol and drug treatment is reduction in alcohol/drug related harm to the individual, to others directly affected by their behaviour and to the wider community and an improvement in the health and social functioning of the service user. Outcomes will be measured utilising recognised and appropriate methods as agreed with the ADP.

### **13. Recognising Success and ensuring quality**

Orkney ADP believes that quality assurance should be at the heart of the commissioning process and that success should be recognised not in terms of the provider's ability to deliver a particular service but by the quality of the outcomes for substance misusers and those close to them. If the outcomes delivered by a service are not up to the required standard the ADP will ensure the process is reviewed to locate issues in one or more of:

- I. The accuracy with which needs were first identified;
- II. The specification for the service as set out in the commissioning documentation;
- III. The competence of the provider to deliver the service and;
- IV. The level of resource allocated to the service.

Mechanisms to recognise success and eliminate failure start with the service specification which sets out the expectations of the service provider. The tendering process and award of a contract will have its own built-in quality assurance criteria including:

- The experience of the organisation in providing similar services;
- A history of the provider giving good value for money;
- Experience of working in partnership with services users to develop and deliver services;
- Regard for employment regulations;
- Regard for sustainability issues;
- Financial stability.

In delivering services, providers will need to have adequate and robust systems in place to ensure that the service is of high quality.

Orkney ADP will need to ensure that the services being delivered are checked for quality and that they deliver what is required from them. To do this the following systems will be implemented:

- Direct feedback from the people using the service;

- Monitoring visits to the provider;
- Adverse event reporting;
- Regular accountability reports from the provider (twice per annum);
- Financial reports.

The purpose of these systems is to ensure there is self-evaluation in place and a culture of continuous improvement, where under performance and failure can be learnt from.

#### **14. Strategy Review**

This Strategy will be reviewed annually to ensure it remains in line with national guidelines and good practice in relation to commissioning alcohol and drug services. A full evaluation of the Strategy's success will be undertaken in 2014.

## **Appendix 1: Overview of Consultees**

Orkney ADP Strategy Group members

Orkney ADP Services Sub Group members

Orkney ADP Commissioning Sub Group members

All Services previously commissioned by the ADP

All Services currently commissioned by the ADP

All previous members of the disbanded ADP Operational Group

Orkney Community Planning Partnership (OCP) Steering Group

OCP Partnership Liaison Group

Service Users (through virtual network)

Members of the public (through OADP website)

The Third Sector Forum

## References

Making Ends Meet (2003), The Audit Commission

Lanarkshire Alcohol and Drug Partnership Commissioning Strategy 2008-2011 (2008); Lanarkshire ADP, [www.lanarkshireadp.org](http://www.lanarkshireadp.org)

Commissioning Strategy to Meet the Needs of People Affected by Substance Misuse in the County Borough of Bridgend,  
[www.wales.nhs.uk/sitesplus/documents/863/BRIDGENDSMATCOMMISSIONINGSTRATEGY1.pdf](http://www.wales.nhs.uk/sitesplus/documents/863/BRIDGENDSMATCOMMISSIONINGSTRATEGY1.pdf)

The Healthcare Quality Strategy (2010), NHS Scotland,  
[www.scotland.gov.uk/Publications/2010/05/10102307/0](http://www.scotland.gov.uk/Publications/2010/05/10102307/0)