



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: 11 October 2024

TITLE: Re-procurement of Bristol Public Health Nursing Service and Young People's Specialist Substance Misuse Treatment Service

Ward(s): All wards

Officer presenting the report: Jo Williams

Job title: Consultant in Public Health

Committee Chair: Cllr Stephen Williams

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

Proposal origin: BCC Staff

Purpose of Report:

1. To seek approval to commence re-procurement of the Bristol Public Health Nursing Service and the Young People's Specialist Substance Misuse Treatment Service, with delegated authority for subsequent steps. The report also advises on the indicative timescales for the re-procurement, including consultation and engagement with key stakeholders, including Committee members.

Evidence Base:

Introduction

1. As part of its duties under the Health and Social Care Act (2012), the local authority commissions a universal Public Health Nursing Service for all children, young people, and families in Bristol. The Bristol Public Health Nursing Service includes Health Visiting for 0-5-year-olds, School Health Nursing for 5-19 (or 25) year-olds, and the Family Nurse Partnership (FNP) for first-time parents under 19 until their child is 2.5 years old.
2. The local authority also commissions a Young People's Specialist Substance Misuse Treatment Service, in line with national guidance. Both services are funded by the Public Health Grant, which the Council receives from the Department of Health and Social Care to execute its duties for improving and protecting public health.
3. The Public Health Nursing Service and Young People's Specialist Substance Misuse Treatment Service are

currently commissioned as part of the wider Community Children’s Health Partnership (CCHP) contract, of which the Bristol, North Somerset, and South Gloucestershire (BNSSG) Integrated Care Board (ICB) is the lead commissioner and Bristol City Council (BCC), an associate commissioner.

4. The Community Children’s Health Partnership contract covers a range of community health services for children and young people across Bristol and South Gloucestershire, with different commissioners funding different elements (including the ICB, BCC, South Gloucestershire Council and NHS England). The Public Health Nursing Service and Young People’s Specialist Substance Misuse Treatment Service are the two services within the contract that are funded by BCC Communities and Public Health. There are other services within the contract that are funded by the BCC Children and Families, and Education and Skills departments.

Request and rationale

5. The current Community Children’s Health Partnership contract, delivered by Sirona Care and Health Community Interest Company (CiC), expires on 31st March 2027. The Director of Public Health is therefore required to ensure that the BCC Public Health funded services within the contract are re-procured from this date. The same applies to the services funded by the other BCC departments, with separate engagement planned with the Children and Young People Committee regarding these services.
6. This report seeks approval from the Public Health and Communities Committee to begin re-procurement of the Public Health Nursing Service and Young People’s Specialist Substance Misuse Treatment Service. Additionally, it requests delegated authority for the Director of Public Health, in consultation with the Chair of the Public Health and Communities Committee, to re-procure the services, in line with the Council’s Procurement Rules and within the maximum budget available.
7. The exact budget for the re-procured services is yet to be finalised, as the re-procurement process is yet to begin. However, it will be in the region of £11 million per year (covering both services). The report also asks for authority for the Director of Public Health to accept and allocate any external funding that may become available to support these services, again in accordance with the Council’s Procurement Rules and any national regulations or funding restrictions.
8. There will be opportunities throughout the process for consultation and engagement with the Committee and other stakeholders, including the public and directly affected groups.

Context

9. The Community Children’s Health Partnership contract encompasses various community health services for children and young people, including Community Paediatrics; the Child and Adolescent Mental Health Service (CAMHS); Special Educational Needs and Disability (SEND) services and health services for care experienced children and young people, in addition to Public Health Nursing and the Young People’s Specialist Substance Misuse Treatment Service.
10. The contract was awarded to Sirona Care and Health Community Interest Company (a not-for-profit social enterprise) in April 2017 for a period of five years (to 2022), with a contract extension evoked in April 2020 for a further five years, from 2022 to 2027. Some of the services within the contract are sub-contracted by Sirona Care and Health to other providers. These include the Young People’s Specialist Substance Misuse Treatment Service which is sub-contracted to Avon and Wiltshire Mental Health

Partnership NHS Trust (AWP) as part of the Child and Adolescent Mental Health Service, in line with national guidance and best practice.

11. BCC Public Health currently provides funding in the region of £11 million per year for the Public Health Nursing Service and the Young People's Specialist Substance Misuse Treatment Service. This is almost a third of the total Public Health Grant (£36 million, 2024/25). Approximately 95% of the £11 million is spent on Public Health Nursing, with approximately 5% spent on the Young People's Specialist Substance Misuse Treatment Service.
12. Staff in these two services are on NHS 'Agenda for Change' contracts, making them eligible for national pay increases. While future pay rises are expected to be covered by a corresponding increase in the Public Health Grant from NHS England, there is a risk that national funding may fall short, putting pressure on local service budgets. This is a known risk which will be managed through careful planning, future financial modelling, and including a budget margin to account for potential pay increases in future (see 'Background Documents 2' for more detail).
13. The other Community Children's Health Partnership services funded by BCC (Children and Families, and Education and Skills) currently total in the region of £2 million per year, and cover elements of the Child and Adolescent Mental Health Service, early years health services and SEND services. There are multiple interdependencies between these services and the other services within the contract, including those commissioned by Public Health.
14. The ICB provides the largest share of funding for services within the Community Children's Health Partnership contract, currently in the region of £28 million per year. The current total funding for the Community Children's Health Partnership contract, from all funding streams, is in the region of £46 million per year.

