

Report to:	Cabinet	Date: 15 October 2025
Subject:	Approval to Award the Contract for the mandated Drug and Alcohol Prevention, Treatment and Recovery services (Adults and Children, Young People and Families lots) in Bury, Salford, and Trafford	
Report of	Cabinet Member for Adult Care, Health and Public Service Reform	

Summary

This report seeks approval to award contracts for the delivery of Drug and Alcohol Treatment and Recovery services across Bury, Salford, and Trafford. Following a competitive tender process under the Provider Selection Regime (PSR) regulations, it is recommended that:

- The contract for services for Adults be awarded to Greater Manchester Mental Health Foundation Trust (GMMH).
- The contract for services for Children, Young People and Families be awarded to Early Break.

Recommendation(s)

It is recommended that Bury Cabinet members approve the award of two contracts for the mandated Drug and Alcohol Prevention, Treatment and Recovery services across Bury, Salford, and Trafford:

- The Children, Young People (CYP) and Families service contract to Early Break
- The Adults service contract to Greater Manchester Mental Health Foundation Trust (GMMH)

These awards follow a competitive tender process conducted under the Provider Selection Regime (PSR) regulations.

Please note, the two awards are subject to cabinet approval by Salford and Trafford Councils.

Reasons for recommendation(s)

1. Ensures the Council is achieving best value for money and maintains service quality for our residents.
2. The successful providers, GMMH for Adults and Early Break for CYP and Families, demonstrated strong performance in the evaluation process and have a proven track record of delivering these services locally since 2019.
3. The evaluation panel applied rigorous criteria to ensure the selected providers offer high-quality services at a competitive price on a long term contract (5+2 years).

4. The new contracts allow for economies of scale of work, shared back-office functions and a peer support approach across all organisations involved.

Alternative options considered and rejected

No alternative options were available in this instance. The current contract, which had already been extended, is due to expire on 31st March 2026. As such, the only viable route was to proceed with a formal tender process in line with procurement regulations and to ensure continuity of service.

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Background

On 16 April 2025, Cabinet members approved the decision to proceed to competitive tender for the delivery of both the Adults and Children, Young People and Families Drug and Alcohol Treatment and Recovery Services across Bury, Salford, and Trafford. This decision was made in accordance with the Provider Selection Regime (PSR) regulations, following a Competitive Process.

Both the Adults and CYP and Families Drug and Alcohol Treatment and Recovery Services are mandated provisions, delivering drug and alcohol prevention, treatment, and recovery support to adults, young people, and their families across the three boroughs.

This report seeks approval for the award of the contracts for the two services. The contract duration is 5 years, with an optional 2 year extension. Any decision to extend will be subject to Cabinet approval, based on performance over the initial term.

Current Contract Arrangements

The all-age Drug and Alcohol Treatment and Recovery Services in Bury, Salford, and Trafford are currently delivered by Greater Manchester Mental Health Foundation Trust (GMMH). GMMH operates as the lead provider through a partnership model, subcontracting elements of the service to other organisations. The Trust has delivered the service in Bury since 1st September 2019. The current contract with GMMH is due to expire on 31st March 2026, following a 12 month extension from 1st April 2025 (approved by cabinet on 7th February 2025).

For the children's service, the current contract with GMMH, and subsequent subcontracted arrangement with Early Break, ends on 31st March 2026, following an extension of 12 months from 1st April 2025 to 31st March 2026 (also approved by cabinet on 7th February 2025).

(To inform the service specification, BST conducted a joint strategic strengths and needs assessment alongside a tri-borough appraisal and review of national guidance and best practice.)

Tender Process

The tender process followed was a Competitive tender procedure under Provider Selection Regime (PSR) regulations.

The Invitation to Tender (ITT) was issued on 30th May 2025 with a closing date of 11th July 2025 via the Council's e -Tendering system, "The Chest" and notices were published on the Find a Tender Services and Contracts Finder Websites. Expressions of interest were received from 33 providers (across both Lot 1 & 2).

