

Commissioning and Procurement Executive Committee - 15 November 2022

Subject:	Commissioning of alcohol and drug use treatment and recovery services – inclusion of community pharmacy supervised consumption scheme into scope		
Corporate Director/ Director:	Catherine Underwood, Corporate Director for People Lucy Hubber, Director of Public Health		
Portfolio Holder:	Cllr Linda Woodings (Adults and Health)		
Report author and contact details:	Tammy Coles, Public Health Principal tammy.coles@nottinghamcity.gov.uk		
Other colleagues who have provided input:	Helen Johnston, Consultant in Public Health Nancy Cordy, Senior Public Health Manager		
Key Decision	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	Subject to call-in
			<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Reasons:	<input checked="" type="checkbox"/> Expenditure	<input type="checkbox"/> Income	<input type="checkbox"/> Savings of £750,000 or more
taking account of the overall impact of the decision			<input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital
Significant impact on communities living or working in two or more wards in the City			<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Type of expenditure:	<input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital		
Total value of the decision: £2,689,709			
Wards affected: City-wide			
Date of consultation with Portfolio Holder: 25 October 2022			
Relevant Council Plan Key Outcome:			
Clean and Connected Communities		<input type="checkbox"/>	
Keeping Nottingham Working		<input type="checkbox"/>	
Carbon Neutral by 2028		<input type="checkbox"/>	
Safer Nottingham		<input checked="" type="checkbox"/>	
Child-Friendly Nottingham		<input type="checkbox"/>	
Healthy and Inclusive		<input checked="" type="checkbox"/>	
Keeping Nottingham Moving		<input type="checkbox"/>	
Improve the City Centre		<input type="checkbox"/>	
Better Housing		<input type="checkbox"/>	
Financial Stability		<input type="checkbox"/>	
Serving People Well		<input checked="" type="checkbox"/>	
Summary of issues (including benefits to citizens/service users):			
Nottingham City Council commissions community pharmacists to deliver supervised consumption for opioid substitution therapy. There are over 50 branches across the city who provide this service.			
A key decision has been recently taken for the recommissioning of alcohol and drug treatment and recovery system.			
Community pharmacy provision was not initially identified as being in scope for this recommissioning, however a strategic commissioning review has identified the benefits of including community pharmacy provision as part of the re-commissioned system of community treatment and recovery services, and this paper requests approvals to align and include community pharmacy services accordingly.			
Exempt information: None.			

Recommendations:

- 1 Approve the inclusion of community pharmacy supervised consumption and other appropriate pharmacy led alcohol and drug use interventions in the scope of the re-commissioning of community alcohol and drug services, within described delegated approvals for developing the service model, and within the procurement process with approval to spend to a total value of £2,689,709.
- 2 Approve an extension to the existing community pharmacy supervised consumption contracts from 1 April 2023 to 30 June 2023 with spend to a value of £65,606.

1. Reasons for recommendations

- 1.1 Recommendation 1 is seeking approval to include supervised consumption and other appropriate pharmacy led alcohol and drug use interventions in community pharmacies within the scope of the procurement for the new alcohol and drug use treatment and recovery services. This is to enable the procurement processes to align and maximise the opportunities for multidisciplinary working across the proposed new integrated service model. This will optimise outcomes for service users, their families, and communities.
- 1.2 Recommendation 2 is seeking to further extend these contracts by 3 months during Quarter 1 2023/24 to align with the timescales for the procurement of new alcohol and drug use treatment and recovery services.

2. Background (including outcomes of consultation)

- 2.1 In line with NICE and Department of Health guidance prescribing opioid substitution therapy (OST) is a recommended option for maintenance therapy in the management of opioid dependence. It is recommended that when a person starts OST, they should take each dose under the supervision of a nurse, doctor, or community pharmacist for a minimum of 3 months.
- 2.2 This 'supervised consumption' reduces drug use, injecting, mortality, and offending. It maintains a service user's tolerance for opioids, reducing withdrawal symptoms and cravings for opioids. It gives people the stability to focus on broader recovery, by helping people come off opioids and OST medication altogether. It reduces the risks of overdose or under dosing, diversion of controlled medicines and accidental poisonings of children and vulnerable adults.
- 2.3 Pharmacists have expertise in the use and interaction of medicines. They contribute to the treatment and care of patients through liaison with prescribers. In the treatment and management of drug use they play a key role in the assessment of appropriate levels of supervised consumption, the provision of take-home naloxone and provision of needle exchange services.
- 2.4 A strategic commissioning review of substance misuse services and the wider system has been undertaken to understand the current service landscape, needs including emerging trends, and the perspective of people with lived experience. This includes a Joint Strategic Needs Assessment chapter, service reviews and a programme of stakeholder engagement. The review has informed the development of a commissioning model for the highest quality and value treatment and recovery services, reflecting effective pathways with other key services including for mental health and severe multiple disadvantage, meeting the needs of our diverse population, and building on existing good practice.

