

CHESHIRE EAST COUNCIL

Cabinet

Date of Meeting: 11th February 2015
Report of: Dr Heather Grimbaldston, Director of Public Health
Subject/Title: Commissioning of 0-19 Healthy Child Programme in conjunction with NHS England (Ref CE 14/15-28)
Portfolio Holder: Cllrs Janet Clowes, Care and Health in the Community and Rachel Bailey, Safeguarding Children and Adults

1 Report Summary

- 1.1 This report outlines the significant opportunities that have arisen to put residents first in the re commissioning of 'healthy child' services for children and young people (aged 0 – 19 years), to enhance the public health services delivered to children and improve the outcomes for children .
- The funding and responsibility for commissioning for, 5 – 19 years health services (school health and National Child Measurement Programme - NCPM) transferred from the Central & Eastern Cheshire Primary Care Trust to the Council on April 2013.
 - The funding and commissioning of 0 – 5 years services (Health Visiting and Family Nurse Partnership) remained with the NHS (NHS England). Both will transfer to Cheshire East Council in October 2015.
 - In conjunction with NHS England school health (and NCMP), health visiting (and Family Nurse Partnership) are to be re commissioned by Cheshire East Council as lead commissioner.
 - The indicative financial allocation for the commissioning of children's 0 – 5 public health services (Health Visiting and Family Nurse Partnership) is £2,353,000 for the period October 2015 – March 2016 (DoH December 2014). The allocation will be confirmed in 2015.
 - Additional public health services are also to be re commissioned at the same time, to support child health, namely, a targeted breastfeeding service (Cheshire East Council commissioned and funded service) and a childhood vaccinations and immunisations service for school aged children. The childhood vaccinations and immunisations service will be procured by the Council on behalf of NHS England. This service will be funded by NHS England and the contract held in the name of NHS England.

- Evidence indicates that early intervention during pregnancy and support in early childhood are beneficial to the long term health and wellbeing of the child. Early intervention is also important in reducing health inequalities and maximising opportunities in later life.
- There are opportunities to link and align existing Children’s strategy, policy and services across the council and local NHS to promote integration.

Appendix 1 outlines the commissioning responsibilities for children’s services across Local Authorities and the NHS.

Cheshire East Council	NHS England
<p>Contract 1 5 – 19 years school health Including National Child Measurement Programme £1.1m to £1.3m per year over five years</p> <p>Contract 2 Breastfeeding £60k per year</p>	<p>Contract 3 0 – 5 years health visiting including Family Nurse Partnership approx. £4.3m per year (future CEC contract)</p> <p>Contract 4 5 – 19 years Vaccinations & Immunisations (on going NHSE contract)</p>

- 1.2 This report summarises the work undertaken to date and sets out the procurement arrangements for securing the new services. It considers the risks the Council faces as a consequence of this re commissioning work.
- 1.3 With regard to the services already being commissioned by Cheshire East Council from April 2013, a continuation of existing contractual arrangements, for 2014/15 and 2015/16, was agreed by Cabinet on 4/2/14.
- 1.4 Guidance on the commissioning of 0 – 19 year ‘healthy child’ services is outlined in two DH publications (PH in Local Government Commissioning Responsibilities December 2011, and a Commissioning Fact Sheet for Clinical Commissioning Groups July 2012).
- 1.5 Reviews of Cheshire East Commissioned services have taken place during 2013/14 and 2014/15. This has included surveys and events with users and stakeholders and stakeholder events. NHS England have led the review of 0 – 5 services.

2 Recommendations

- 2.1 That Cabinet note that an EU compliant procurement exercise to identify a preferred supplier for the public health services for 0-5 years (health visiting), breastfeeding, 0 – 5 years (school health) and 5 – 19 years Vaccinations & Immunisations is being undertaken. It is currently on schedule to be completed with new services in place by 1 September 2015.

