

**HAMPSHIRE COUNTY COUNCIL****Decision Report**

<b>Decision Maker:</b>	Executive Member for Adult Social Care and Public Health
<b>Date:</b>	25 June 2014
<b>Title:</b>	Public Health Procurement of School Nursing Services
<b>Reference:</b>	5837
<b>Report From:</b>	Director of Public Health

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## **1. Executive Summary**

1.1. The purpose of this paper is to seek approval from the Executive Member for Adult Social Care and Public Health to:

- increase the value of the current school nursing procurement to include the additional resource for school nursing agreed by Council on 20 February 2014 of up to a maximum of £2,500,000 over the full 5 year term of the contract from £17,609,000 to £20,109,000
- extend the current school nursing services by a Single Tender Approval (STA) for four months to 31 July 2015 with a value of £1,173,800
- include the responsibility for vulnerable young people that fit the criteria identified by the Supporting (Troubled) Families Programme in the service specification.

1.2. The increased spend will enable implementation of the school nursing review, in particular to improve emotional wellbeing and resilience and mental health in children and young people, which is essential for good educational attainment and to improve access to school nursing services for 16-19 year olds.

1.3. A plan within the Supporting Troubled Families Programme to recruit a public health nurse for vulnerable young people has been challenging to realise as a stand alone appointment and this will be included in the school nursing service specification.

## 2. Contextual information

- 2.1. Responsibility for 5-19 children's public health transferred to local authorities in April 2013<sup>1</sup>.
- 2.2. School nursing is an evidence based delivery vehicle for the local authorities' public health responsibilities for children aged 5-19 years.
- 2.3. The importance of giving every child the best start in life and reducing health inequalities has been highlighted by Marmot in his 2010 report 'Fair Society, Healthy Lives'<sup>2</sup>.
- 2.4. The Chief Medical Officer in her 2012 Annual report 'Our Children Deserve Better: Prevention Pays'<sup>3</sup> highlights how we are failing our children: children in England are not doing as well as they could; with high mortality, morbidity and inequality.
- 2.5. There is a clear evidence base that shows that events that happen in early life affect health and wellbeing in later life<sup>4</sup>. Five of the top ten factors influencing the total burden of disease are shaped during adolescence.
- 2.6. Healthy children will be the future healthy adult workforce. Investing in the health of children and young people is vital to reduce unnecessary care and safeguarding costs.
- 2.7. The evidence supports early action, proportionate universalism – improving the lives of all, with proportionately greater resources targeted at the most disadvantaged - listening to the voice of children and young people and building their resilience. There is increasingly good data on the return on investment and future cost savings from prevention and early intervention, especially related to the development of emotional wellbeing and resilience<sup>3</sup>.
- 2.8. Recently published guidance by the Department of Health and Public Health England<sup>5</sup> sets out a new National model for school nursing and highlights the key role for school nurses in delivering these interventions, who are well placed to build on the support in the early years and sustain this across the life course for school aged children and young people.
- 2.9. The guidance emphasises the importance of school nursing in promoting emotional health and wellbeing and resilience in children and young people which are vital for the achievement of good educational, social and health outcomes.

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<sup>1</sup> Health and Social Care Act 2012

<sup>2</sup> <http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review>

<sup>3</sup> <https://www.gov.uk/government/publications/chief-medical-officers-annual-report-2012-our-children-deserve-better-prevention-pays>

<sup>4</sup> <http://www.cdc.gov/violenceprevention/acestudy/>

<sup>5</sup> <https://www.gov.uk/government/publications/school-nursing-public-health-services>

- 2.10. School nurses are well placed to identify issues, use protective screening and provide effective support for mental health issues. This approach is known to be economically effective.
- 2.11. A review of school nursing services in Hampshire has identified that there is an incomplete service for all ages, particularly with regard to supporting children's resilience and emotional wellbeing and mental health and in services for 16-19 year olds. This review is included in the Director of Public Health's Annual Report 2013-2014.
- 2.12. Early intervention to promote emotional wellbeing and resilience and prevent poor mental health will help to reduce the number of children who require referral to the specialist Child and Adolescent Mental Health (CAMHS) service.

