

**PUBLIC HEALTH NURSING SERVICE APRIL 2020 TO MARCH 2024**

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| <b>Cabinet Date</b>  | 9 <sup>th</sup> October 2019  |
| <b>Public Health and Communities</b>                           | Cllr Tim Harman   |
| <b>Key Decision</b>  | Yes   |
| <b>Background Documents</b>                                    | <ol style="list-style-type: none"> <li>1. <a href="#">NHS Long Term Plan</a>, January 2019</li> <li>2. Gloucestershire County Council Targeted Family Support in Children and Family Centre Contract Extension Report, July 2019 (<a href="http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&amp;MId=9229&amp;Ver=4">http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&amp;MId=9229&amp;Ver=4</a>)</li> <li>3. Healthy Child Programme – Pregnancy and the First 5 Years of Life: <a href="https://www.gov.uk/government/publications/healthy-child-programme-pregnancy-and-the-first-5-years-of-life">https://www.gov.uk/government/publications/healthy-child-programme-pregnancy-and-the-first-5-years-of-life</a></li> <li>4. Healthy Child Programme – from 5 – 19 years old. <a href="https://www.gov.uk/government/publications/healthy-child-programme-5-to-19-years-old">https://www.gov.uk/government/publications/healthy-child-programme-5-to-19-years-old</a></li> </ol> |
| <b>Location/Contact for inspection of Background Documents</b> | See hyperlinks above  |
| <b>Main Consultees</b>   | <p>This proposal builds on the extensive consultation undertaken in 2017 following the decision to remodel the Public Health Nursing Service made in December 2016<br/> <a href="http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&amp;MId=8222&amp;Ver=4">http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&amp;MId=8222&amp;Ver=4</a>.</p> <p><b>Pre report:</b> Engagement with Gloucestershire Health and Care NHS Foundation Trust and partner agencies that commission and deliver health and social care services to children, young people and their families.</p> <p><b>Post report:</b> A review the implementation of the three year remodelling of the Public Health Nursing Service (April 2017-March 2020) is planned for spring 2020. This will seek to obtain the views of professionals and service users.</p>   |
| <b>Planned Dates</b>   | 9 <sup>th</sup> October 2019 – Cabinet approval sought to continue with current Public Health Nursing Service model.  |
| <b>Divisional Councillor</b>                                   | All   |
| <b>Officer</b>   | Sarah Scott, Director of Public Health<br>01452 328497<br><a href="mailto:Sarah.L.Scott@gloucestershire.gov.uk">Sarah.L.Scott@gloucestershire.gov.uk</a>  |

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|------------------------------------|--|
| <b>Purpose of Report</b>           | To seek Cabinet approval to continue with the current Public Health Nursing Service model described in a Memorandum of Agreement dated 05/10/17, under which the council agreed to transfer monies to the Gloucestershire Clinical Commissioning Group (the CCG), pursuant to Section 76 of the National Health Service Act 2006, in order to assist in the performance by it of prescribed functions.   |
| <b>Recommendations</b>             | That Cabinet authorises the Director of Public Health, in consultation with the Cabinet Member for Public Health and Communities, to extend the term of the current Public Health Nursing Service model arrangements for a further period of two years (to expire March 2022) with the option to extend such period for an additional period of two years (to expire March 2024).  |
| <b>Reasons for recommendations</b> | <p>The above-mentioned recommendation would:</p> <ul style="list-style-type: none"> <li>• Allow sufficient time to embed the remodelled PHNS (described in the Section 76 Memorandum of Agreement October 2017) into Gloucestershire's health and care system</li> <li>• Enable alignment with the council's Children and Family Centre contracts which would aid improved integration of children and family services across the health and care system</li> <li>• Meet the objectives of the NHS Long Term Plan through a continued focus on the PHNS universal preventative role.</li> <li>• Provide consistency and quality of Public Health Nursing services to Gloucestershire families during a period of financial uncertainty caused by national policy.</li> </ul> |
| <b>Resource Implications</b>       | <p>The Public Health Nursing Service will be funded through the Public Health Grant.</p> <p>The proposed annual expenditure in connection with the provision of a Public Health Nursing Service is £6.699 million. This figure matches the 2019/20 value (following the service remodelling) and includes the additional £200,000 invested in the PHNS in 2019/20 (see 1.11 for more information).</p> <p>Accordingly, the projected sum to be transferred by the council to the CCG in the period April 2020 to March 2024 (assuming that the option to extend the term of Public Health Nursing Service model on the basis described above is exercised) shall be £26.795 million.</p>   |