- 2.2 That following the prescribed procurement process the authority will enter into contracts (two separate contracts) for 5 - 19 years' service, including the National Child Measurement Programme and for breastfeeding with one or two suppliers. The authority to enter into contract should be delegated to the Portfolio Holders, the Director of Public Health and Executive Director of Strategic Commissioning.
- 2.3 That Cabinet note and agree that the 0 - 5 years contract, including Family Nurse Partnership which is being procured by the Council but entered into by NHS England, will be transferred to Cheshire East Council in October 2015 (in line with national guidance when responsibility for the service transfers to the Council).
- 2.4 That Cabinet note the following:
- the breastfeeding contract whilst under £500k has been included in this work to secure the same provider as 0 - 5 years and
 - the vaccinations and immunisations contract has been included in this work to secure the same provider as 5 - 19 years service. This contract for this service will remain with NHS England.

3 Reasons for Recommendations

3.1 Strategic Review of Services and Consultation

3.1.1 Government guidance on the provision of the Healthy Child Programme and the School Nurse Service is contained in the following documents:

- DH & DCSF Healthy Child Programme 5 – 19 years 2009

http://webarchive.nationalarchives.gov.uk/20130107105354/http://www.dh.gov.uk/pr od_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_108866.pdf

- DH & PHE Maximising the school nursing team contribution to the public health of school-aged children - Guidance to support the commissioning of public health provision for school aged children 5-19 April 2014

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/303769/Service_specifications.pdf

3.1.2 This guidance, along with interviews with current School Health Teams and a questionnaire survey to all schools in Cheshire East regarding current services formed the basis of a stakeholders survey (interested bodies) and a survey to users (parents & children). Two stakeholders event have been held along with attendance at a number of student and pupil group sessions to discuss the development of the service. There has been a good response to both the stakeholder survey and user survey and attendance at local events. See Appendix 2

3.1.3 An Equality Impact Assessment has been undertaken and groups outside of the current service i.e. those not attending state schools (e.g. 16 – 19 year olds not attending a school, independent school pupils) and those with limited

service (e.g. special schools, Youth Justice, travellers) have been identified. These groups were included in the questionnaire survey and will be specifically highlighted in the service specification as requiring targeted service provision, marketing and involvement in future service development .

3.2.4 In regard to Health Visiting, NHS England and the local Public Health Team have consulted with local stakeholders and service users to ensure this national service specification meets local needs.

3.2 Service Specification development

3.2.1 The national guidance, pre engagement work, feedback from the informal engagement work, confirmation of commissioning intentions from the formal consultation, the local intelligence detailed in the JSNA and Annual Public Health Report 2013-2014 and the Cheshire East Children and Young People's Plan 2015 – 18 (and related documents) is to be used to inform the service specifications. Specific input has also been received from fellow commissioners - South Cheshire CCG, Eastern Cheshire CCG, NHS England and Children & Families Directorate, Cheshire East Council.

Coordination with other children's services (run by the Council or NHS), and other relevant Public Health commissioned services (e.g. sexual health, drug misuse), will be specified in the service specification.

3.2.2 The Breastfeeding Service specification was up dated in the past year so will not be refreshed.

3.2.3 The 0 – 5 years service specification follows the core national specification which is evidenced based and has been consulted upon nationally. Local additions have been added from information gathered during this consultation and local Plans.3.2.3

3.2 4 The Service Vision is as follows:

To provide a universal public health service to all Cheshire East residents aged 0 - 19 years throughout the year and to build on the good outcomes already achieved by Public Health Services in Cheshire East

3.2.5 Service Requirements in summary are as follows:

5 – 19 years

- Provision of a lead provider to ensure coordination across all aspects of the service(School Nursing Mandated National Child Measurement Programme and NHS England's commissioned services for vaccinations and immunisations)
- Aspire to commission the 5 – 19 year service from the same provider as 0 – 5 year service (hence the joint work and timetable). However, two separate contracts will be agreed in this commissioning round with a view to

consolidating the contracts in the next round (when CEC will hold full commissioning responsibility for both services)