### **3. Current issues**

- 3.1. Executive Member approval was given for the re-procurement of the school nursing service to a value of £17,609,000 over the full term of the proposal on 20 September 2013 (ref 5128).
- 3.2. Single Tender Approval was given to extend the existing school nursing contracts with the two NHS Foundation Trust providers to 31 March 2015 in order to ensure continuity of the service and so that a full procurement could take place (ref 5128).
- 3.3. Subsequent to the approval to go out to tender for the school nursing service additional recurrent resource of £500,000 has been identified and approved in the public health budget (ref 5532) and approved by Council on 20 February 2014 to implement the findings of the school nursing review.
- 3.4. Approval is sought to include the additional resource of £500,000 per annum identified for school nursing in the public health budget in the current procurement.
- 3.5. The maximum value of the approval sought for the full contract term of five years (three years plus two possible extensions each of one year) is £2,500,000.
- 3.6. Including this additional resource in the procurement will increase the value of the procurement from £17,609,000 for the full contract term of five years to a maximum of £20,109,000.
- 3.7. A pilot initiative to improve the health outcomes of young people aged 10 to 17 engaged in the Supporting (Troubled) Families Programme and working with the Youth Offending Team was agreed by the Supporting (Troubled) Families Board. A public health (school) nurse will work with this group of young people to deliver the Healthy Child Programme and increased healthcare support.
- 3.8. As this was challenging to realise as a stand alone appointment the existing school nurse provider will be delivering the pilot during 2014/15 and, depending on the results of the pilot evaluation, on-going provision by

the new provider will be included in the new service specification. The additional funding will support delivery of this work.

- 3.9. Recent collaborative initiatives with NHS England regarding the provision of immunisations in schools and the need to include the additional resource in the procurement have resulted in utilisation of most of the flexibility that is built into the current procurement timeline. This, along with an already reduced mobilisation period, may increase the associated risks of this procurement.
- 3.10. Feedback from the provider engagement day and from local authorities who have recently re-procured school nursing services suggests that mobilisation is challenging due to implementation of the new National Model for School Nursing. We propose to increase the mobilisation period for the new service from four months to five months. This will bring it more in line with the rest of public health procurements.
- 3.11. Our market testing and provider engagement day suggest that there are a limited number of providers for this service. We wish to maximise the quality of the bids for the service and so propose to extend the period between PQQ and tender evaluation as suggested by potential providers at the provide engagement day in order to achieve this.
- 3.12. In extending the existing contract we must ensure that there is no risk to delivery of the National Child Measurement Programme (NCMP) by the current school nursing services and that no key procurement milestones fall during school holidays.
- 3.13. To mitigate the potential risks to the procurement, to delivery of the NCMP and to maximise the quality of bids approval is sought for a Single Tender Approval to the existing school nursing contracts for four months to July 2015.

#### **4. Legal implications**

- 4.1. Council Standing Orders and procurement regulations govern the procurement of services. A request for a Single Tender Approval is a request to waive the Council's Standing Orders and depart from usual practice. As such it may only be used in exceptional circumstances with appropriate approval.
- 4.2. It is for the Executive Member as Decision Maker to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act and advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

#### **5. Finance**

- 5.1. The maximum value of the approval sought to increase the value of the school nursing tender for the full contract term of five years is £2,500,000.