Tenderers were required to supply the following information in order for the evaluation panel to evaluate each bid:

- Selection questionnaire (Pass/Fail) – to test Providers had the required business infrastructure, experience and were financially sound to deliver the contract.
- Safeguarding questionnaire (Pass/Fail) - to ensure Providers have the correct Safeguarding policies and procedures in place.
- Quality Questionnaire (75%) – to test the Providers understanding of the specification and proposals to deliver the service (8% of this quality aspect was evaluated on the interview).
- Price (10%) – this was set at 10% to allow for a higher quality weighting.
- Social Value (15%) – Providers have submitted a TOMS Framework response.

A minimum score was applied to three of the Quality questions, relating to model and delivery, interface with adults/CYP and families drug and alcohol treatment and recovery service, service workforce and quality improvement. Any bidder scoring less than a 3 against either of these questions, or fail the Pass/Fail questions, meant that the tender would not be considered and would not be invited to the presentation and interview stage.

Tender outcome

A total of three bids were received for each Lot.

The evaluation panel comprised of a multidisciplinary team of Senior Officers from Bury, Salford and Trafford Local Authorities, representing Public Health, Children's and Adults Services, and both internal and external (Waythrough, Manchester Foundation Trust NHS) subject matter experts.

Contract award

Following the competitive procurement process, the contracts have been awarded as follows:

- **Lot 1** – BST Drug and Alcohol Treatment and Recovery Services for Adults
- **Lot 2** – BST Drug and Alcohol Treatment and Recovery Services for Children, Young People and Families

Lot 1 –

The successful provider is Greater Manchester Mental Health Foundation Trust (GMMH). GMMH will continue to deliver a structured service for adults, their families, and the wider community across Bury, Salford, and Trafford.

Under Lot 1, GMMH will deliver a structured drug and alcohol prevention, treatment, and recovery service for adults, their families, and the wider community across the three boroughs. The service will provide early intervention for individuals beginning to use substances problematically, as well as comprehensive support for those with dependent or problematic use.

Lot 2-

The successful provider is Early Break. Early Break will continue to deliver a structured service for Children, Young People and families across Bury, Salford, and Trafford.

Early Break will provide a flexible drug and alcohol treatment and recovery service for young people up to the age of 21 years, with the exception of up to 25 years at the discretion of the service manager based on individual need. This may include CYP with Special Education Needs and Disabilities (SEND) or neurodivergent needs, young offenders, care leavers, and those with emotional and/or mental health issues.

Each provider will be required to attend quarterly contract monitoring meetings, where performance will be reviewed against agreed KPIs. These KPIs will be finalised post-award in collaboration with commissioners.

The contract duration is 5 years, with an optional 2 year extension. Any decision to extend will be subject to Cabinet approval, based on performance over the initial term.

Links with the Corporate Priorities:

As a result of the retender of the future drug and alcohol service, the two new services for Adults and CYP and families support the aims of the Bury Let's Do It Strategy by:

- Improving quality of life: Both services will provide a holistic, accessible, and person-centred approach, delivering trauma-informed care that supports

recovery from drug and alcohol use, enhances physical and mental wellbeing, and promotes long-term stability and recovery.

- **Creating a better future for children and families:** The CYP and families service focuses on early intervention and whole family support, working with parents, carers, and young people affected by drug and alcohol use. It aims to reduce harm, strengthen family relationships, and improve outcomes across health, education, and emotional wellbeing.
- **Fostering a sense of belonging:** Through community-based delivery, peer support, and strong partnership working, both services help individuals and families feel more connected, valued, and supported within the borough.
- **Addressing inequalities:** The services will also address inequalities by supporting access to employment, housing, education, and other key social determinants of health helping people overcome barriers and build more secure, fulfilling lives.

Equality Impact and Considerations:

Equality and Diversity were considered during the tendering process, through both the quality questions and at interview stage. The new providers for the Adults and CYP and families service providers will complete an EIA during the service mobilisation and implementation period, and this will be reviewed annually. The provider will undertake an EIA if any material changes are made to the service and/or its functions.