- Year round service
- Accessible to all 5 – 19 year olds
- School and community based
- An emphasis on prevention and early detection, targeting those most in need and addressing priority issues identified through the Joint Strategic Needs Assessment, Annual Public Health Report 2013- 14 and the Cheshire East Children and Young People’s Plan 2015 – 2018
- Providing public health services through the four tiers specified in national guidance with safeguarding provision at all stages:
 - community (interaction with other community health services at a universal level),
 - universal services (Healthy Child Programme through health talks, drops ins, health checks etc),
 - universal plus (responding quickly to individual health needs and worries)
 - universal partnership plus (ongoing support to children in conjunction with other services)
- Working in conjunction with other children’s services (Council, NHS and others) and in particular other public health commissioned services e.g. sexual health, drug and alcohol, health visiting, stop smoking. Mental health and emotional well being has been identified as a priority area in Cheshire East – JSNA, Annual Public Health Report ,
- Development of the service to ensure young people not currently receiving a service are made aware of the service and that it is accessible to them in an appropriate way
- A service supported by up to date technologies for record keeping, data collection, communications with users and dissemination of health information
- Provision of the mandated National Child Measurement Programme

Breastfeeding

- Targeted breastfeeding service
- Community based in areas of low breastfeeding rates
- Provides advice and practical support within community breastfeeding groups “Cherubs”, at home and using the “Cherubs of Cheshire” web site

0 – 5 years and Vaccinations & Immunisations (for School aged Children)

These services will follow the national core service specification set out by NHS England but with local additions gathered during commissioning consultation.

3.6 Market Engagement

Initial contact was made with the market via the Chest and a marketing event was held during December 2014.

3.7 Procurement Preparation and Timeframe

The key procurement dates of note are:

OJEU Notice	4 th February 2015
ITT application close	16 th March 2015
Contract award on Purdah)	20 th April 2015 (subject to confirmation on the rules
New Contract Start	1 st September 2015

3.8 Evaluation Panel Proposal

The Evaluation Panel for the ITT stage will be:

- Public Health - Consultant
- Public Health - Lead Commissioner
- Children and Families – Lead Commissioner
- CCG - one representative from each CCG
- Service User voice – we are working closely with the Children’s Society Young Advisors Project to ensure young people are fully involved in the evaluation process
- NHS England – 2 Representatives from NHS England (commissioning, finance, nursing)

Public Health Category Manager – would administer the panel process

4 Wards Affected

4.1 All

5 Local Ward Members

5.1 All

6 Policy Implications

6.1 PH responsibilities for commissioning 5 – 19 year health services noted in 1 of this report.

7 Implications for Rural Communities

These services are universal services which are available to all children and young people aged 0 – 19 years and therefore are provided to all rural communities including all schools.

8.0 Financial Implications

- 8.1 The current cost of the 5 – 19 year health services, commissioned through the block contracts with local CCGs is £1.1m. The service is currently provided by East Cheshire Trust with Cheshire & Wirral Partnership Trust providing a service to three primary schools to the south west of the area.
- 8.2 The commissioning of a service throughout the year and to all 5 – 19 year olds will require increased investment in the service. However, it is expected that a newly commissioned service will embrace smarter ways of working including the use of new technologies to offset some of the increase. The intention is to set an upper limit for the re commissioning of this service at £1.35m per year (over a 5 years' service contract this would be up to £6.75m).
- 8.3 The current cost of breastfeeding service is £60K per annum and it is the intention that this should continue to be the contract price (upper limit) (over a five year contract this would be up to £300k).
- 8.4 The 0 – 5 years service will be approximately £4.3m. The final cost will be determined through the Public Health allocation (ring fenced) to be announced in January 2015. Over five years this would be approximately £21.5m. The Childhood vaccinations and immunisations service costs will remain with NHS England.
- 8.5 Suppliers will be assessed on a number of financial ratios to ensure that there are limited risks involved. The financial assessments include liquidity checks to ensure that they have a healthy cash position, receivables and payables checks (which will establish whether they pay and receive cash in a timely manner) and a contract as a percentage of turnover check to ensure it is not above their current operation levels.

