



# Committee Report

---

**PURPOSE:** Final Decision Report

**KEY OR NON-KEY DECISION:** Key decision over £500k spend/save & impacts more than 2 wards

**COMMITTEE:** Public Health and Communities Committee

**DATE:** 21 June 2024

**TITLE:** Direct award of substance use services in primary care

**Ward(s):** All wards across Bristol.

**Officer presenting the report:** Carol Slater

**Job title:** Head of Service, Public Health

**Committee Chair:** Councillor Stephen Williams

**Executive Director lead:** Hugh Evans: Executive Director for Adult and Communities

**Proposal origin:** BCC Staff

**Purpose of Report:** To seek permission to award a contract to GP practices & pharmacies from 1<sup>st</sup> April 2025, to deliver prescribing, supervised consumption, community detoxification and holistic health care, working in partnership with the main substance use provider. This award will be made in accordance with the NHS (National Health Service) Provider Selection Regime regulations, use of which are to be approved in line with the Council's prevailing Procurement Rules.

## **Evidence Base / Options to consider:**

1. Since April 2013, Local Authorities have been responsible for commissioning substance use treatment services as part of their mandated public health responsibilities, under the conditions of the Public Health grant, which is authorised by the Director of Public Health.
2. The proposed commissioning of primary care activity aligns to the ambitions set out in the National Strategy; From Harm to Hope (2022) and with Bristol's Alcohol and Drug Strategy (2021), which highlight the need for high quality and effective prevention, treatment, recovery and harm reduction services and programmes.
3. The Healthcare Services Provider Selection Regime (PSR) are procurement regulations which commissioners of NHS services will follow when healthcare services are purchased. The regime aims to fulfil the Health and Care Act's intention to deliver greater system collaboration in the arrangement of healthcare services. The PSR regulations came into force on 1 January 2024. These regulations extend to specific public health services.
4. Public Health received Cabinet approval in 2023 to commence the recommissioning of core substance use services (known locally as ROADs - Recovery Orientated Alcohol and Drugs Services) by competitive tender. This process is underway, with a new contract due to commence on the 1st of April 2025. The

- contract term is five years, with provision for 2 contract extensions (5+2+2 years).
5. The commissioning plan sets out our intention to direct award to primary care for the provision of medical interventions and support from GPs for the main substance use services, and the delivery of supervised consumption from pharmacists. These are services which can only be delivered at a population level by primary care providers.
  6. Feedback and themes from the consultation on the commissioning plan:
    - Overall, 80 per cent of respondents either agreed or strongly agreed with the proposal to continue the investment in community prescribing for adults via shared care and bring together all other adult prescribing pathways into a single specialist prescribing pathway which would cater for our most complex clients.
    - Respondents highlighted the need for services to be community based. The need to build recovery into the community was mentioned as well as the need for infrastructure and resource in the community to provide community-based services.
    - Enhancing the role of primary care in shared care was highlighted and ensuring it is well integrated with the proposed specialist prescribing service. It was also raised that the specialist prescribing model would mean that the most complex clients would be retained in the city centre, therefore there need to be effective joint working practices between shared care and the specialist prescribing service.
  7. Public health specialists will work with representatives from primary care, and the new lead provider (when awarded) for substance use services to develop new specifications, which will be informed by evidence and service user experience.

#### **Officer Recommendations:**

That the **Committee for Public Health and Communities:**

1. **Approves the proposal to direct award a substance use services contract to primary care in accordance with the requirements of the Health Care Services (Provider Selection Regime) Regulations 2023.**
2. **Authorises the Director of Public Health with the Executive Director Adult and Communities, in consultation with Chair of the Public Health and Communities Committee, to take all steps required to direct award the contracts for the provision of substance use services in primary care for a period of 5+2+2 years in accordance with the maximum budget envelopes outlined in this report.**
3. **Authorises the Director of Communities and Public Health, with the Executive Director Adult and Communities and in consultation with Chair of the Public Health and Communities Committee to invoke any subsequent extensions/variations specifically defined in the contract(s) being awarded, up to the maximum budget envelope outlined in this report.**
4. **Note the consultation report at Appendix F.**

#### **Corporate Strategy alignment:**

1. Theme 4 (Health, Care and Wellbeing) of the Corporate Strategy describes the need to embed health in all council policies to improve physical and mental health and wellbeing, reduce inequalities and the demand for acute services. It recognises that public health is a statutory requirement of local authorities and highlights the need to commission public health services to improve the health and wellbeing of Bristol's residents. The continued commissioning of this substance use contract will help to achieve these aims.