The services

15. **The Public Health Nursing Service** enhances the health and wellbeing of children, young people, and families in Bristol from conception to 19-years-old (or 25 for those with SEND). It provides four levels of support tailored to individual and family needs: Community, Universal, Targeted (short-term help), and Specialist (longer-term, complex needs). The service includes Health Visiting for 0-5-year-olds, School Health Nursing for 5-19 (or 25) year-olds, and the Family Nurse Partnership (FNP) for first-time parents under 19 until their child is 2.5 years old.
16. The service uses strength-based approaches to build relationships with families, helping them become more resilient, change behaviours if needed, and maintain good health. The service offers advice, guidance, support, and signposting on various health and wellbeing topics through home visits, one-to-one or group sessions, drop-in services, and online support.
17. Most families receive the universal offer, but more specialised support is provided as needed, including targeted programmes for vulnerable children, young people, and families. The service identifies needs early and connects families to additional services as required. All elements of the service are important, contributing to essential prevention and early intervention for all children, young people, and families in Bristol. There are two nationally mandated elements; Health Visitors carry out five mandated reviews from pregnancy until the child is 2.5 years old and the School Nursing Service delivers the National Child Measurement Programme (NCMP) for children in Reception (age 4-5 years) and Year 6 (age 10-11). NCMP

enables early intervention to support child healthy weight and supports the commissioning of healthy weight services.

18. **The Young People’s Specialist Substance Misuse Treatment Service** supports young people in Bristol aged 17 and under who misuse drugs and alcohol and have poor mental health. These young people present with a range of complex needs and require a specialist treatment service. The aim of the service is to prevent the escalation of drug and alcohol use and related harm, including preventing young people from becoming drug or alcohol dependent adults.
19. The service provides a full range of evidence-based substance use interventions including pharmacological, psychosocial, and harm reduction. It employs a multi-agency approach, in response to the individual needs of young people, with treatment delivered according to national guidance and best practice. The service is provided by a consultant led specialist team within the Child and Adolescent Mental Health Service. This is in line with national guidance which recommends integrated substance use and mental health services for young people where possible, given that substance use, and poor mental health often occur together.
20. Future service delivery will be aligned with our other young people's substance use services. These have been commissioned outside of this re-procurement process, to ensure that we meet a range of need, including prevention and early intervention, alongside the specialist treatment provided by this service, within the Child and Adolescent Mental Health Service.

The re-procurement process

21. Below are the key tasks that will be involved in the re-procurement process for both services, including tentative dates. Please note, these dates are provisional and may change. They may also vary between the two services given the differences between them. The exact dates and tasks will be finalised after the options appraisal on the procurement model, as the chosen model will influence all subsequent steps.

Task	Indicative dates
Commencement of re-procurement process, including establishment of re-procurement steering groups (engagement with Committee)	Sept to Oct 2024
Options appraisals on procurement model, including stakeholder engagement and soft market testing.	Sept to Dec 2024
Development of commissioning strategies, including key priorities and deliverables based on needs assessment, local and national guidance, and stakeholder engagement.	Sept 2024 to Feb 2025
Soft market testing and engagement	Oct 2024 to Sept 2025
Development of service specifications	Oct 2024 to Sept 2025
Public consultation on commissioning strategies, including preferred procurement model (engagement with Committee)	April to July 2025
Procurement of services, including contract award (engagement with Committee)	Aug 2025 to April 2026
Mobilisation period	April 2026 to 31 st March 2027
Start of new contract	1 st April 2027

22. There will be ongoing consultation and engagement with key stakeholders throughout the process, including Committee members, directly affected groups and the wider public. The Public Health and Communities Committee will be engaged at key points, including the options appraisal, public consultation, and contract award. There will also be opportunities for nominated members to participate at other points, as part of wider engagement with key stakeholders. Details will be finalised in consultation with the Committee Chair.

23. A dynamic risk assessment will be undertaken on the re-procurement process, to ensure that all key risks are identified and managed. In addition, there will be an ongoing assessment of needs, equalities, and environmental impacts throughout.

Officer Recommendations:

Officers recommend that the Committee for Public Health and Communities:

1. Approves the commencement of a re-procurement process for the Bristol Public Health Nursing Service and Young People’s Specialist Substance Misuse Treatment Service.
2. Delegates authority to the Director of Public Health, in consultation with the Public Health and Communities Committee Chair, to take all steps required to procure and award contracts for the services, in line with the Council’s Procurement Rules (which could include NHS Provider Selection Regime Regulations) and within the maximum budget available (the exact amount will be confirmed but will be in the region of £11 million).
3. Authorises the Director of Public Health to accept and allocate any additional external funding that

supports these services in accordance with the Council's Procurement Rules and any national regulations or funding restrictions.