Environmental Impact and Considerations:

For the Adults service, Greater Manchester Mental Health Foundation Trust (GMMH) has outlined a clear commitment to improving the environmental impact of its service delivery. Their approach includes enhancing the local environment's influence on wellbeing through partnerships with VCSE organisations. These partners will support the delivery of residential rehabilitation, assertive outreach, and behaviour change programmes.

GMMH has also developed its own dedicated Green Plan, which outlines strategic actions to reduce emissions across the Trust and mitigate the potential impacts of climate change. In addition to this overarching commitment, GMMH aims to reduce carbon emissions and promote biodiversity through sustainable practices embedded within its service delivery model and supply chain.

As a local provider, Early Break maintains a relatively low operational footprint, with Early Breaks HQ based within Bury. This proximity helps reduce travel related emissions and supports environmentally responsible service delivery. The VCSE organisation also supports other local VCSEs through donations such as free room hire and offers development roles with staff training to encourage progression for individuals with less experience. In addition, they prioritise spending with local

companies in their supply chain, contributing to both environmental sustainability and local economic growth.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Bury Council has a statutory responsibility to provide mandated Drug and Alcohol Prevention, Treatment and Recovery services for adults and CYP, funded through the Public Health Grant. If the contract is not awarded or is delayed, there would be no service in place for residents of Bury, Trafford, and Salford.	Ensure timely award of contracts and maintain contingency planning to avoid service gaps. Engage closely with current providers during mobilisation to support a smooth transition to new service model and maintain continuity of care.
There is a risk that one of the selected providers may not accept the terms of the contract or may indicate they are unable to deliver the full specification.	The risk is low due to the successful providers also being the incumbent providers of our service delivery, there is ample time built into the procurement process to support a timely and safe mobilisation of the service from April 2026.
There are interdependencies with mental health services regarding co-occurring conditions, which could be affected if the Drug and Alcohol Treatment and Recovery contracts are not awarded or are delayed. This will have an impact on the wider health and social care system.	There are interdependencies with mental health services regarding co-occurring conditions, which could be affected if the Drug and Alcohol Treatment and Recovery contracts are not awarded or are delayed.
The contract will be subject to future inflation costs and NHS Agenda for Change costings if it is continued and therefore, the price of the contract may increase if extended.	This will be monitored by Public Health and Finance to ensure such costs are factored into budgeting.

Legal Implications:

The proposed procurement to GMMH and Early Break is compliant with the Public Contracts Regulations 2015 and Regulation 12(7) in particular which permits such contracts to be entered into between two public sector authorities in the public interest. The Procurement process has been overseen by Salford Council. The legalities will be managed by Salford Council as the lead contractor of this cluster contract. In respect of the terms and conditions, the Council will be provided with them to review in due course.

Financial Implications:

The total Contract cost for the mandated Drug and Alcohol Prevention, Treatment and Recovery services is £1.867m analysed as follows:

- The Bury Adults service contract is £1.517m, representing 21% of the overall contract value across Bury, Salford, and Trafford (£7.279m per annum).
- The Bury CYP and families service contract is £0.350m per annum, representing 30% of the overall contract value across Bury, Salford, and Trafford (£1.180m per annum).

The Contractual costs set out in this report will be funded from existing Budget provision and therefore will not require additional financial resource.

As part of the monthly budget monitoring cycle, Finance and Budget holders will track the expenditure linked to the Contracts set out in this report ensuring that all expenditure aligns to the funding provided.

As part of the monthly budget monitoring conversation any financial risks/pressures identified will be highlighted to the Director of Public Health whereby an action plan will be deployed to mitigate any financial risks/ pressures.

Appendices:

None.

Background papers:

[Cabinet report, March 2025](#)

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

Term	Meaning
CYP	Children and Young People
DAPTRS	Drug & Alcohol Prevention Treatment and Recovery Service
DATRIG	Drug & Alcohol Treatment and Recovery Improvement Grant
EB	Early Break
GMMH	Greater Manchester Mental Health
GM	Greater Manchester
HMT	HM Treasury
OHID	Office for Health Improvement and Disparities
GM	Greater Manchester
PSR	Provider Selection Regime
SSMTRG	Supplemental Substance Misuse Treatment and Recovery Grant