### City Benefits:

1. Substance use treatment services can have a significant positive impact on the City of Bristol, both in terms of improving health and well-being of its citizens, reducing inequalities, promoting social value and sustainability.
2. Substance use treatment services can help address health inequalities by providing equitable access to care for communities who may be disproportionately affected by substance use.
3. Substance use treatment services can promote social value by reducing the harm associated with alcohol and other drugs.
4. Substance use treatment services can promote sustainability by reducing the social and economic costs of the harms from alcohol and other drugs.

### Consultation Details:

1. The proposal was included in the Commissioning Plan which informed the main substance use recommissioning process noted previously in this report.
2. A public consultation ran from 30<sup>th</sup> October 2023 to 24<sup>th</sup> December 2023 ([Substance Use Commissioning Plan Public consultation 2023 | Ask Bristol Consultation and Engagement Hub](#))
3. Appendix F: the consultation report.

### Background Documents:

1. Community Pharmacy Guidance for providing services to people who use drugs and alcohol - [Community pharmacy: delivering substance misuse services - GOV.UK \(www.gov.uk\)](#)
2. Drug Misuse and dependence, UK guidelines on clinical management - [Drug misuse and dependence \(publishing.service.gov.uk\)](#)
3. PSR regulations - [NHS England » The Provider Selection Regime: statutory guidance](#)
4. Public Health grant 2024/25 - [Public health grants to local authorities: 2024 to 2025 - GOV.UK \(www.gov.uk\)](#)
5. Substance use commissioning plan 2024 - <https://www.ask.bristol.gov.uk/28402/widgets/81322/documents/56961>

<b>Revenue Cost</b>	<b>£1,110,000 per annum</b>	<b>Source of Revenue Funding</b>	Public Health Grant
<b>Capital Cost</b>	<b>£</b>	<b>Source of Capital Funding</b>	e.g. grant/ prudential borrowing etc.
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/> <b>If yes - existing or new saving?</b> Choose an item. <b>OR Income generation proposal</b> <input type="checkbox"/>	

### Professional comments section:

**1. Finance Advice:** This report seeks authority to directly award a substance use contract for a period of 5 years plus potential further extensions of up to 4 (2 lots of 2 year extensions). The annual cost is estimated to be in the region of £1.11m (giving a maximum budget envelope of £9.99m over 9 years) which will be fully funded from the Public Health grant with no additional cost to the general fund.

**Finance Business Partner:** Denise Hunt 9 May 2024

**2. Legal Advice:** The recommendations in this report ensure the Council can comply with the requirements of the Health Care Services (Provider Selection Regime) Regulations 2023 which are applicable when

procuring health care services.

The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, should give sufficient reasons for any proposal to permit intelligent consideration and should allow adequate time for consideration and response. There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

**Legal Team Leader:** Husinara Jones, Team Manager/Solicitor, 15 May 2024

**3. Implications on IT:** I can see no implications on IT regarding this activity.

**IT Team Leader:** Alex Simpson – Lead Enterprise Architect, 14 May 2024

**4. HR Advice:** The report is seeking approval to award contracts for Bristol’s substance use services to general practices and community pharmacies from 1 April 2025 in accordance with the NHS Provider. There are no significant HR implications arising for BCC employees.

**HR Partner:** Debbie Hunt HR Consultancy Manager (comments provided on behalf of Lorna Laing HR Business Partner), 10 May 2024

## APPENDICES

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>NO</b>
<b>Appendix B – Equality Impact Assessment (EqIA)</b>	<b>YES</b>
<b>Appendix C – Environmental Impact Assessment</b>	<b>YES</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Exempt Information</b>	<b>NO</b>
<b>Appendix F – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix G – Options appraisal matrix</b>	<b>NO</b>
<b>Appendix H – Business case / financial analysis</b>	<b>NO</b>