

Procurement of New Contract for 0-25 Public Health Nursing Services (encompassing Health Visiting, Family Nurse Partnership and School Nursing Services)

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1. Summary

- 1.1 This report sets out the proposed redesign, commissioning and procurement of a new 0-25's Public Health (PH) Nursing Service, which will work, with partners, to achieve the best health outcomes for our children, young people and their families and support their health and wellbeing needs.
- 1.2 The new service will encompass a 'universal service' covering health reviews at key stages during pregnancy, the early years of a baby's life, during school years and into further education or training for young people with disabilities. Where children, young people or families require targeted support, the PH nursing service will complement and interface with appropriate other services such as maternity services, GPs, child and adolescent mental health services, early years' settings and schools, the Early Help pathway (including access to information, advice, direct support, parenting support) etc. The service will also provide specialist health input to the multi-agency early help triage hub (COMPASS) and undertake, as a minimum, all Local Authority looked after children health assessments.
- 1.3 In 2013, all local authorities were required to take responsibility for commissioning school nursing services through their Public Health teams, under the terms of the Health and Social Care Act 2012. Subsequently, local authorities, through Public Health, were required to commission 0-5's health services (encompassing Health Visiting services and Family Nurse Partnership services). Together, all of these services implement the Healthy Child Programme, which covers health needs for children and young people aged 0-19 (and up to 25 for young people with disabilities and/or additional needs)
- 1.4 There is an opportunity now to move away from commissioning the two separate services that currently deliver the Healthy Child Programme, to commissioning one service which covers the whole 0-25 Healthy Child Programme age range, which is more flexible in its approach and uses a greater skill mix of staff delivering services in homes, community settings, schools and FE colleges.

The previous/current contract specifications for the various services covered by the existing contract agreement were in large part based on national models developed by NHS England. The specification for a new contract will:

- provide an opportunity to tailor services to what is needed within localities and communities across the county;
- focus on improving accessibility of services,
- enable continuity through transition points for children and young people,
- deliver improved child health outcomes in Shropshire.

2. Recommendations

- 2.1 To approve procurement of a new “0-25 integrated Public Health Nursing Service” as outlined in this report for an initial period of three years commencing 1st October 2017 with the option to extend, exercisable by the Council, for up to four further 12 month periods.
- 2.2 To approve delegated authority to the Director of Public Health in consultation with the Cabinet Portfolio Holder for Health and Wellbeing, to progress the procurement process up to preferred bidder stage, prior to seeking further Cabinet approval to award the contract in June 2017.

REPORT

3. Risk Assessment and Opportunities Appraisal

- 3.1 An opportunity and risk analysis has been undertaken which identifies fourteen key opportunities and fifteen associated risks. Of these fifteen risks, ten are below our tolerance levels (i.e. very low or low risks). The opportunity and risk register is a live document and therefore for the duration of the project additional risks are likely to be identified, added to the register and mitigated appropriately.
- 3.2 If required a detailed Equality and Social Inclusion Impact Assessment (ESIIA) will be undertaken which will be reviewed for the duration of the project.

4. Financial Implications

- 4.1 The current 2016-17 contract value for 0-5's is £3,729,425 and for School Nursing is £762,511. This gives a total current cost to Shropshire Council of £4,491,936, paid for from the Public Health grant. Additional funds of £60,000 per annum have been secured through the strengthening families programme to support young people, vulnerable pregnant/new mothers in developing social and independence skills up to September 2020.
- 4.2 Due to cuts in the Public Health grant and the needs of Shropshire Council to reduce budgets, the proposed new integrated contract is designed to ensure efficiency savings of £500,000 over three years through co-location, greater skill mix of staff, better co-ordination and information sharing.
- 4.3 The ring-fenced Public Health grant is confirmed until 2017-18. Future funds will be met from the allocated public health budget.

5. Background

5.1 The School Nursing Services, covering 5-19 year olds, Health Visitor and Family Nurse Partnership services were originally commissioned by NHS England. The commissioning responsibility for School Nursing Services transferred to Local Authority Public Health services on 1st April 2013. The commissioning responsibility for 0-5yr olds transferred to Local Authority Public Health services in October 2015. The service must offer universal support to all children and young people 0-19 and up to 25 where additional needs are identified eg young people with disabilities.

Together, the 0-5 and 5-19 services support children, young people and families/carers in the home, early years' settings, schools and the community environment.

5.2 The aim of this new procurement process is to commission a service which will focus on outcomes for health and ensure robust measures by which to identify progress, for example, in relation to:

- reducing health inequalities;
- improving public health outcomes, including 'readiness to learn at 2' and 'readiness for school at 4 years and six months'; dental health; childhood obesity and childhood accidents;
- providing children with the best start in life;
- supporting improved emotional health and well-being for children and young people;
- enhancing the skills of parents and carers to be able to responsively parent their children and forge strong bonds;
- providing a universal offer of support to all children, young people and their families;
- providing health assessments and screening at appropriate times in the child's life;
- promoting and supporting healthy family lifestyles;
- developing community-based support and networks;
- establishing/maintaining effective links with partners and voluntary sector agencies;
- improving perinatal mental health;
- encouraging care that keeps children healthy and safe;
- protecting children from serious disease, through screening and immunisation;
- reducing childhood obesity by promoting healthy eating and physical activity;
- identifying health issues early so support and/or referrals can be provided in a timely manner;
- making sure children are prepared for and supported in all child care, early years and education settings and support school readiness.

The new contract will be driven by the need to achieve measurable outcomes in relation to the above.