## MAIN REPORT CONTENTS

### 1. Background

#### The Current Service

- 1.1 Gloucestershire County Council (the council) has a duty under the Health and Social Care Act (2012) to take the steps it considers appropriate to improve and protect the health of the people in its area. The council is responsible for commissioning Public Health Nursing Services and is required, as a condition of the Public Health grant, to offer five mandated visits in early years and to deliver the Healthy Child Programme for families and children aged 0 to 5 years<sup>1</sup>, and 5 – 19 years<sup>2</sup>.
- 1.2 The Public Health Nursing Service (PHNS) includes what are commonly referred to as the Health Visiting and School Nursing services and cover the age ranges of pre-birth to 19 years.
- 1.3 Responsibility for commissioning a Public Health Nursing service for School Aged children (School Nursing) has been the remit of Gloucestershire County Council since the transfer of the Public Health function in April 2013. Responsibility for commissioning Health Visiting services transferred from NHS England to Gloucestershire County Council in October 2015 following the implementation of *A Call to Action* - a national programme to increase the number of qualified Health Visitors.
- 1.4 In December 2016 Cabinet received a [paper](#) recommending that the existing Health Visiting and School Nursing services were remodelled into one integrated Public Health Nursing Service for children, young people and their families from pre-birth to aged 19 years. This option was approved and a period of remodelling commenced in April 2017 which is due to conclude in March 2020.
- 1.5 Public Health Nursing services are currently provided by Gloucestershire Health and Care NHS Foundation Trust (GHCNHSFT) under the arrangements of the Collaborative Commissioning Agreement with NHS Gloucestershire Clinical Commissioning Group (CCG). As a result it forms part of the contract between the CCG and GHCNHSFT. It is funded from the Public Health Grant with an S76 transfer of funding between the council and the CCG. The contract between the CCG and GHCNHSFT is agreed annually.
- 1.6 The Public Health Nursing service forms part of a wider programme of council funded activity to support babies, children, young people and their families to have a healthy start to life and supporting school aged children to be in the best state of health to enable them to learn and benefit from their education. The wider programme of activity includes nursery education for 2, 3 and 4 year olds, targeted family support services delivered through Children and Family Centres, and specialist support for Children in Care, children and young people with Special Educational Needs and Disabilities (SEND) and safeguarding. In addition, the wider NHS funds and provides maternity, primary care and other services that support babies, parents and children and young people. As a result, the service is part

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<sup>1</sup> <https://www.gov.uk/government/publications/healthy-child-programme-pregnancy-and-the-first-5-years-of-life>

<sup>2</sup> <https://www.gov.uk/government/publications/healthy-child-programme-5-to-19-years-old>

of a wide multi-agency and multi-professional network of services and support for children and families.

1.7 Public Health Nursing provides universal Health Visiting and School Nursing services to all families and children in Gloucestershire and offers levels of additional targeted support to families with greater needs. Families and children access advice and support around a range of public health needs including support for families during transition to parenthood, maternal mental health assessment and support for breastfeeding, parenting, prevention of accidents, development and school readiness in early years. The Health Visiting service is key to the early identification and support of children and young people at risk of poor outcomes including those with SEND. School age children are able to access support for developing resilience and improving emotional wellbeing, support to achieve and maintain a healthy weight, interventions to protect health in relation to risky behaviours including alcohol, drugs, relationships and sexual health and support for children and families with additional health and wellbeing needs. The PHNS are an essential part of the safeguarding system-providing a key universal preventative role within the overall children's workforce, and are in contact with and accessible to all children and young people and their families particularly in the early years.

#### Overview of the Remodelling Process

1.8 Remodelling the existing PHNS into an integrated 0-19 service has been phased in over a three year period which concludes in March 2020. During this time Public Health have worked collaboratively with the provider to implement a number of changes such as:

- Reduce the budget by 17% in line with the reduction in funding
- Made more effective use of staff skill mix, including increased administrative support to release qualified nursing capacity
- Decommission the hearing screening service and implement an improved referral pathway for earlier detection and support
- Established staff led 'task and finish groups' to improve the service offer including the visibility of the service (for example improving the website), staff training and support, creating Baby Hubs and School Nurse Hubs which provide group sessions for parents, and involvement in system-wide strategies such as Adverse Childhood Experiences (<https://www.actionaces.org/>).