- 2.5 A key decision was taken by the Commissioning and Procurement Executive Committee in July 2022 for the recommissioning of substance misuse treatment and recovery services for Nottingham. This gave delegated approval to the Director of Public Health to develop a service model for the system, and for the council to procure the required services, with spend approval through to 30 June 2032.
- 2.6 Approval has been previously given to extend the existing community pharmacy contracts for supervised consumption to 31 March 2023. This extension is requested on the same grounds as the April 2022 - March 2023 extension period, noting that this scheme was procured under an open accreditation process, and that model will be maintained throughout the extension period, with ongoing advertisement of the open accreditation of the scheme on the Nottingham City Council website to enable any prospective providers to apply and deliver, if appropriate.
- 2.7 Whilst not initially in scope for the strategic commissioning review the ending of the current supervised consumption provision and requirements to re-tender provides an opportunity to align and include within the wider alcohol and drug treatment and recovery procurement process. The opportunity to integrate both the provision of OST and the roles and expertise of community pharmacists within an alcohol and drug treatment and recovery system. This has the benefits of improved joined up care throughout the treatment and recovery pathway and making recovery visible, a distributed model of care across and beyond the city centre reaching into local communities and the opportunity to gain a better understanding of the needs of individuals and the communities they live in. This is consistent with the findings from the strategic commissioning review which highlighted: the need for flexibility around the location of and opening times of services and services linking together.
- 2.8 This integrated approach supersedes a previous intention to separately procure supervised consumption (set out in Commissioning and Procurement Executive Committee paper October 2021; indicated in Delegated Decision 4635) and allows substantially improved alignment between treatment and recovery services.
- 2.9 Community pharmacy supervised consumption is wholly funded by the Public Health Grant. In line with Public Health grant requirements as laid out in Public Health Grant Conditions and Mandated Functions in England, a local authority must, as a condition in using the grant, "have regard to the need to improve the take up of, and outcomes from, its drug and alcohol treatment services".
- 2.10 The supervised consumption scheme will allow Nottingham City to provide an evidence-based treatment system which aligns with the needs of the drug-using population. The value of the Public Health Grant allocation for supervised consumption from July 2023 has been calculated as: £2,624,103 which represents the annual budget over 9 years (approved contract length of new service) plus 2% year on year cost of living.

3. Other options considered in making recommendations

- 3.1 Do nothing and let the service provision end on 31 March 2023. This is not a viable option because there is a clear need for this service in the city to continue to ensure the continuity of positive outcomes for people who use opioids. Discontinuation of this service could result in an increase in overdose, accidental poisoning, and diversion of medication. All of these aspects would increase the burden on other departments and organisations such as HM Corner's Office, Nottinghamshire Police, Community Protection and local businesses.

- 3.2 A separate procurement exercise for supervised consumption in community pharmacy would miss the opportunity to align this provision with other community treatment and recovery provision and would not be consistent with the findings of the strategic commissioning review.

4. **Consideration of Risk**

A risk of a gap in delivery is minimised by extending the current contracts. By alignment with the procurement processes, community pharmacy supervised consumption provision will be included with the risks previously described for the commissioning of the community alcohol and drug treatment and recovery system.

5. **Finance colleague comments (including implications and value for money/VAT)**

This report requests approval to:

1. Include supervised consumption and other appropriate pharmacy led alcohol and drug use interventions in community pharmacies within the scope of the procurement for the new alcohol and drug use treatment and recovery services. Approval to spend up to a value of £2,689,709.
2. Extend the existing community pharmacy supervised consumption contracts by 3 months from 1 April 2023 to 30 June 2023 up to the value of £65,606.