- 5.2. This amount represents the additional recurrent funding of £500,000 identified in the public health grant allocation to implement the school nursing review and approved (Ref 5532) and ratified by the Council cabinet on 20 February 2014.
- 5.3. Including this additional resource in the procurement will increase the value of the procurement from £17,609,000 for the full contract term of five years to a maximum of £20,109,000.
- 5.4. The required funding (£500,000 per annum) is affordable within the existing public health allocation.
- 5.5. The total contract term of 5 years is required to ensure that the County maximises the opportunity to reduce costs and improve efficiencies and for continuous development and improvement in the service.
- 5.6. The contract term will be three years plus two possible extension periods of one year. The contract will, therefore, allow for the varying of baseline funding in line with any variations to the public health funding received by HCC from the Department of Health.
- 5.7. The value of the Single Tender Approval (STA) for four months to 31 July 2015 is £1,173,800 and is affordable within the existing public health allocation.

## **6. Performance**

- 6.1. The school nurse service contributes to the delivery of the Council's responsibility to improve the health of its population.
- 6.2. Specifically the school nursing service contributes to improved outcomes for children aged 5-19 years as set out in the Public Health Outcomes Framework and to the delivery of the Hampshire Children and Young People's Plan.
- 6.3. The service supports delivery of the Council's corporate objectives:
  - Hampshire safer and more secure for all – developing and supporting stronger, safer communities for all by protecting vulnerable people, maximising safety in the places we live, helping young people to live positive lives and helping diverse communities to feel secure.
  - Maximising wellbeing – maintaining and improving residents' health and quality of life and ensuring everyone has the opportunity to support themselves, be active in their community and have access to the services they need, whilst knowing that should things go wrong, we are there to support them.

**7. Recommendation**

It is recommended that the Executive Member for Adult Social Care and Public Health gives approval to:

- 7.1 increase the value of the current school nursing procurement to include the additional resource for school nursing agreed by Council on 20 February 2014 of up to a maximum of £2,500,000 over the full 5 year term of the contract from £17,609,000 to £20,109,000;
- 7.2 extend the current school nursing services by a Single Tender Approval (STA) for four months to 31 July 2015 with a value of £1,173,800;
- 7.3 include the responsibility for vulnerable young people that fit the criteria identified by the Supporting (Troubled) Families Programme in the service specification.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	no
Corporate Improvement plan link number (if appropriate):	

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
<u>Public Health Strategic Procurement Plan and Approvals</u>	<u>5128</u>	<u>20/09/13</u>
<u>Revenue Budget Report for Public Health 2014/15</u>	<u>5532</u>	<u>28/01/14</u>
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u>	<u>Date</u>	
<u>Health and Social Care Act 2012</u>		

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

- 1.1. An Equality Impact Assessment has been undertaken as part of the planned procurement of school nursing services.

There will be a small positive impact for people who fall within the age and disability protected characteristics. The existing service is provided to children and young people aged 5-16 years and this new service will be provided to children and young people aged up to 19 years. In the new service there will be more focus than in the existing service on the public health needs of families where there is a disability either affecting the parent/guardian or the child/young person. There will be no change in the impact (negative or positive) to people who fall within the other protected characteristics. The existing service is required to comply with equality legislation, providing services which respect the diversity of local communities in safe environments free of discrimination, where individuals are treated fairly, with dignity and respect appropriate to their needs. It is required to provide reasonable access to culturally sensitive and non discriminatory services which promote social inclusion, dignity and respect. These requirements will continue in the new service. There will be no change in the impact on poverty or rurality. Both the existing and new service will work to reduce health inequalities and work in local communities across Hampshire including rural communities.

### **2. Impact on Crime and Disorder:**

- 2.1. There is no immediate impact on Crime and Disorder
- 2.2. Early intervention in children and young people to promote resilience and emotional wellbeing is likely to reduce involvement with the Criminal Justice System.
- 2.3. By definition, considered to improve and protect the public's health are designed to support Hampshire residents to live safely and have improved health and health outcomes

### **3. Climate Change:**

- 3.1 There is no direct impact on climate change.
- 3.2 Consideration of climate change and its impacts on the population and its current and future public health forms part of the evidence informing interventions to improve and protect the public's health.