1.9 Over the remodelling period, the service performance for post birth/early years mandatory visits has improved, and is now consistently above 80% for all indicators:

|                                  | Quarter 4<br>2016/17 | Quarter 4<br>2017/18 | Quarter 4<br>2018/19 |
|----------------------------------|----------------------|----------------------|----------------------|
| New birth visits within 14 days  | 88.7%                | 86.9%                | 89.4%                |
| 6 - 8 week reviews               | 93.9%                | 97.1%                | 94.5%                |
| 12 mth reviews by 12 mths of age | 22.7%                | 87.8%                | 82.4%                |
| 12 mth reviews by 15 mths of age | 60.3%                | 92.3%                | 92.1%                |
| 2.5 yr reviews by 2.5 yrs of age | 54.1%                | 91.7%                | 83.5%                |
| 2.5 yr reviews using ASQ 3       | 100.0%               | 100.0%               | 98.3%                |

(Annual figures for 2018/19 have not yet been released therefore Q4 data has been used to demonstrate performance over time)

1.10 In April 2019 the council invested an additional £200,000 into the service recurrently to support them to meet the increase in demand for input into children's safeguarding that has occurred since 2016.

### Service Inter-Dependencies and Future Considerations

1.11 In July 2019 Cabinet approved the contractual option to extend the existing contracts for the provision of targeted family support services in children and family centres in Gloucester City, Forest of Dean and Stroud and Cheltenham and Tewkesbury localities from 1st April 2020 to 31st March 2022<sup>3</sup>.

1.12 In January 2019 the NHS published the Long Term Plan<sup>4</sup> which has a clear priority around ensuring every child has the best start in life through focussing on prevention. The Plan calls on CCGs and Local Authorities to collaborate more closely with NHS providers and work as a system to achieve these goals.

1.13 There is currently uncertainty around longer term public sector funding and the Public Health Grant allocation. The recent Government Spending Round has confirmed funding for one further year only (2020/21).

## **2. Options**

Option 1 – Continue with the current service model under which the council will continue to provide funding for GHCNHSFT (via the council's Section 76 Agreement with the CCG) in order to provide Public Health Nursing Services (recommended option)

2.1 The recommended option is to continue with the current service model from April 2020 to March 2022, with an optional two year extension to March 2024. The benefits of this option are:

- Allowing sufficient time to embed the remodelled PHNS (described in the Section 76 Memorandum of Agreement October 2017) into Gloucestershire's health and care system
- Enabling alignment with the council's Children and Family Centre contracts which would aid improved integration of children and family services across the health and care system
- Meeting the objectives of the NHS Long Term Plan through a continued focus on the PHNS universal preventative role.
- Providing consistency and quality of Public Health Nursing services to Gloucestershire families during a period of financial uncertainty caused by national policy.
- The contract between the CCG and GHCNHSFT is reviewed annually which provides greater flexibility to re-commission the service if the financial envelope changed.

2.2 There is no legal requirement to tender this service given that funding for the required Public Health Nursing Services will be paid to the current provider (that is, the

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<sup>3</sup> <http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&MIId=9229&Ver=4>

<sup>4</sup> <https://www.longtermplan.nhs.uk/publication/nhs-long-term-plan/>

GHCNHSFT) pursuant to section 76 of the National Health Service Act 2006 via the CCG and is, therefore, exempt from EU competition law.

### Option 2 – The council itself procures Public Health Nursing Services by means of an open market procurement process

2.3 This option would allow alternative providers to bid for the service and is likely to require the council to enter a longer term contractual arrangement in order to make the contract commercially attractive and viable (the current contract between the CCG and GHCNHSFT is reviewed annually).

2.4 This option is not recommended because:

- It conflicts with the objectives in the NHS Long Term Plan
- It would be a challenging time to transfer the Public Health Nursing Service to a new contract and provider due to the current financial uncertainty caused by national policy.

## **3. Risk Assessment**

3.1 There is a risk that the Council's statutory duties cannot be met.

The Childcare Act 2006 places a duty on local authorities to secure early childhood services to improve the well-being of young children in their area and reduce inequalities between them. Continuing with the current service model will continue to deliver the Healthy Child Programme to the current standard.