9 Legal Implications

- 9.1 The Council has a statutory duty under the Health and Social Care Act 2012 for various public health functions including the Healthy Child Programme for school-age children which includes school nursing. In October 2015 responsibility for aspects of 0-5 year's provision will transfer to the Council.
- 9.2 The Council and NHS England are collaborating in commissioning the services and a Memorandum of Understanding to govern the parties relationship and responsibilities during the procurement process has been drafted and will need to be agreed and completed prior to commencement of the procurement process.

- 9.3 The appointment of a supplier for these services must adhere to the Public Contracts Regulations 2006. An EU compliant procurement process is being undertaken with the assistance of the Procurement Unit and Legal Services.
- 9.4 An Equality Impact Assessment was conducted to inform the consultation and engagement work for Cheshire East commissioned services and the final service specification.
- 9.5 The contractual terms will be for an initial period of 3 years with a commencement date of 1 September 2015. The 0-5 years services contract will be in the name of NHS England and will be transferred to the Council in October 2015 (when responsibility for the services transfers). There will be an option of up to a maximum of a further two years extension within each contract. The contracts will be drafted by Legal Services.
- 9.6 Due consideration will be given during the procurement process of any implications arising from the potential transfer of staff pursuant to the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) and the potential application of Fair Deal guidance.

10 **Key Performance Indicators**

- 10.1 Key Performance indicators are being developed to show the contribution the services will make towards the Public Health Outcomes Framework. These include reducing pupil absence, reducing under 18 conceptions, improving emotional wellbeing of looked after children, reducing self-harm. This data will be used in the Joint Strategic Assessment to inform the prioritisation and future work of the service.
- 10.2 Activity data will be collected to show take up of key parts of the services.
- 10.3 The quality of National Child Measurement Programme data is reported upon nationally and includes data quality and up take rates to indicate robustness of data.

11 **Risk Management**

- 11.1 Procurement time line risks - the timeline has been determined to maximise the transition time between contract award and contract commencement to ensure a managed process as far as is reasonably possible. Time line progress will be monitored and managers alerted to any matters of concern as early as possible if support and assistance is required.
- 11.2 Current service risk - As the procurement process commences there may be an impact on service delivery and performance. Rigorous attention to achieving KPI's and maintaining open communications with existing providers to address concerns/risks at an early stage will continue to mitigate the risk.

- 11.3 Transitions risks - once the official award letter and notification occurs (April 2015), there will then be an increased risk of current service providers failing to deliver services. This will require capacity to be allocated by the successful lead supplier to work with PH commissioning and procurement officers to manage the transition and mitigate the risks presented on a weekly basis.
- 11.4 First stages of contract implementation - during the first part of the contract term there is a risk that performance of the service could be adversely affected due to the turbulence a major change in service arrangements brings. The service specification has identified the need for a system performance lead who would work with commissioners and PHE to mitigate risks in this area during the early stages of the contract. KPIs will be agreed as part of the tendering process.
- 11.5 The joint work with NHS England is a potential risk if the Memorandum of Understanding is not adhered to.

12 Background and Options

- 12.1 The funding and responsibility for commissioning for, 5 – 19 years health services (school health and National Child Measurement Programme - NCPM) transferred from the Central & Eastern Cheshire Primary Care Trust to the Council on April 2013. The funding and commissioning of 0 – 5 years services (Health Visiting and Family Nurse Partnership) remained with the NHS (NHS England). Both will transfer to Cheshire East Council in October 2015.
- 12.2 All current public health services for 0 - 19 years are provided by East Cheshire Trust with the exception of school health provided by Cheshire & Wirral Partnership Trust to three primary schools – Bickerton, Bunbury and Calverley.
- 12.3 An agreement by Cabinet on 4th February 2014 requires Cheshire East commissioned services to be re commissioned. It is considered sensible by NHS England to re commission 0 – 5 public health services at the same time ready for transfer to Cheshire East Council in October 2015.

12 Access to Information

- 12.1 The background papers relating to this report can be inspected by contacting the report writer:
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