6. The Proposal

6.1 The new contract will:

- redefine and procure a comprehensive 0-25's service for a period of five years on a three + one + one basis (2017/2022), together with an option, exercisable by the Council, to extend for a further one plus one years);
- maintain the nature of support, which has proven to be effective, but place greater emphasis on direct support for families;
- provide a seamless universal preventative service for 0-19 (25) year olds;
- work with partners, stakeholders and communities, and in particular Children's Centres, in order to avoid duplication and ensure that there are no gaps in support or service provision.

6.2 The new contract will work to specified national and local strategy frameworks, action plans, policies and guidance, including the following:

- Public Health Outcomes Framework
- Healthy Child Programme
- Best Start in Life
- "1001 critical days"
- Shropshire Health & Wellbeing Strategy
- Shropshire JSNA
- Shropshire Council Corporate Vision
- Corporate Parenting
- Early Help Strategy
- Shropshire's Safeguarding Children Board

6.3 The new contract will ensure the following service specific outcomes:

- children and young people have an appropriate understanding and develop better self-management skills, including resilience; being ready to learn and ready for school;
- parents and carers have improved knowledge, understanding and behaviours to develop better parenting skills and resilience;
- an improved understanding by professional, voluntary and community sector workers of their respective roles in developing comprehensive support for children and young people;
- safeguarding of children and young people and mandated health reviews are prioritised.

6.4 Proposed Indicative Procurement Timeline

Invitation to Tender issued	Monday 27th February 2017
Deadline for submission bids	Friday 7th April 2017
Evaluation panel interviews	Friday 12th May and/or Friday 19th May 2017
Recommendations to Cabinet	Wednesday 21st June 2017
Award of Contract	Friday 30th June 2017

7. Legal context

7.1 Under the terms of the Health and Social Care Act 2012, upper-tier local authorities are now responsible for improving the health of their local population. Local authorities are key commissioners and hold many statutory duties for children, including:

- establishing arrangements to reduce child poverty
- promoting the interests of children in the development of **health & wellbeing** strategies (joining up commissioning plans for clinical and public health services with social care and education to address identified local health & wellbeing needs),
- leading partners/public to ensure children are **safeguarded** and welfare promoted
- leading, promoting and creating opportunities for co-operation with partners to improve the **wellbeing** of young people

7.2 The mandated, core public health offer for all children must include:

- child health surveillance (including infant physical examination) and development review
- child health protection, immunisation and screening
- information, advice and targeted support for families with additional needs
- health promotion and prevention by the multidisciplinary team
- defined support in the early years and education settings for children with additional and complex health needs
- additional or targeted public health nursing support as identified in the JSNA, eg support for looked after children, young carers or children of military families.

7.3 A new, integrated and locality-focussed service will create greater opportunities for delivering a more coherent universal service that covers 0-25 year olds in Shropshire and ensure that those children, young people and families that need greater support can be identified and provided with continuity of care and support, where and when it is needed.

8 Alternative Options and Appraisal

8.1 Rather than seeking tenders for a new combined service, the alternative option of continuing with the current service provider was considered in the event that there was no demonstrable market for provision of these services. In order to test the market, a market engagement event was held on 9th December 2016, at which 9 potential provider organisations attended. The attendance of the potential providers demonstrated that a new integrated and locality focused approach (which forms the basis of the proposed new contract) is a viable proposition and it would appear that there is sufficient market interest to pursue a tender process for the proposed combined service.

9. Additional Information

9.1 An internal project group, comprising finance, HR, legal, risk management, procurement, children's services and public health colleagues, has been driving this work forward and developed the Business Case for the contract tender. The

Business Case contains confidential information which is available for Cabinet Members.

9.2 The current service providers were consulted in early 2016 and they identified potential for increased efficiency and effectiveness through an integrated service approach, for example, co-location, shared use of IT systems, better communication between services and reassessment of skill mix.

9.3 Consultation events were also been undertaken with children's centre workers, stakeholders, including parents and young people and an online survey questionnaire. These events took place over the course of 2016 and feedback from the current providers presented in overview to the wider stakeholder groups.

A report on the stakeholder consultations is in draft, but in summary:

- a wide range of disciplines and professional groups were represented including teachers, pharmacists, dentists, community enablement officers, the fire service, probation services, the police, nursery workers and Shropshire Council colleagues;
- the response to the draft proposals were overwhelmingly positive;
- there was a desire to see more integrated working and for those who currently do not have close relationships with health visitors or school nurses to be much better engaged.

10. Conclusions

10.1 Shropshire Council has a duty of responsibility for commissioning health services for 0-19 year olds (and up to 25 years for young people with a disability and/or special health needs). Having consulted with current provider services, service users and key stakeholders, it is an opportune time to redesign the 0-25 services to both realise cost efficiencies and ensure that the mandated health reviews are achieving real outcomes for our children, young people and their families.

10.2 The previous/current contract specifications for the various services covered by the existing contract agreement were in large part based on national models developed by NHS England. The specification for a new contract will:

- provide an opportunity to tailor services to what is needed within localities and communities across the county;
- focus on improving accessibility of services,
- enable continuity through transition points for children and young people,
- improve child health outcomes in Shropshire.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

“Best Start in Life and Beyond: improving public health outcomes for children, young people and families. Guidance to support the commissioning of the Health Child Programme; Health Visiting and School Nursing services” (Public Health England 2016.)
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/554499/Service_specification_0-19_commissioning_guide_1.pdf

Cabinet Member (Portfolio Holder)
Councillor Karen Calder

Local Member

Conflicts of interest declared by members

None

Appendices

None