The total cost of this decision will be fully funded from the Public Health grant. If the grant was to reduce in future years, the service would need to realign services within the revised available funding limit ensuring that no financial pressure arises.

Once the decision is approved, a budget virement will be posted to realign the budgets, supporting budget managers to robustly monitor the budget.

The actual costs associated with this decision will require regular monitoring to form an audit trail against this grant funding and support robust forecasting. Any decisions taken will need to be robustly captured against this decision value to ensure it is not exceeded. This information will also be used for internal/external reporting purposes as required.

Tracey Moore, Commercial Business Partner - 07 November 2022

6. **Legal colleague comments**

The proposals in this report raise no significant legal issues and are supported.

An extension of the existing arrangement will permit a tender process (approval for which has already been sought) to be prepared and undertaken. Due to the open nature of the accreditation process that is in place for these types of services, the proposal to extend the contracts is deemed to be permissible as a non-substantial modification under the Public Contracts Regulations 2015 which is in turn permissible in accordance with Article 18.99 of the Constitution.

The proposed extended accreditation process will remain open for the duration of the three-month extension period which shall ensure continued opportunity and

competition for providers in the market. A new tender will be undertaken during the extension period to facilitate a new contract being put in place from April 2023.

Legal services will assist as necessary with respect to any contract extensions and the future procurement requirements.

Advice provided by Amana Parveen, Solicitor - 18/10/2022.

7. Other relevant comments

7.1 Procurement colleague comments

This decision relates to the commissioning of supervised consumption and related pharmacy led interventions, which is proposed to be included within the scope of the wider commissioning and procurement process already approved for alcohol and drug use treatment and recovery services.

A commissioning review has identified that the alignment of these procurement processes will maximise the opportunities for multidisciplinary working and integration of services to optimise outcomes for service users, their families, and communities.

The procurement team will support the commissioning of these services through undertaking a procurement process compliant with the UK Public Contracts Regulations and the Council's Contract Procedure Rules.

The proposed extension of current contracts for supervised consumption for a 3-month period will enable alignment of the commissioning and procurement process with other substance misuse services, in order to secure integrated service provision.

The current accreditation process for the award of contracts will remain open for new applications during the extension period. The proposed extension of these contracts is therefore considered to be a permissible modification in accordance with Article 18.99 of the Contract Procedure Rules.

Jo Pettifor, Category Manager, Strategy & People - 11 October 2022.

8. Crime and Disorder Implications (If Applicable)

8.1 Drugs and alcohol are a major driver of crime and disorder. Ensuring sufficient accessible treatment and recovery services for substance misuse is a fundamental aspect of addressing this nationally and locally.

9. Social value considerations (If Applicable)

9.1 High quality alcohol and drug use services add social value through improving the outcomes for people affected by substance misuse and their wider families and communities.

9.2 The Procurement Strategy objectives for promoting social value and maximising economic, social and environmental benefits will be applied here, including considering how categories of supplies are structured within lots to ensure accessibility for local or smaller organisations.

10. Regard to the NHS Constitution (If Applicable)

10.1 NHS Nottingham and Nottinghamshire Integrated Care System (ICS) are key partners in the Substance Misuse Strategic Oversight Group, the multiagency advisory group for the system model of substance misuse services.

11. Equality Impact Assessment (EIA)

11.1 An Equality Impact Assessment will be completed on the approved commissioning model, and due regard will be given to any implications identified within it

12. Data Protection Impact Assessment (DPIA)

12.1 A Data Protection Impact Assessment will be completed on the approved commissioning model, and due regard will be given to any implications identified within it.

13. Carbon Impact Assessment (CIA)

13.1 A Carbon Impact Assessment will be completed on the approved commissioning model, and due regard will be given to any implications identified within it

14. List of background papers relied upon in writing this report (not including published documents or confidential or exempt information)

14.1 None.

15. Published documents referred to in this report

15.1 [Guidance | Methadone and buprenorphine for the management of opioid dependence | Guidance | NICE](#)

15.2 [Drug misuse and dependence \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

15.3 Delegated decision - [DD4635.pdf \(nottinghamcity.gov.uk\)](#)