4. Notes the indicative timescales for the re-procurement process, including consultation and engagement with key stakeholders, including Committee members.

Corporate Strategy Alignment:

1. The overarching aim of the relevant services is to improve physical and mental health and reduce health inequalities amongst children, young people, and families in Bristol. This aligns with Bristol City Council's Corporate Strategy 2022-27, particularly in relation to the following ambitions:
 - Tackling health inequalities to help people stay healthier and happier throughout their lives.
 - Ensuring that Bristol is a city where every child belongs and gets the best start in life.
2. Many of the outcomes delivered as part of these services are city-wide priorities, aligned with the Corporate Strategy and the One City Belonging Strategy for Children and Young People 2021-24, including improving parenting support; increasing breastfeeding and childhood vaccination uptake; improving mental health; reducing childhood obesity and child poverty; Healthy Schools; substance misuse support for young people and Covid-19 recovery for children and families.

City Benefits:

1. Re-procuring the Public Health Nursing Service and Young People's Specialist Substance Misuse Treatment Service will have multiple city-wide benefits including:
 - Improved health and wellbeing outcomes in a wide range of priority areas for children and families, including mental health; breastfeeding; child development; immunisations; parenting support; special educational needs and disabilities; healthy weight; sexual health and substance use.
 - Ensuring that all children and young people get the best start in life.
 - Reduced health inequalities for children and families.
 - Support for sustainable Covid-19 recovery for children and families.

Consultation Details:

1. We will engage and consult with key stakeholders on the re-procurement of these services, including directly affected groups, the wider public, current staff, system partners, and Committee members. A range of formats will be used to ensure accessibility and inclusivity in the consultation process. Previous consultation insights will also be considered.
2. Stakeholder feedback will be used to shape the re-procurement, including the development of service specifications, to ensure that the newly developed services are user-led and meet the needs of children, young people, and families. The specific consultation plans are yet to be finalised but will be appropriate to the proposed changes and allow enough time for thorough engagement.

Background Documents:

1. [Children’s Community Health Partnership Contract Extension \(Cabinet paper, 14.07.20\)](#)
2. [Agenda for Change pay uplifts for BCC funded services within CCHP contract \(06.12.22\)](#)
3. [Bristol’s Belonging Strategy for Children and Young People - Vision Statement \(bristolonecity.com\)](#)
4. [Bristol’s Belonging Strategy for Children and Young People - Belonging from the Beginning \(bristolonecity.com\)](#)
5. [Bristol’s Belonging Strategy for Children and Young People - Belonging in the Community \(bristolonecity.com\)](#)
6. [Commissioning health visitors and school nurses for public health services for children aged 0 to 19 - GOV.UK \(www.gov.uk\)](#)
7. [Supporting public health: children, young people and families - GOV.UK \(www.gov.uk\)](#)
8. [Commissioning the Family Nurse Partnership programme - GOV.UK \(www.gov.uk\)](#)
9. [From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK \(www.gov.uk\)](#)

Revenue Cost	In the region of £11 million per year (exact amount to be confirmed)	Source of Revenue Funding	Public Health Grant
Capital Cost	n/a	Source of Capital Funding	
One off cost <input type="checkbox"/> Ongoing cost <input checked="" type="checkbox"/>		Saving Proposal <input type="checkbox"/> If yes - existing or new saving? Choose an item. OR Income generation proposal <input type="checkbox"/>	

Professional comments section:

1. Finance Advice: This report seeks Committee approval to commence the re-procurement of the Bristol Public Health Nursing Service and the Young People’s Specialist Substance Misuse Treatment Service, with delegated authority for subsequent steps including the authority for the Director of Public Health to accept and allocate any external funding that may become available to support these services. It is estimated that the contract costs will not exceed £11 million per year for the two services (which will be in line with previous contacts costs). It is worth noting that the staff in these two services are on NHS 'Agenda for Change' contracts which makes them eligible for national pay increases. However, these are expected to be covered by a corresponding increase in the Public Health Grant from NHS England. It also worth noting that there is a risk that national funding may fall short of individual local authority requirements impacting on local service budgets. It is therefore expected that this potential risk will be managed through careful planning, future financial modelling including incorporating a budget margin to account for potential pay increases in future. In view of the above and as these proposals will be funded by the Public Health Grant, which the Council receives from the Department of Health and Social Care to execute its duties for improving and protecting public health, they will therefore have no impact on the Council’s General Fund.

Finance Business Partner: Christie Fasunloye (Finance Manager – ASC and PH), 28th August 2024.

2. Legal Advice: The procurement process must be conducted in line with the 2015 Procurement Regulations/Procurement Act 2023 and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Legal Team Leader: Husinara Jones, Team Manager/Solicitor 1 August 2024

3. Implications on IT: There are no specific implications on IT regarding this activity.

IT Team Leader: Alex Simpson, Lead Enterprise Architect, 06/08/2024

4. HR Advice: This report is seeking approval to commence re-procurement of the Bristol Public Health Nursing Service and the Young People’s Specialist Substance Misuse Treatment Service. There are no significant HR implications arising from this proposal.

HR Partner: Debbie Hunt, HR Business Partner 02/08/2024

APPENDICES

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