3.2 There is a risk that there is an adverse impact on the wider health and care system or another unintended/unidentified impact results from the proposed option.

As the proposed option recommends continuing with the current provider there are less likely to be unintended or unidentified impacts.

3.3 There is a risk that Government funding allocation is reduced.

Any reductions in national funding are likely to be easier to meet through the current service as there are existing collaborative and constructive relationships and partnerships in place. The contract between the CCG and GHCNHSFT is reviewed annually which provides greater flexibility to re-commission the service if the financial envelope changed.

## **4. Officer Advice**

4.1 Officer advice is to follow option 1, to continue with the current service model to align children and family services' commissioning arrangements and maintain consistency during a period of financial uncertainty.

## **5. Equalities considerations**

5.1 A Due Regard Statement was completed for the December 2016 Cabinet Decision Paper to identify the needs of those groups with protected characteristics and how they may be particularly affected by the delivery and procurement of the revised service. This was

updated in September 2019 following the public consultation period and in light of the current proposal to extend the term of the current Public Health Nursing Service model arrangements for a further period of two years. There is no indication that any groups with protected characteristics will be adversely impacted by this proposal.

- 5.2 Partnership and Provider engagement in conducting equality impact assessments further assures that the needs of all children and their families is assessed and the identified support is provided based on these needs taking into account protected characteristics.
- 5.3 Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

## **6. Consultation feedback**

- 6.1 This proposal builds on the extensive consultation undertaken as part of the decision to remodel the Public Health Nursing Service made in December 2016  
<http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&MId=8222&Ver=4>
- 6.2 This options appraisal has been informed by key partners that commission and deliver health and social care services to families and children.
- 6.3 A review of the implementation of the three year remodelling of the Public Health Service (April 2017-March 2020) is planned for spring 2020. This will seek to obtain the views of professionals and service users and will be used to inform future service development.

## **7. Performance Management/Follow-up**

- 7.1 Assuming that the option to extend the term of Public Health Nursing Service model on the basis described above is exercised, the current contract monitoring process with GHCNHSFT and the CCG will be continued. Robust performance monitoring information relevant to these services will continue to be reported through the usual council reporting mechanisms and the joint commissioning arrangements.

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| <b>Report Title</b>                                   | Public Health Nursing Service April 2020 to March 2024  |
| <b>Statutory Authority</b>                            | Health and Social Care Act (2012)   |
| <b>Relevant County Council policy</b>                 | Gloucestershire Looking to the Future, 2019-2022<br>Children and Young Peoples Plan 2015-2018   |
| <b>Sustainability checklist:</b>                      |   |
| Partnerships  | Key partners have been consulted in the development of this report.   |
| Decision Making and Involvement                       | Cabinet   |
| Economy and Employment                                | There would be no change if the proposed recommendation was approved.   |
| Caring for people                                     | Commissioning a Public Health Nursing Service is a mandated function of the council as part of its requirement to care for children and families.           |
| Social Value  | There would be no change if the proposed recommendation was approved.   |
| Built Environment                                     | There would be no change if the proposed recommendation was approved.   |
| Natural Environment' including Ecology (Biodiversity) | There would be no change if the proposed recommendation was approved.   |
| Education and Information                             | Commissioning a Public Health Nursing Service is a mandated function of the council as part of its requirement to educate and inform children and families. |
| <b>Tackling Climate Change</b>                        | Carbon Emissions Implications? Neutral<br>Vulnerable to climate change? No  |
| <b>Due Regard Statement</b>                           | Has a Due Regard Statement been completed? Yes<br>Yes - considerations included in main body of report  |

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| <b>Human rights Implications</b> | <p>It is not envisaged that any of the proposals in this cabinet report would have any significant human rights implications</p>   |
| <b>Consultation Arrangements</b> | <p>This proposal builds on the extensive consultation undertaken in 2017 following the decision to remodel the Public Health Nursing Service made in December 2016.</p> <p><b>Pre report:</b> Engagement with Gloucestershire Health and Care NHS Foundation Trust and partner agencies that commission and deliver health and social care services to families.</p> <p><b>Post report:</b> A review of the implementation of the three year remodelling of the Public Health Nursing Service (April 2017-March 2020) is planned for spring 2020. This will seek to obtain the views of professionals and service users.</p> |